Corporate Unit Evaluation Central Project Evaluation

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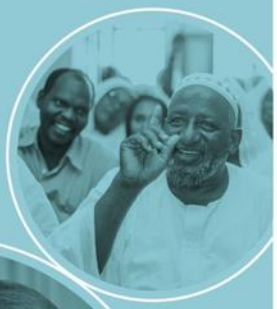

Central project evaluation

Promoting Livelihoods through Improved Livestock Farming and Agriculture, Somalia

Project number 2016.1847.9

Evaluation Report

On behalf of GIZ by Hendrik Hempe and Abdirisak Hassan Osman

Published: March 2021

giz Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH

Publication details

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH is a federal enterprise and supports the German Federal Government in achieving its objectives in the fields of international education and international cooperation for sustainable development.

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The Evaluation Unit commissioned external independent evaluators to conduct the evaluation. This evaluation report was written by these external evaluators. All opinions and assessments expressed in the report are those of the authors.

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Published by:
Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

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www.youtube.com/user/GIZonlineTV
www.facebook.com/gizprofile
https://twitter.com/giz_gmbh

Design/layout:
DITHO Design GmbH, Cologne

Printing and distribution:
GIZ, Bonn

Printed on 100% recycled paper, certified to Forest Stewardship Council (FSC) standards.

Bonn, March 2021

This publication can be downloaded as a PDF file from the GIZ website:
www.giz.de/evaluierung.

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Abbreviations

AFP	Agricultural focal point
APLFs	Agropastoral and pastoral livestock farmers
BMZ	German Federal Ministry for Economic Cooperation and Development
CAHW	Community animal-health worker
CfW	Cash for work
CD	Capacity development
CPE	Central Project Evaluations
CSS	Client Satisfaction Survey
FGD	Focus group discussions
FSMS	Food security monitoring systems
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GIS	Geographical Information System
ICIPE	International Centre of Insect Physiology and Ecology
IDPs	Internally displaced people
IGAD	Intergovernmental Authority for Development
ILRI	International Livestock Research Institute
INT	Interview
IR	Inception Report
ISTVS	IGAD Sheikh Technical Veterinary School
LEGS	Livestock Emergency Guidelines and Standards
LIP	Livelihood improvement project
MoAD	Ministry of Agricultural Development
MoERD	Ministry of Environment and Rural Development
MoLFD	Ministry of Livestock and Fisheries Development
MoNP&D	Ministry of National Planning and Development
MoW	Ministry of Water
NDP II	Somaliland National Development Plan II
NGO	Non-Governmental Organisation
OECD-DAC	Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC)
PENHA	Pastoral and Environmental Network in the Horn of Africa
PN	Project number
PO	Participatory observation
RBM	Results-based monitoring (system)

ROMA	Rapid Outcome Monitoring Assessment
SDG	Sustainable Development Goals
SOWVET	Somaliland Women Veterinary Organisation
SOVA	Somaliland Veterinary Association
TDA	Transitional development assistance project
ToC	Theory of change
VDC	Village development committee
VCD	Value chain development

The project at a glance

Somaliland, Somalia: Promoting Livelihoods through Improved Livestock Farming and Agriculture

Project number	2016.1847.9
Creditor reporting system code(s)	Reconstruction/rehabilitation after emergency situations
Project objective	To improve the livelihoods and increase the resilience of the population concerned
Project term	July 2016 – August 2020
Project value	EUR 8,600,000
Commissioning party	German Federal Ministry for Economic Cooperation and Development (BMZ)
Lead executing agency	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ)
Implementing organisations (in the partner country)	Voluntary Youth Committee in the Horn of Africa (YOVENCO), Pastoral and Environmental Network in the Horn of Africa (PENHA), Candlelight, Intergovernmental Authority for Development (IGAD) Sheikh Technical Veterinary School (ISTVS), Somaliland Women Veterinary Organisation (SOWVET)
Other development organisations involved	Vétérinaires sans Frontières Germany (VSFG), German Agro Action (DWHH)
Target group(s)	Pastoralists and agropastoralists: directly, some 4,000 agricultural households in Berbera (amounting to a total of some 24,000 people, based on an average household size of six people); indirectly, some 48,000 people (fluctuated considerably according to the season) from purely pastoral households within a 45-km radius of the city of Sheikh, where 65% of the mapped settlements are located.

1 Evaluation objectives and questions

This chapter aims to describe the purpose of the evaluation, the standard evaluation criteria, and additional stakeholders' knowledge interests and evaluation questions.

1.1 Evaluation objectives

Central Project Evaluations of projects commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) fulfil three basic functions: they support evidence-based decisions, promote transparency and accountability, and foster organisational learning within the scope of contributing to effective knowledge management. The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) structures the planning, implementation and use of evaluations so that the contribution made by the evaluation process and the evaluation findings to these basic functions is optimised (GIZ, 2018a).

The project was selected for evaluation based on a random sample drawn from all GIZ projects that were due to end between October 2018 and September 2019 and with a commission value of more than EUR 3,000,000. The evaluation thus contributes to the target of evaluating 30–50% of all GIZ projects that fulfil these criteria. This final evaluation was carried out towards the end of the project (it was completed in August 2020), with an introductory phase in December 2019 and a mission phase in March/April 2020. Both an inception report and an evaluation report have been prepared.

The intended users of this evaluation report are:

- the project team, which uses the lessons learned to improve the delivery of services and achievement of its objectives in a planned no-cost extension phase;
- GIZ, which generally uses internal and external publications as part of knowledge management within the organisation, and to be transparent and accountable to the commissioning party, BMZ, as well as to the interested public;
- partners, who include the evaluation results in their decision-making processes; and
- BMZ, which uses the evaluation results for continuous political dialogue, steering and strategy development in the environmental sector and in Somaliland.

A follow-up project is currently being developed and will use the evaluation results for strategic planning.

The obstacles to achieving the evaluation objectives were as follows:

- Frequent staff changes in the partner ministries led to gaps in knowledge about the project. Replacement staff were unfamiliar with its history and results.
- Initially, for security reasons, and later, because of the COVID-19 pandemic, the international expert on the field evaluation mission was not in the country. He supported the national expert remotely (semi-remote evaluation design). As a result, the number of direct observations by the international expert was limited, as was, necessarily, his own assessment.
- The poor quality of the monitoring system (see section 3.1) made it difficult to measure the performance of some indicators, as the evaluation was unable to compensate for the shortcomings in data collection.

Nevertheless, these obstacles were able to be overcome to an extent, thanks to the excellent language skills and regional knowledge of the national expert, who was able to gather a lot of information through his network in the country, and to the international expert's many years of expertise and experience in the region.

1.2 Evaluation questions

The project is assessed on the basis of standardised evaluation criteria and questions to ensure comparability by GIZ. This is based on the Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC) evaluation criteria (updated 2020) for international cooperation and the evaluation criteria for German bilateral cooperation (in German): **relevance, efficiency**, **effectiveness**, **impact** and **sustainability**. Aspects regarding the coherence, complementarity and coordination are included in the other criteria.

Specific assessment dimensions and analytical questions have been derived from this framework. These form the basis for all central project evaluations in GIZ and can be found in the **evaluation matrix** (Annex). In addition, contributions to the 2030 Agenda for Sustainable Development and its principles are taken into account as well as cross-cutting issues such as gender, the environment, conflict sensitivity and human rights. Also, aspects regarding the quality of implementation are included in all OECD/DAC criteria.

During the inception phase, specific additional knowledge interests of GIZ project staff and other relevant stakeholders were clarified. Overall, the stakeholders – including BMZ as the client – consider the above-mentioned assessment dimensions and analytical questions to be coherent and sufficient to meet their knowledge and learning needs. The results of the evaluation are particularly useful in highlighting synergies between the projects in the sector portfolio and the extent to which the project was able to adapt to a fragile context. The project staff and representatives of the partner ministries emphasised their interest in the overall picture of the achievements, results, impacts and their sustainability; in how the target groups perceive the project's performance and results; and in whether the partners feel sufficiently empowered to continue the project measures under their own steam. As all additional questions are included in the OECD/DAC and GIZ evaluation criteria, no additional or reformulated questions were necessary.

2 Object of the evaluation

This chapter aims to define the evaluation object, including the theory of change, and results hypotheses, and provides a brief overview of the current project status.

2.1 Definition of the evaluation object

The object of the evaluation is the technical cooperation measure Promoting Livelihoods through Improved Livestock Farming and Agriculture (project number (PN) 2016.1847.9), which, hereafter, will be referred to as ‘the project’. The project aimed to improve the livelihoods of the population concerned in the Saaxil region and to enhance its resilience. The project was a transitional development assistance (TDA) project[1] with a duration of four years and one month (49 months in total, from July 2016 to August 2020, including three extension periods) and a total German Technical Cooperation contribution of EUR 8,600,000. There was no co-financing.

The project commenced in July 2016, with an initial planned duration of three years (to June 2019) and an initial budget of EUR 5,400,000. Interventions were planned in three main fields of activity (outputs): promoting

[1] The BMZ is responsible – outside the field of humanitarian aid – for developmental, structure-building transitional development assistance (TDA). TDA is an instrument of development cooperation and follows development cooperation principles. It contributes to strengthening the resilience of people and societies in developing countries, especially in fragile states and regions, or in the context of crises and disasters (AA/BMZ, 2012).

livestock production; improving milk hygiene and marketing; and promoting fodder and agricultural production. In November 2017, because of the serious drought, a change offer was made to increase the budget by EUR 1,300,000 for: improving access to water for humans and animals; providing feed; and supporting the restocking of livestock. In October 2018, the budget was further increased by EUR 1,270,000 to expand existing activities in the Saaxil region and to compensate for the damage caused by the tropical cyclone 'Sagar' in the coastal region. In addition, a 10-month extension, until April 2020, was granted.

A further change offer was submitted in September 2019 to increase the budget by EUR 600,000 and extend the duration of the project to August 2020. This was to enable the following interventions to be carried out: improving the water supply by constructing and rehabilitating water reservoirs and storage vessels for rainwater; implementing measures to extract soil and water, to enlarge agricultural production areas and protect them from erosion; building capacity at national and regional administrative levels by providing training and workshops on livestock emergency guidelines and standards (LEGS) and disaster preparedness; and protecting natural resources by strengthening agroforestry measures and use of the biomass of the local plant prosopis.

There was a predecessor to the project under evaluation with the title "Restoration of Livelihoods and Food Security in Berbera, Somaliland (PN 2012.1992.2). It, too, was a transitional development assistance project. It focused on promoting food production, rehabilitating the productive and social infrastructure, and developing expansion capacities. An evaluation report, or 'lessons learned' results, are not available. Therefore, the project under evaluation did not really build on the results and experience of the previous project (GIZ, 2016a, section 3.4.3).

Levels of intervention: the project followed a multi-level approach, but with a focus on the provincial (Saaxil and, to some extent, Togdheer) and village levels, and cooperation at the national level to support the development of Somaliland. Most subsidies were used for interventions at the local level. The different levels of capacity development (CD) were examined in the evaluation phase. From the documents examined at the time of writing, CD measures were found to have addressed all three CD levels described in GIZ's Capacity WORKS tool, i.e. people (building the capacity of individuals), organisations (organisational development) and society (development of cooperation partnerships and enabling frameworks).

The project context: Somalia is one of the most fragile states in the world and, in the past, was considered a failed state. In 1960, British Somaliland declared its independence as the State of Somaliland and united with Italian Somaliland to form Somalia. In 1991, Somaliland as we know it today made a unilateral declaration of independence from Somalia following the overthrow of the Somali government and an escalation in its civil war. Since then, Somaliland has largely maintained its political stability and is working towards full democratisation. Although not yet recognised as a sovereign state at international level, Somaliland has achieved a sufficient degree of peace, stability and effective governance to be considered a state under international law (Schoiswohl, 2005).

As for Somalia, the election of the federal government and launch of the New Deal process in 2012 marked the beginning of a new chapter in the history of the country, after 20 years of civil war and transitional governments (GIZ, 2016a; GIZ, 2016d; Menkhaus, 2014).

The country's human development index score of 0.285 is one of the lowest in the world (Somalia Human Development Report, 2012). The region is particularly vulnerable to the effects of climate change and increasingly frequent, prolonged droughts. Biodiversity loss, soil degradation, inappropriate use of natural resources, water scarcity, and food and nutrition insecurity are challenges exacerbated by high levels of environmental degradation through overgrazing and deforestation, as well as by an unaddressed waste problem (plastic littering of the landscape). The traditional consumption of the drug khat (*Catha edulis*) is also a considerable limitation on the country's development, in that it affects work performance and is an enormous drain on capital (Jeffrey, 2016; Hansen, 2010).

In the last two decades, Somaliland has established itself as a major exporter of livestock in East Africa. Livestock is estimated to contribute 60% to gross domestic product (FAO, Somaliland Sector Guide 2019). The

economic form of nomadic livestock farming (transhumance) is particularly widespread across the arid and semi-arid regions of the Horn of Africa. These pastoral systems are essentially sustainable and, to a certain extent, drought-tolerant, provided that herd management is oriented towards fodder availability (Liniger and Mekdaschi Studer, 2019).

However, the region itself is coming under increasing pressure from extended droughts and heavy rainfall (caused by climate change), as well as overgrazing and inappropriate pasture management. Animal owners experience high losses due to the poor animal-health service and lack of knowledge about animal health and feeding. In addition, the most recent drought destroyed about 80% of the country's livestock. The limited arable land is close to the *wadis* and is used for the cultivation of sorghum, okra, sesame and, occasionally, maize. Fruit, vegetables and forage crops are rarely grown, however. Increasingly, heavy rains are damaging young plants and causing topsoil erosion.

The human rights situation in Somaliland has been repeatedly criticised, particularly with regard to equal rights for women. There has been some progress at the political level, with increased participation by women, but sexual and gender-based violence and female genital mutilation remain widespread.[2] This project was not aimed at significantly influencing gender equality or human rights (GIZ, 2016a), however. Freedom of the press is also restricted in Somaliland.

Conflict sensitivity and the United Nations Sustainable Development Goals

The Horn of Africa is beset by armed conflict, ethno-linguistic strife and religious radicalism. The politicised clan identity, availability of weapons and high rate of unemployment among young people, coupled with the warring parties' lack of interest in peace, all exacerbate the problem (Dersso, 2009). However, the project area itself is less affected by these international and regional conflicts. The danger here is posed more often by fanatical religious militias and their threats to the population, attacks on property and endangerment of project personnel. Disputes arise within the nomadic pastoralist community and between it and sedentary agropastoralists over access to or use of water, the construction of reservoirs and cisterns, and the presence of refugees and internally displaced people (IDPs), which increases the pressure on scarce water resources in urban and rural areas (Dersso, 2009). Nevertheless, the project was managed in a conflict-sensitive, do-no-harm manner, while a conflict-sensitive project-monitoring system was put in place to avoid negative impacts on gender relations and human rights. A gender analysis was not carried out.

The project was implemented in the Saaxil region, in the northern part of Somaliland, encompassing a wide area around the coastal town of Berbera, as far as the town of Sheik. As a transitional development assistance project, it involved both emergency aid and development measures. The project focused on rural development and food (and nutrition) security (BMZ marker LE2), poverty orientation (BMZ marker AO2), environmental protection and resource conservation (BMZ marker UR1), combating desertification (BMZ marker DES1), adaptation to climate change (BMZ marker KLA1), peace and security (BMZ marker FS1), gender equality (BMZ marker GG1), and participatory development/good governance (BMZ marker PD/GG1).
Within its scope of intervention, it contributed to several of the United Nations Sustainable Development Goals (SDGs): combating poverty and hunger (SDGs 1 and 2); high-quality education and gender equality (SDGs 4 and 5); clean water and sanitation (SDG 6); urgent measures to combat climate change (SDG 13); and protection and sustainable use of terrestrial ecosystems, including combating desertification (SDG 15). To a lesser extent, it also contributed to SDGs 9 (industry, innovation and infrastructure), 11 (sustainable cities and communities), and 12 (responsible consumption and production) (GIZ, 2016a).

The project's (indirect) target group: low-income agropastoral and pastoral communities, and organised producer groups in the Saaxil region. Special consideration was given to the following vulnerable groups: women, single mothers, IDPs, returnees and people with disabilities. Civil-society actors, such as clan elders, traditional and informal structures, village development committees, etc. were also involved. The planning

[2] https://www.genderindex.org/wp-content/uploads/files/datasheets/2019/SO.pdf – accessed 24 September 2020.

documents identified around 4,000 agricultural households in Berbera (24,000 people in total, based on an average household size of six people), plus a further 48,000 people from purely pastoral households (this number fluctuated considerably according to the season). The project concentrated on an area within a 45-km radius of the town of Sheikh, where 65% of the mapped settlements are located. The planning documents assumed that about 38% of the people live below the poverty line (in line with the New World Bank's estimate of rural poverty in Somaliland in 2014[3]). The number of female-headed households is estimated to be almost 50% (World Bank, 2016). The proportion of IDPs in the rural areas of the region is around 1.6% (GIZ, 2016a).

Project partners (direct target group) and stakeholders: the project's political partner and the lead executive agency was the Somaliland Ministry of Planning and National Development (MoP&ND). Other political cooperation partners were the Somaliland Ministry of Livestock and Fisheries Development (MoLFD), Ministry of Water (MoW), Ministry of Agricultural Development (MoAD) and the Ministry of Environment and Rural Development (MoERD). Other stakeholders were the governor of the province of Saaxil, the mayor of Berbera city and the Regional Veterinary Department of Berbera. The state actors' mandate included promoting and conducting vaccination campaigns, determining construction sites and issuing building permits, and facilitating other administrative requirements.

Project partners also included local non-governmental organisations (NGOs) with sufficient staff, expertise and a mandate in the areas of intervention. These included Candlelight and the Voluntary Youth Committee in the Horn of Africa (YOVENCO). In addition, the Pastoral and Environmental Network in the Horn of Africa (PENHA) helped raise awareness and conduct public-relations activities around conserving natural resources. Its function was to implement the various measures on site and compile baseline data in March 2017. PENHA was also the implementing partner for all construction activities in the Togdheer region. Vétérinaires sans Frontières Germany was also involved, while the IGAD Sheikh Technical Veterinary School was the implementing partner for the theoretical component of community animal-health worker training. One of the aims of the project was to strengthen partners' management, advisory and implementation capacities.

2.2 Results model including hypotheses

The theory of change (ToC) is essential for conducting a contribution analysis and for evaluating all five OECD/DAC criteria. The ToC maps the outcome hypotheses, i.e. it describes the cause-and-effect relationships assumed for the project to deliver its results and achieve its objectives and overall outcomes. At GIZ, ToCs are depicted as results models; the corresponding results hypotheses are explained narratively.

A results model was not created during the planning phase, nor later, during implementation. The model below (Figure 1) was created during the inception workshop together with the project team and updated based on the proposal, the results matrix and the progress reports. As the change offers included greater focus on water availability and natural-resource management, results expectations at this level increased. This is reflected in the results hypotheses connecting outputs with the outcome. The results matrix was updated after the 2018 project extension. The evaluators used the results as a starting point for their evaluation and formulated one result hypothesis per output.

Module objective: to improve the livelihoods and enhance the resilience of the population concerned.

Four outcome indicators were identified, together with the respective baseline and target values:

[3] https://www.worldbank.org/en/news/press-release/2014/01/29/new-world-bank-gdp-and-poverty-estimates-for-somaliland

- Outcome indicator 1: 40% of 3,500 pastoralists and agropastoralists (men, women and young people) have increased their income from livestock farming by 20%.
    - Baseline value: 0 households that raise livestock;
    - Target value: 20% of 3,500 households that raise livestock.
- Outcome indicator 2: 40% of 400 milk producers and 30% of 80 local female traders have increased their income by 20% by following better milk-hygiene and milk-cooling practices.
    - Baseline value: 0% of 400 milk producers; 0% of 80 female traders;
    - Target value: 30% of 400 milk producers, 30% of 80 female traders.
- Outcome indicator 3: 60% of 500 selected agropastoral households, 10% of them headed by women, have increased their production of forage crops and both their production and consumption of cereals, fruit and/or vegetables.
    - Baseline value: 0% of 500 agropastoral households;
    - Target value: 60% of 500 agropastoral households, 10% of them headed by women.
- Outcome indicator 4: 80% of 4,000 selected agropastoral and pastoral households, 10% of them headed by women, have increased access to water.
    - Baseline value: 0% of 4,000 agropastoral and pastoral households;
    - Target value: 80% of 4,000 agropastoral and pastoral households, 10% of them headed by women.

Output A: selected agropastoral and pastoral livestock farmers of both genders employ improved livestock production techniques.

To achieve this result, activities initially concentrated on the purchase and distribution of animal feed (wheat bran) to the pastoralist communities most in need, whose remaining livestock – particularly the valuable dairy cattle – were at extreme risk from the prolonged drought. The government itself insisted on this. In 2018, after the first rains, the project began restocking programmes (A2 in the results model) aimed at those most in need. As the situation returned to normal, the focus shifted to training of community animal-health workers and installation of agro-vet hubs (A3). The available drinking troughs for livestock were connected to the rainwater harvesting points. Specialist information sources were consulted on the innovative use of the forage plant Mulatto II (a hybrid of Brachiaria grass). Distribution and multiplication were initiated (A5), as was the design of a system to manage prosopis, including by processing this invasive local plant into roughage (A6). For output A, the following results hypothesis was developed:

Results hypothesis 1: agropastoral and pastoral livestock farmers trained in livestock management, animal health and fodder production practise comprehensively what they have learned and thus are better prepared for market-oriented livestock production.

Output B: men and women working in the dairy sector in the project region apply improved methods of milk hygiene and milk marketing.

To achieve this result, activities initially concentrated on training milk producers and sellers to improve milk hygiene through pasteurisation and cooling systems (B2) and thus reduce losses due to spoilt milk. For this purpose, fuel-efficient stoves were introduced to reduce firewood consumption (this was not part of the original project proposal). This, together with the introduction of smart pasteurisation techniques, improved milk quality and reduced losses due to spilled milk. Small huts (milk-cooling hubs) were built in villages and equipped with solar-powered freezer cabinets at strategically important points of sale (B3). In addition, two milk-marketing centres (a main one in the centre of Berbera and a smaller one on the outskirts) were built (B4) and equipped with solar-powered freezer cabinets and other facilities. For output B, the following results hypothesis was developed:

Results hypothesis 2: milk producers and sellers who have received in-depth training in milk hygiene and cooling, and who have received the necessary equipment, will be able to reduce their production losses and sell a healthier end product on the market, thereby sustainably increasing their income.

Output C: rain-fed and irrigation farming systems are introduced to improve production of forage crops, fruit and vegetables.

In addition to building the capacity of project partners (C2) in terms of land management, pesticide politics, plant protection, etc. (see table 9 in section 4.3), the focus here was on livestock management and rainwater harvesting measures. This part of the project was not emphasised during the planning phase, but its importance became evident during the drought. Water-retention basins *(*balleys) and water reservoirs (berkads) were built for this purpose (C3). Training was provided in integrated pest management (C4), forage cultivation, improved agricultural practices, fruit and vegetable cultivation, and living-fence construction (C5). In addition, gabions were built to help communities' combat dramatic erosion (gully formation) (C6). For output C, the following results hypothesis was developed:

Results hypothesis 3: agropastoral and pastoral livestock farmers who are familiar with pest control and adapted agricultural practices, as well as irrigation possibilities, are better able to consolidate their food and nutrition security and market-based production, making them more resilient and better able to earn an income.

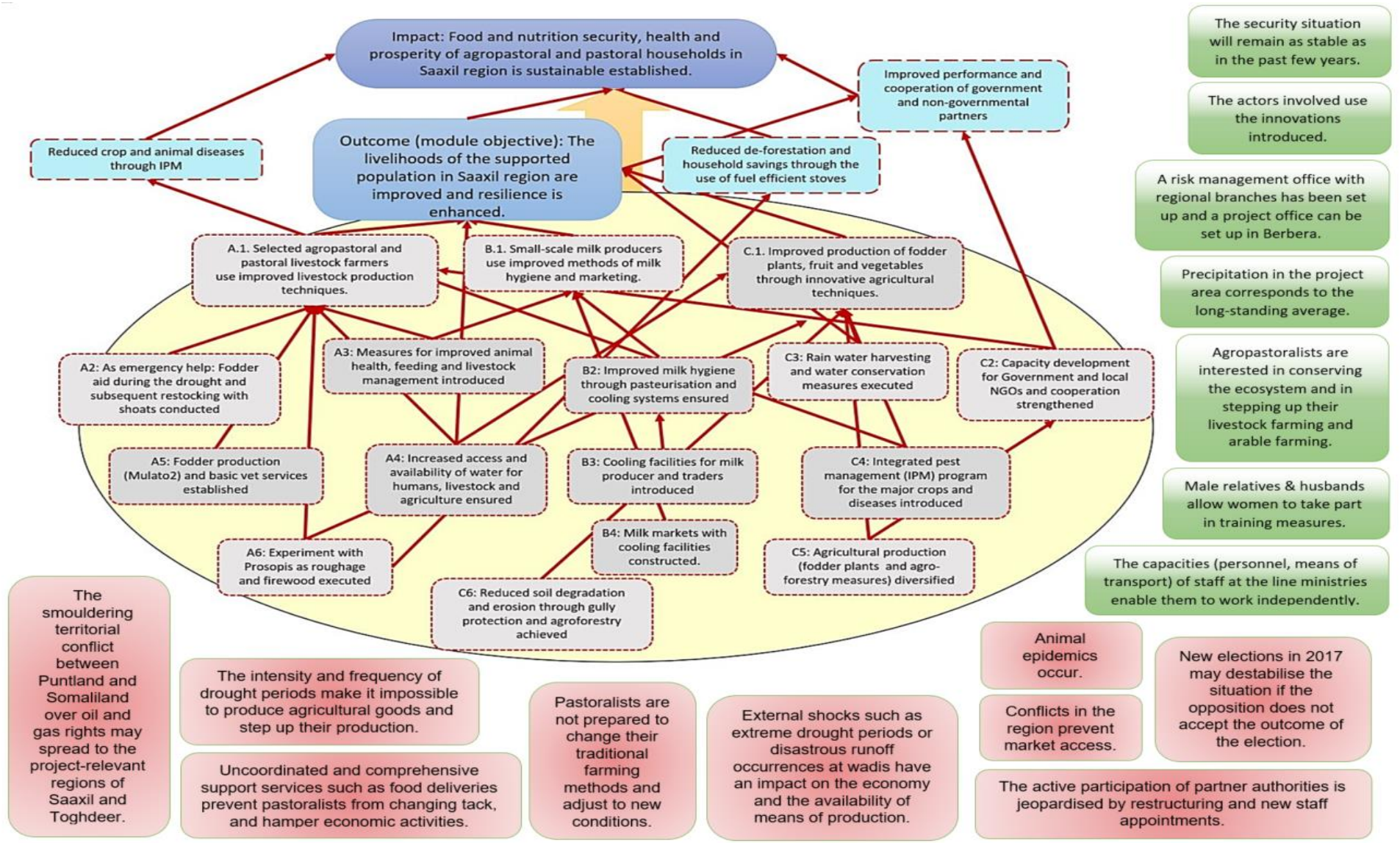
For the sake of completeness, a central impact hypothesis was also formulated:

Improved management of natural resources, including through diversified agricultural production and product marketing, contributes to sustainable food and nutrition security, health and prosperity for agropastoral and pastoral households in the Saaxil region of Somaliland.

As a typical transitional development assistance project, this project involved both emergency aid and development approaches. Rather than pursue a comprehensive and complementary strategy, the project concentrated on mitigating emergency situations, providing important impulses (e.g. fodder production and milk processing) and addressing core problems with immediate measures. In that sense, it was similar to a pilot project. However, this determines the system boundaries. Political, security- and weather-related effects, events and developments lie outside the system boundaries.

The project's proposal and results matrix do not specify the required or intended results outside the system, but they do list risks (the red boxes in Figure 1) and assumptions (green boxes) with the potential to affect the intended results. Within the system boundary (the yellow bubble in Figure 1) of the results model are the results influenced by the project. These concentrate on concrete support for the target group, including emergency aid and cash-for-work measures. Capacity development was provided, to the same extent, for all three partner ministries. The decision to concentrate on direct implementation was based on experience from the previous project (Rehabilitation of Livelihoods and Food Security in Berbera, Somaliland (PN 2012.1992.2)) and instructions from BMZ at the planning stage, given that the government structure in Somaliland at that time was rather dysfunctional.

Figure 1: Results model



At the time of planning, the drought was not yet at the dramatic stage it reached in 2016 and 2017. The project planners assumed that improved animal production, more hygienic milk processing and improved marketing as well as more innovative agriculture would improve the livelihoods of the supported population and increase resilience.

The project design was updated during implementation to include the expanded water component and measures to control the invasive plant prosopis. The water component is actually an independent output but is subsumed within the third output. For practical reasons, the results matrix was not expanded but, rather, adjusted accordingly by adding an output indicator to the third result (GIZ, 2016b). It states: 80% of the 500 agropastoral and pastoral families selected, of which 10% are headed by women, have more water available for agriculture, thanks to improved water reservoirs.

The results model was not modified, as none had previously been developed. Any unplanned positive and unintended negative results are reported in section 4.4.

Conflict context of the project

Risks posed by conflict arise primarily in relation to the territorial conflicts between Puntland and Somaliland over oil and gas rights (Dersso, 2009). These could possibly extend to the regions relevant to the project, and affect livestock and agricultural markets. The Project Conflict Assessment (GIZ, 2016f) lists the following escalating factors:

- Fragile balance between modern state institutions and traditional governance patterns.
- Possible influence of Ethiopia in the interest of its own border security.
- Ongoing conflicts in border regions with Puntland.
- Sporadic flare-ups of dissatisfaction among (young) members of the Gadabuursi clan in the Boorama region with the government in Hargeysa (Isaaq clan).
- Rejection and discrimination of internally displaced people (IDPs)/refugees by local clans, which can lead to exclusion and increased potential for conflict.
- Danger posed by militant religious organisations in the form of threats to the population, assaults on property and endangerment of project personnel.
- Fencing off of communal grazing areas, thus blocking migration routes, leads to conflict between land speculators and pastoralists over land and water use.
- The influx of refugees/IDPs/nomads increases pressure and creates conflict over land.
- Excessive or illegal logging leads to conflict within the local population.

De-escalating factors:

- Recognised authorities and mechanisms of state and traditional dispute settlement.
- Harmonisation and application of the legal, traditional and modern framework conditions for water use/rights.
- Legal security for residents and IDPs/refugees.
- Strengthening the capacities of state institutions with the involvement of traditional authorities.
- Development of transparent and effective management structures for water points.

In addition, the potential for (violent) conflict between shepherds or cattle-herders and farmers is currently considered to be rather low. The rural exodus, especially by the younger generation, also seems to be preventing more serious conflict over land resources (Int_t6rp).

Risks

Other risks include changes in government as a result of elections, frequent leadership changes at ministerial level and a high rate of staff turnover in the partner ministries. All of these can hamper the results of capacity development activities and lead to loss of documents, knowledge and functioning workflows. Reluctance by the target group to adapt to changing conditions and an insistence on using traditional cultivation methods or animal husbandry can also cause problems.

A much greater risk, however, is posed by natural disasters, such as extreme droughts, catastrophic floods, human and animal epidemics, or locust infestations, all of which can have a dramatic impact on the economy and availability of production resources.

Possible relationships between the social, economic and environmental dimensions

The interrelationships between social, economic and environmental achievements are analysed at the level of outcomes and impacts, particularly in terms of trade-offs between environmental protection and the economic development of rural areas. The widespread littering of the landscape and wadis with plastic waste has already been mentioned. Despite the strict ban by the Somali government on the import of plastic bags and sacks, they continue to be used and waste management remains disastrous.

3 Evaluability and evaluation process

This chapter aims to clarify the availability and quality of data and the process of the evaluation.

3.1 Evaluability: data availability and quality

This section covers the following aspects:

- availability of essential documents,
- monitoring and baseline data including partner data, and
- secondary data.

Availability of essential documents

Monitoring and baseline data including partner data

Table 1. List of basic documents

Basic document	Is available *(Yes/No)*	Estimation of actuality and quality	Relevant for OECD/ DAC Criterion:
Project proposal and overarching programme/ fonds proposal (etc.) and additional information on implementation	Yes	2016	Relevance, Effectiveness, Efficiency, Impact and sustainability
Modification offers where appropriate	Yes	First change offer (2017), Second change offer (2018) and Third change offer (2019)	Effectiveness, Efficiency
Contextual analyses, political-economic analyses or capacity assessments to illuminate the social context	Yes	2016	All OECD/DAC criteria

Peace and Conflict Assessment (PCA Matrix), Safeguard & Gender etc.	Yes	PCA 2016 S&G 2019	All OECD/DAC criteria
Gender analyses, environmental and climate assessments	No		-
Annual project progress reports	PPR 2016, 2017 and 2018		All OECD/DAC criteria
Evaluation reports	No		-
Country strategy BMZ	No		-
National strategies	Yes	National Development Programme II (NDP II)	Relevance
Sectoral/ technical documents (please specify)	Yes	Somaliland Animal Production Strategy 2018 – 2022 (4.2018). Leitfaden zur (…) entwicklungsfördernden strukturbildenden Übergangshilfe (AA/BMZ 2012)	All OECD/DAC criteria
Results matrix	Yes		Relevance and effectiveness
Results model(s), possibly with comments if no longer up to date	Yes. (updated 10.12.2019)		All OECD/DAC criteria
Data of the results-based monitoring system (WoM)	Yes. (Project monitoring data system)		-
Map of actors[2]	Yes		All OECD/DAC criteria
Capacity development strategy[2]	Yes	LIP Capacity development strategy 2017	All OECD/DAC criteria
Steering structure	Yes	LIP Steering structure (03.2017)	Efficiency
Plan of operations	Yes	LIP Plan of Operation	Efficiency
Cost data (at least current cost commitment report /). **If available: cost data assigned to outputs**	Yes	Kostenträger-Obligo Bericht Cost Object Commitment Report (03.2020)	Efficiency
Excel-sheet assigning working-months of staff to outputs	Yes		Efficiency
Documents regarding predecessor project(s) (please specify if applicable)	Yes	ÜH-Final report	Predecessor(s)
Documents regarding follow-on project (please specify if applicable)	No	No project planned	-

During the inception mission, the performance of the project up to that point was presented, including the challenges and achievements, and a brief introduction was given to the project's monitoring system. The project monitoring system focuses mainly on the outputs and, to a lesser extent, on the outcomes. The monitoring sheet records the project activities related to the different outputs. If activities are expected to contribute to the outcome indicators, they are listed under the project objective and the corresponding indicators are mentioned. For some indicators, specific data-collection methods would ordinarily be required but were not applied (e.g. indicator 1: “have increased their income from livestock”, or indicator 2: “have increased their production of forage crops and their production and consumption of cereals, fruit and/or

vegetables"). Some outcome indicators were not well chosen. For instance, in the case of agropastoral and pastoral livestock farmers, it is almost impossible to reliably estimate their average or yearly income. First, this information is not offered willingly and second, incomes in the region fluctuate enormously, largely due to the external factors mentioned above. Thus, measurement of changes/results is incomplete, being necessarily limited to those indications whose results are measurable and where systematic data collection is possible. Information was collected and compiled in the preparation of the project progress report and to monitor activities, in order to review progress with the team on a quarterly basis.

As part of KOMPASS, the project conducted client satisfaction surveys. No other observation tools were used.

All baseline values were set to 'zero', but were not adjusted after the baseline study. The basic data on income, for instance, are extremely scattered, e.g. 'average income' US$ 300–500. With a spread of 100% to 166%, this is not an average value and is neither meaningful nor comparable. An increase of 20% for the target group, for example, does not necessarily mean an improvement in their livelihoods However, most of the basic data collected relate to the objectives of the project activities and are related to the use of outputs.

The monitoring system is not linked to the government partners' monitoring and evaluation system, as the indicators are project-specific and not particularly compatible with the partners' system. This is because, at the time of the project planning, government structures were very inefficient, so the project was designed to be able to be implemented independently. Although the monitoring system was used to steer the project and is used here for analytical purposes, the usefulness of the monitoring data for the evaluation is limited because, for most indicators, the system does not provide concrete answers on the extent to which indicator results were achieved.

3.2 Evaluation process

This section covers the following aspects:

- milestones of the evaluation process,
- involvement of stakeholders,
- selection of interviewees,
- data analysis process,
- roles of international and local evaluators,
- (semi-)remote evaluation (if applicable), and
- context and conflict sensitivity within the evaluation process (if applicable).

Involvement of stakeholders

Table 2: List of evaluation stakeholders and selected participants

Organisation/company/ target group	Overall number of persons involved in evaluation (including gender disaggregation)	No. of interview participants	No. of focus group participants	No. of workshop participants	No. of survey participants
Donors					
BMZ 1					
GIZ	9 (1f)	8	2	8	1
GIZ project team / GIZ partner country staff 8, GIZ headquarters Germany 1					

Partner organisations (direct target group)	4 (m)	4			
Ministry of Planning and National Development 1, Ministry of Livestock and Fisheries Development 2					
Other stakeholders (e.g. public actors, other development projects)	3 (m)	3			
Ministry of Agricultural Development 2, Ministry of Environment and Rural Development 1					
Civil society and private sector actors	5 (1f)	5			
Pastoral and Environmental Network in the Horn of Africa 1, Voluntary Youth Committee in the Horn of Africa 1, Somaliland Veterinary Association 1, Somaliland Women Veterinary Organisation 1, Candlelight					
Universities and think tanks	3 (m)	3			
IGAD Sheikh Technical Veterinary School 3					
Final beneficiaries/ indirect target groups (sum)	**94**				
Target group I – Farmers in the Berbera region	Approx. 30 m and 7 f		37		37
Target group II – Farmers in the Sheikh region	Approx. 30 m and 12 f		42		42
Target group III – Farmers in the Bulloxaar region	Approx. 10 m and 5 f		15		15
Note: f = female; m = male					

This evaluation was designed as a participatory exercise that offered the relevant stakeholders opportunities to get involved in the evaluation process at all stages. To ensure participation, the most relevant stakeholders were identified at the inception phase by screening the project proposal and consulting the project team. These included the GIZ project team, other GIZ project staff, and representatives of the main civil-society partner organisations, private-sector actors, as well as target group members and final beneficiaries of the project measures.

Selection of interviewees

The interview partners were selected according to such criteria as availability, degree of active participation in or benefit from the project, the need to cover different stakeholder groups, time restrictions and accessibility to the interviewees. The BMZ development cooperation officer, based at the German Embassy in Nairobi, visited the project twice and was therefore selected for interview. For security reasons, as well as travel restrictions due to the COVID-19 pandemic, the evaluation was finally conducted on a semi-remote basis (the international evaluator was not present in the partner country). The inception mission was therefore extended in anticipation of this and included a two-and-a-half-day field trip, which involved numerous interviews with beneficiaries. This was particularly informative for the international expert and provided him with useful indicators to compare with statements from other evaluations he had previously carried out in the country.

The interviews were conducted during the evaluation phase by the national expert, assisted by the monitoring and evaluation officer. The daily evaluation results were regularly reviewed and discussed with the international

expert and any knowledge gaps were identified. The absence of the international expert had the effect of making the respondents more open and uninhibited in their statements to the national expert.

Although statistical criteria were not applied in selecting samples of respondents from a fully-known target population, the results can be considered representative based on their plausibility. A total of 46 representatives (including 4 women) was contacted during the inception phase, and all eight project staff members answered the questions from the evaluation matrix in detail. More than 94 target-group members (34% of them women) from 17 villages were interviewed during the evaluation phase via focus group discussions.

All stakeholders were involved in data collection in the context of the contribution analysis. The inception phase started with an introductory workshop to reconstruct the results model and indicators, and to determine the evaluation questions. This was followed by preliminary interviews with stakeholders and target-group members, and, finally, a debriefing session with the project team. For reasons of confidentiality and data protection, the names and functions of the people involved in the evaluation are not given in the evaluation report. They are only communicated in the form of a password-protected interview coding list.

The inception report went through two thematic feedback loops. Travel restrictions due to COVID-19 meant that the preliminary results could not be presented, nor an official debriefing meeting held at the end of the evaluation mission. The draft evaluation report also went through two thematic feedback loops. This ensured that the results, conclusions and recommendations were cross-checked and that the results were triangulated together with the parties involved.

The different profiles of the evaluation-team members complemented each other very well. By exchanging views during regular review sessions and triangulating the results with sources from the national expert's network, the evaluation team ensured that the analysis of the data was robust.

4 Assessment according to OECD/DAC criteria

In this section, the project is evaluated according to the OECD/DAC criteria: relevance, effectiveness, impact, efficiency and sustainability. The specific evaluation questions can be found in the evaluation matrix (see Annex 1).

The main methodology for assessing the OECD/DAC criteria is the contribution analysis. This follows six core steps to create a credible contribution narrative:

- Determine the specific questions to be addressed – for example: which project contributions to the result can be assumed? The set of assessment dimensions and evaluation questions is a standard set applied to all central project evaluations and is provided by the GIZ Evaluation Unit.
- Develop a theory of change (ToC): the description of the ToC included the central hypotheses from activities and instruments, to intended outputs and outcome(s), up to intended impacts.
- Gather existing evidence on the ToC: can hypotheses be substantiated or disproved by existing evidence?
- Establish a contribution story: explain why it can be assumed that the project did (or did not) contribute to the measurable results.
- Seek out additional evidence: augment the evidence by seeking additional data.
- Revise the contribution story, based on the data collected in step 5.

This evaluation strategy was selected, because the project design and the context did not allow for experimental or quasi-experimental strategies. Given the available resources, contribution analysis was the methodology most likely to produce credible results. The advantage of this methodology is that it constitutes a systematic analytical and reporting strategy that facilitates the use of different data collection methods. It can

be used for credible assessments of cause-and-effect relationships in complex contexts when results are influenced by a variety of factors. Results can be regarded as sufficiently robust for central project evaluations (GIZ, 2018f). The limitations of the contribution-analysis methodology lie in the lack of scientific validity of findings, compared with experimental strategies (Mayne, 2012).

4.1 Impact and sustainability of predecessor projects

There was a predecessor to the project currently under evaluation, called “Restoration of Livelihoods and Food Security in Berbera, Somaliland (PN2012.1992.2)”, which was also a transitional development assistance (TDA) project. While it had a different theme and target group, it was implemented in the same area (Berbera) with the same partners. This project focused on promoting food production, rehabilitating productive and social infrastructure, and developing extension capacities. The results and experience from this predecessor project were not significantly taken into account in the planning of this project, as no evaluation results or “lessons learned” were published (GIZ, 2016a). Moreover, as a typical TDA project, it involved both emergency aid and development measures. It was, therefore, more like a preparatory, or pilot project in nature, so it was difficult to achieve long-term effects at the impact level. In summary, nothing measurable or tangible can be deduced from the results of the previous project, because no evaluation was carried out, no reports or documents on lessons learned are available, and there is no suggestion in the project proposal that previous results were used as guidance in the design of the project currently under evaluation.

4.2 Relevance

This section analyses and assesses the relevance of the project under evaluation after introducing the methodology.

Methodology for assessing relevance

The relevance of the project was assessed on the basis of the following four assessment dimensions:

- Relevance dimension 1: the project design is in line with the relevant strategic reference frameworks.
- Relevance dimension 2: the project design matches the needs of the target group(s).
- Relevance dimension 3: the project is adequately designed to achieve the chosen project objective.
- Relevance dimension 4: the project design was adapted to changes in line with requirements and re-adapted, where applicable.

Basis for assessment: for dimension 1, the evaluation bases were the most relevant strategic frameworks at international and national levels, and to BMZ. The key international framework is the 2030 Agenda for Sustainable Development and the associated Sustainable Development Goals (SDGs) – in particular, SDGs 1, 2, 5 and 13.

With regard to dimension 2, pastoralist and agropastoralist communities are clearly defined as the direct target groups in the intervention area (GIZ, 2016a). The assessments of dimensions 3 and 4 are based mainly on an assessment of the theory of change and its results hypotheses.

Evaluation design: explorative, following the evaluation questions.

Empirical methods: for dimension 1, the relevant framework documents were compared with the project design, and feedback from project staff and stakeholders (interviews and project-team questionnaire) was added. For dimension 2, the needs analyses were reviewed and the priorities compared with the project interventions and the extent to which the target group felt its needs were met by the project. Differences between the design of the project and its eventual implementation were taken into account by the evaluation team when interpreting the responses.

The assessments of dimensions 3 and 4 were based on an analysis of documents – mainly progress reports and technical papers – to gather evidence for the results hypotheses formulated, and on interviews with the project team, which was aware of shortcomings in the design and able to suggest improvements. Staff of the partner ministries also identified certain gaps in the project design.

The combination of methods and sources meant method and data triangulation could be performed for all assessment dimensions. The evidence is considered strong for all dimensions.

Analysis and assessment of relevance

Relevance dimension 1: the project design is in line with the relevant strategic reference frameworks.

Somaliland made a unilateral declaration of independence from Somalia in 1991, but because it is not yet recognised as a sovereign state at international level, it is subsumed under Somalia. In the wake of a number of important political milestones in Somalia, the UN developed a new system-wide planning framework, UNSOM, in 2018. This is also binding, to a certain extent, on Somaliland and must always be taken into consideration during programme planning for the region. At international level, the relevant strategic framework for the project is the 2030 Agenda for Sustainable Development and the associated SDGs. They form the technical basis on which the second National Development Plan (NDPS II, 2017–2021) for Somaliland was developed. The SDGs are integrated into the five development sectors defined in the Plan (economy, infrastructure, governance, social development and environment) and the three cross-cutting themes (employment and labour, social protection and youth). In the Plan, the SDGs and their objectives are aligned with both human rights and resilience approaches. The project design is in line with Agenda 2030 – in particular, SDGs 1 (no poverty), 2 (zero hunger), 5 (gender equality) and 13 (climate action), as well as, to a lesser extent, SDGs 3 (good health and well-being), 4 (quality education), 6 (clean water and sanitation), 9 (industry, innovation and infrastructure) 11 (sustainable cities and communities) and 12 (responsible consumption and production) (GIZ, 2016a; Int_iu8giz). Other national strategic references for the project are the Animal Production Strategy 2018–2023 and the Somaliland Gender Booklet (2018). The project had no clear contribution to make to environmental protection, and Somalia and Somaliland have not yet committed to international environmental agreements in this area, e.g. the United Nations Framework Convention on Climate Change, Convention on Biological Diversity, Convention to Combat Desertification, the Nagoya Protocol, etc. Although fuel-efficient stoves were introduced, this was primarily to reduce the amount of wood used in the pasteurisation process; the reduced deforestation assumption was added later.

The focus of German-Somali cooperation in recent years has been on i) infrastructure and reconstruction, ii) health and iii) rural development and resilience (BMZ, 2017a). Given that Somaliland is not officially recognised as a country, BMZ did not have a specific country strategy for Somaliland at the time of the evaluation. This project, as a TDA project, involved both emergency aid and development measures. It focused on rural development and food (and nutrition) security (BMZ marker LE2), poverty orientation (BMZ marker AO2), environmental protection and resource conservation (BMZ marker UR1), combating desertification (BMZ marker DES1), adaptation to climate change (BMZ marker KLA1), peace and security (BMZ marker FS1), gender equality (BMZ marker GG1), and participatory development/good governance (BMZ marker PD/GG1). BMZ's document *Managing Crises. Promoting Reconstruction. Making People more Resilient* was also taken into account (BMZ 2017b).

The conflict context of the project was taken into consideration in the project design based on the peace and conflict analysis (GIZ, 2016f) and in the decision to intervene via village development committees (VDCs) and other local authorities (GIZ, 2016d). During the project implementation period, parliamentary elections were held and, at the planning stage, were considered a risk, so a GIZ risk management office was set up to analyse and communicate on risks and conflict management.

With regard to subsidiarity and complementarity, the project design encompassed cooperation with the Somaliland Development Fund. It did not, however, explicitly propose to strengthen or support the capacity or core efforts of ministries like the MoP&ND, MoLFD and MoAD. As a consequence, these stakeholders felt they

were not sufficiently involved or integrated in either the planning or, later, the implementation of the project. This was explicitly criticised by several parties (Int_t6rp; Int_r5zg) and also had implications for the evaluation, e.g. interview appointments were refused.

The project design explicitly incorporated reference to the project Sustainable Land Management in Somaliland, Somalia (PN 2015.2085.7), which has been running since October 2015, as well as cooperation with Vétérinaires Sans Frontières Germany to promote the milk value chain (GIZ, 2016a). Overall, the results in terms of subsidiarity and complementarity are not particularly robust or useful, apparently owing to different work priorities.

The project expanded a modified push-pull programme financed by the EU and implemented by the International Centre of Insect Physiology and Ecology and adapted it to a programme for producing forage (Mulatto II) on farms. It also worked with Vétérinaires Sans Frontières Germany and drew on the Profit Impact of Marketing Strategy programme financed by the UK's Department for International Development in promoting the value chain in the dairy sector (GIZ, 2016a).

The interactions between the intervention and other sectors (in the form of synergies and trade-offs) were barely touched on in the project design, especially with regard to ecological, economic and social sustainability issues (GIZ, 2016a). The project managers aimed to implement an integrated, holistic approach for the villages. Negative environmental impacts were to be avoided, while economic, social and health aspects were to be comprehensively promoted (Int_u8giz).

Relevance dimension 1 (the project design is in line with the relevant strategic reference frameworks) is rated **27 points out of 30**. Two points were deducted in light of the criticism over the lack of involvement of partner ministries during the planning and later implementation stages. A further point was deducted because of the failure, in the project design, to address possible interactions with other sectors and because of the sustainability issues.

Relevance dimension 2: the project design matches the needs of the target group(s).

The project was designed to get livestock farmers (around 35% of the population) to employ better production techniques, improve the milk value chain and introduce forage cultivation and innovative agricultural cultivation techniques. Thus, it addressed three core problems affecting the target group. It did not, however, incorporate a water component from the beginning, which is a shortcoming, because, in this region and for the target group, the availability of water – for humans, animals and all agricultural production – is *the* critical issue (Liniger and Mekdaschi-Studer, 2019; UNDP, 2014; a.o.). Indeed, it is mentioned in the Peace and Conflict Assessment as the most significant cause of conflicts (GIZ, 2016f).

During the 2016/2017 drought, the urgent need for water led to the addition of a water component to the project design, incorporated under the output A. Thus, this core need of the target group was covered. In this regard, the project responded flexibly to the needs of the villages and the regional administration. Soil-protection efforts and, in particular, water-catchment measures and restocking of livestock, also helped households that had lost animals to rebuild their herds (Int_u8giz).

The project design took the different perspectives, needs and concerns of the target group into account based on gender, and this is reflected in the three outputs: livestock farming (of cattle and camels) is more commonly practiced by men (partly in the form of pastoralism), while women are usually responsible for goats and sheep; milking and milk production, trading and selling is largely the responsibility of women; while both men and women are involved in the production of animal fodder and vegetables.

During the project implementation period, auxiliary staff were always hired from the region (e.g. Berbera). Technical staff were selected on the basis of their skills, including testing.

Another planned cooperation partner was the United Nations Food and Agriculture Organisation (FAO), particularly its 'Somalia Water and Land Information Management Project' and the 'Food Security and Nutritional Analysis Unit'. Although there were planned and regular exchanges of information, these were not

effective enough to avoid duplication and ‘working past each other’, as some target villages complained (Int_r5zg).

The project also called on the expertise of local NGOs, such as PENHA, Candlelight and the Voluntary Youth Committee in the Horn of Africa (YOVENCO). All three of these partners carried out limited activities in the villages: PENHA and YOVENCO built berkads and balleys in villages in Togdheer, Candlight looked after the entire agroforestry component. In addition, meetings and workshops in Hargeysa, Accra and Afar were supported, to facilitate professional exchange (GIZ, 2020b). Unfortunately, the commitments were rather short-term and not strategically anchored and consolidated within the overall project design. The project would have benefited from a more strategic partnership with these local NGOs (Int_iu8giz; Int_z7zgo).

Some target villages would have liked to be more involved in the definition and design of the measures at the start. Some of the measures implemented were not a priority for all of the villages served, e.g. sisal planting and community animal-health workers (CAHWs). Only a few villages actually use sisal as a ‘living hedge’. The measures involving the CAHWs lacked coordination with other partners who were carrying out similar activities. Neither the target group nor the partner ministries were given the opportunity to participate in the design of the measures (e.g. restocking, vet and cooling hubs) (Int_u8giz; Int_t6rp; Int_z7zgo; Int_ r5zg; participatory observation).

The Peace and Conflict Assessment (GIZ 2016f) lists as escalating factors conflicts over: resources, especially water, between nomadic pastoralists and settled agropastoralists; the development of water sources; and the construction and final use of water reservoirs and cisterns. The influx of internally displaced people and neighbouring nomads also contributes to conflicts over scarce water and land resources in urban and rural areas. The fencing-off of communal grazing areas and the resulting blockage of migration routes leads to conflicts between land speculators and pastoralists. Surprisingly, the PCA does not propose a suitable and comprehensive water-supply strategy as a de-escalating option, presumably as this would have exceeded the strategic and financial scope of a TDA project.

The project measures were never intended to be about supplying water for individuals. Instead, they focused on promoting community supply. The management of water reservoirs, cisterns and water-retention basins (berkads and balleys) was entrusted to the village development committees (VDCs). Any identification of potential sites for water collection was always conducted at the request of the governor and/or the VDCs. Nevertheless, there was no overall coordination with other actors (such as the UN Food and Agriculture Organisation), which was criticised by individual villages. This also meant that the target group itself was not very motivated to make a contribution of its own (Int_r5zg; participatory observation).

In general, all support provided to villages throughout the Saaxil region was community-based, rather than to individuals, to ensure a balanced distribution of benefits. Particular care was taken to ensure that no incentives were paid to individuals, to avoid generating feelings of envy and jealousy. Regular communication with the beneficiaries throughout the project implementation period helped manage problems.

The project was not explicitly designed to assist particularly disadvantaged groups, although an effort was made to take the Agenda 2030 principle of ‘Leave no one behind’ into account. Women, who can certainly be considered a particularly disadvantaged group, were supported/empowered by the output to promote the milk value chain, among other measures. The women in the target group were also given special consideration in terms of social (group formation) and economic (income and coverage of daily needs) factors. In cash-for-work activities during the drought, special attention was always paid to the most vulnerable village members, including women and female-headed households. Widows, elderly or disabled people did not benefit from these activities because they were unable to work. Unconditional money transfers were not permitted as part of this measure, but these people were provided with food rations and food supplies by other NGOs, and so did not need any additional support (Int_u8giz; Int_t6rp; Int_z7zgo; Int_ r5zg). The project supported not just those villages that were easy to access but also more remote and particularly disadvantaged areas.

Potential risks relating to human rights were not included in the project design and were not a consideration during project implementation.

Potential safety risks for (GIZ) staff, partners and target groups were identified and taken into account, particularly through the establishment of the risk management office, which comprehensively monitored the safety situation, kept partners and staff informed, and evacuated GIZ staff in dangerous situations.

The objective of the project was to improve the livelihoods of the population concerned and enhance its resilience. Because of the drought, which started in November 2016 and lasted until mid-2018, agricultural and livestock activities were initially delayed. Today, it can be stated that the livelihoods of the target population have certainly improved. However, there are doubts about the sustainability of this improvement and the effects on resilience if certain measures are not consolidated. Overall, the outcome achieved still seems very fragile at present. This is explored further in sections 4.4, Impact and 4.5, Sustainability.

Relevance dimension 2 (the project design meets the needs of the target groups) is rated **25 out of 30 points**. The project concept corresponds very well to the needs of the direct target groups. Four points were deducted because the core component of water was not included from the beginning, and a further point was deducted to reflect the inadequate coordination and agreement with other actors regarding general water supply.

Relevance dimension 3: the project is adequately designed to achieve the chosen project objective.

The project design did not involve the development of a theory of change or results hypotheses. These were developed during the inception mission (GIZ 2020e). Overall, the reconstructed results hypotheses (see section 2.2) are plausible. The connection between the outputs and the outcomes is particularly convincing. Capacities and outputs for implementing improved livestock production techniques for use by agropastoral and pastoral livestock farmers of both genders (output A), improving methods of milk hygiene and milk marketing used by men and women working in the dairy sector (output B), and improving fodder and agricultural production by introducing rain-fed and irrigation farming techniques (output C) contribute to improving the livelihoods of the population concerned. The linkage between outcome and impact levels is subject to numerous risks and strong external influences (GIZ, 2016b). Activities, instruments and outputs were insufficiently designed to achieve the project objective, because, for instance, basic preconditions for improving agriculture would have been sufficient availability of agricultural services and seeds, measures to improve harvest management, reduction of post-harvest losses and measures to overcome unfair marketing structures (GIZ, 2016a).

Some indicators could have been better adapted and not all of them met SMART criteria (specific, measurable, achievable, relevant, time-bound) particularly well, e.g. outcome indicator 1 (40% of 3,500 pastoralists and agropastoralists have increased their income from livestock farming by 20%). In the case of livestock farmers and agropastoralists, it is almost impossible to estimate reliably the average or annual income of the target group, partly because this information is not readily available and partly because income can fluctuate enormously and is massively influenced, particularly in this region, by external factors, such as drought, flooding, locust infestation, security, market-price fluctuations, etc. Following the drought and the locust infestation that affected the region, people clearly estimated their income to be even lower than in the baseline study (Int_r5zg; see also section 4.3, Effectiveness.)

Design deficiencies and limitations were discussed at annual planning workshops, and the project design was modified and additional funds were provided to implement any extra necessary measures (e.g. the added water component) (GIZ, 2017a; GIZ, 2018b; GIZ, 2019b).

In principle, the chosen system boundary (area of responsibility) of the project was clear and plausible. The obligation to involve the project partners was less so, however. Although partner ministries (e.g. MoLFD) took part in the planning workshop, and each stage of the programme was based on the participatory approach, with responsible distribution of tasks, the ministries criticised the lack of involvement and decision-making powers. At the same time, however, the project managers sought to avoid any politicisation of the project's measures (GIZ, 2016a).

The UN Food and Agriculture Organisation tried to cooperate with the project. Meetings were held with other organisations dealing with the same subjects as this project, e.g. the invasive plant prosopis and dairy farming,

in order to harmonise measures, activities and approaches. This was not always successful, through no fault of the project itself. Overall, interventions by other organisations in areas outside of the remit of this project were adequately considered (Int_u8giz; Int_z7zgo; Int_r5zg; participatory observation).

The assumptions and risks identified during the project planning were all valid, complete and plausible (GIZ, 2016b). The project design addressed the changes that were occurring, particularly those caused by the extreme drought and the subsequent enormous loss of livestock suffered by farmers, fodder shortages, loss of income and serious food insecurity, as well as, on a more local scale, flood damage caused by heavy rainfall, and animal diseases. At the micro level, relevant measures were implemented to support pastoral and agropastoral communities (these measures included cash for work). At the macro level, relevant partner ministries were instructed on livestock emergency guidelines and standards (Int_iu8giz; GIZ, 2017a; 2018b; 2019b).

The project handled the complexity of the general conditions and guidelines very professionally. Any overloads that occurred were dealt with strategically and flexibly, e.g. by increasing the involvement and therefore benefiting from the competence and capacity of local NGOs (Int_iu8giz, Int_z7zgo).

Relevance dimension 3 (the project is adequately designed to achieve the chosen project objective) is **rated 17 out of 20 points**. Overall, the project was less than adequately designed to achieve the chosen project objective. Three points were deducted because of the failure to develop a theory of change or a results model during project planning, and because some indicators lacked precision and flexibility in their formulation.

Relevance dimension 4: the project design was adapted to changes in line with requirements and re-adapted, where applicable.

The elections held one year after the start of the project and the subsequent staff changes in the partner ministries (e.g. of ministers, general directors and departmental directors) are part of the reason why the partner ministries were not or did not become strong project partners and why information archives are obviously not available anymore.

Because of the onset of drought in the first year of the project, it commenced with activities to mitigate the catastrophic consequences of the drought for the target group. Consequently, the project activities that had originally been planned did not get underway until 2018 (GIZ, 2017d).

The programme to control the invasive prosopis plant was one of many measures in the original plan. However, this became a much bigger task later on, owing to the vast spread and domination of the plant. This had not been sufficiently considered during the project-planning phase.

The importance of water issues was underestimated, and a water component was only introduced after the drought ended, in 2017, as an additional indicator instead of a separate output. A separate output indicator for ‘water’ was only added to the matrix covering interventions in water-catchment schemes.

The change offers in 2017, 2018 and 2019 were all plausible and necessary, relevant and reasonable in terms of feasibility and scope. A further change offer was made at the beginning of 2020 to combat the locust plague (GIZ, 2017a; GIZ, 2018b; GIZ, 2019b). Annual project-planning workshops were conducted with external support, during which the measures from the change offers were incorporated into the operational plan.

Relevance dimension 4 (the project design was adapted to changes in line with requirements and re-adapted, where applicable) is rated **17 out of 20 points**. Two points were deducted because the water component was only formulated as a measure and not as an additional output, despite its importance. Consequently, the results matrix was not adequately improved, resulting in the deduction of a further one point.

Summarising assessment and rating of relevance

Table 3. Rating of OECD/DAC criterion: relevance

Criterion	Assessment dimension	Score and rating
Relevance	The project design was in line with the relevant strategic reference frameworks.	27 out of 30 points
	The project design matched the needs of the target group(s).	25 out of 30 points
	The project was adequately designed to achieve the chosen objective.	17 out of 20 points
	The project design was adapted to changes in line with requirements and re-adapted, where applicable.	17 out of 20 points
Overall score and rating		Score: **86 out of 100 points** Rating: Level 2: successful

4.3 Effectiveness

This section analyses and assesses the effectiveness of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex 1).

Methodology for assessing effectiveness

The effectiveness of the project assessed on the basis of the following three assessment dimensions:

- Effectiveness dimension 1: the project achieved its objective (outcome) on time and in accordance with the project's objective indicators.
- Effectiveness dimension 2: the activities and outputs of the project contributed substantially to achieving the project's objective (outcome).
- Effectiveness dimension 3: no project-related (unintended) negative results occurred – or, if they did occur, the project responded adequately. Where unintended, i.e. not formally agreed upon, positive results occurred, they were monitored and any opportunities for further positive results were seized.

Basis for assessment: for dimension 1, achievement of the project objective was assessed on the basis of the indicators at the outcome level. As these indicators are central to assessing effectiveness, they were subjected to a quality check according to SMART criteria (specific, measurable, achievable, relevant, time-bound) during the inception phase. Some minor adjustments were agreed with the project team to refine the indicators and thus the basis for the assessment exercise (see table 4).

Table 4: Assessed and adapted objective indicators for specific modules (outcome level)

Project outcome indicator according to the original offer	Assessment according to SMART* criteria	Adapted project objective indicator
1. 40% of 3,500 pastoralists and agropastoralists (men, women and young people) have increased their income from livestock farming by 20%. Baseline value: 0 households that raise livestock. Target value: 20% of 3,500 households that raise livestock. Source: Results matrix (PN 16.1847.9), updated July 2018.	The indicator partly meets SMART criteria, with shortcomings in relation to specificity and measurability. Specificity: the indicator is already specified, but the baseline value is given as 0, which does not correspond to the fact that livestock is the source of income of the agropastoral and pastoral livestock farmers. The baseline value in the report has an estimated value of USD 300–500 (see section 3.2). Measurability is, as explained in section 3.2, complicated and not very reliable. Achievability: the indicator is achievable. Relevance: the indicator is relevant for measuring the outcome, as it addresses the improvement of livestock farming. Time-bound: the achievement can be measured.	1a. 40% of 3,500 pastoralists and agropastoralists (50% men, 25% women and 25% young people) confirm at least two of the following four improvements: improved availability of water and fodder, diversification of income opportunities, reduction of income losses and improvement of marketing opportunities. Baseline value: 0 households that raise livestock. Target value: 40%. 1b. The project enabled at least 20% of the cattle herders and agropastoralists (men, women and young people) to invest in innovative and life-improving equipment and facilities.[4] Baseline value: 0 households that raise livestock. Target value: 20%. Source: Rapid outcome monitoring assessment
2. 40% of 400 milk producers and 30% of 80 local female traders have increased their income by 20% by using improved practices, such as better milk hygiene and milk cooling. Baseline value: 0% of 400 milk producers; 0% of 80 female traders. Target value: 30% of 400 milk producers, 30% of 80 female traders. Source: Results matrix (PN 16.1847.9), updated July 2018.	The indicator partly meets SMART criteria, with shortcomings in relation to measurability. Specificity: the indicator is specific. It reflects the 'use of outputs' level of the direct target group. Measurability is, as explained in section 3.2, complicated and not very reliable. Achievability: the indicator is achievable. Relevance: the indicator is relevant for measuring the outcome, as it addresses the improvement of the dairy value chain. Time-bound: the achievement can be measured.	2a. 40% of 400 milk producers and 30% of 80 local female traders have permanently improved their milk-hygiene and milk-cooling practices. Baseline value: 0% of 400 milk producers and local traders. Target value: 30% of 400 milk producers, 30% of 80 female traders. 2b. 20% of milk producers (with the same number of dairy animals) and local traders confirm a considerable increase in income as a result of the project. Baseline value: 0% of 400 milk producers and 80 female traders. Target value: 30% of 400 milk producers, 30% of 80 female traders. Source: Rapid outcome monitoring assessment

[4] Innovative and life-improving equipment, devices or investments, such as bicycles for transport purposes, zinc roofing, mobile water tanks, vaccination of animals, soil cultivation by tractor, stainless-steel milk cans, etc.

3. 60% of 500 selected agropastoral households, 10% of them headed by women, have increased their production of forage crops and production and consumption of cereals, fruit and/or vegetables. Baseline value: 0% of 500 agropastoral households. Target value: 60% of 500 agropastoral households, 10% of them headed by women. Source: Results matrix (PN 16.1847.9), updated July 2018.	The indicator partly meets SMART criteria, with shortcomings in relation to specificity and measurability. Specificity: the indicator is not specified in terms of either 'increased consumption' or 'increased production (in yields or cultivated area?)' or 'production of forage crops (cultivation, area, type of forage, etc.?)' Measurability: once specified, the indicator is measurable. Achievability: the indicator is achievable. Relevance: the indicator is relevant for measuring the outcome, as it addresses the improvement of agro-livestock farming. Time-bound: the achievement can be measured.	3a. 60% of 500 selected agropastoral households (10% of which are headed by women) are applying at least three of the agricultural improvements demonstrated by the project, e.g. integrated pest management, diversification of agricultural production, forage-grass cultivation, irrigation, living fences, etc. Baseline value: 0% of 500 agropastoral households. Target value: 60%. 3b. 60% of selected agropastoral households, 10% of them headed by women, improved their MDD-W (Minimum Dietary Diversity – Women) score by 20%. Baseline value: verify food security monitoring systems (FSMS) value 2016 for Somaliland. Target value: 20% improvement. Source: Project monitoring data.
4. 80% of 4,000 selected agropastoral and pastoral households, 10% of them headed by women, have increased access to water. Baseline value: 0% of 4,000 agropastoral and pastoral households. Target value: 80% of 4,000 agropastoral and pastoral households, 10% of them headed by women. Source: Results matrix (PN 16.1847.9), updated July 2018	The indicator meets SMART criteria, with minor shortcomings in relation to specificity. Specificity: the indicator is specified. Only the time frame is missing (the whole year?). This is important in determining whether the measure has been adequately assessed. Measurability: the indicator is measurable. Base and target values are defined. Achievability: the indicator is achievable. Relevance: the indicator is relevant for measuring the outcome, as it addresses the high need for access to water by both people and livestock. Time-bound: the achievement can be measured.	4a. 80% of 4,000 selected agropastoral and pastoral households, 10% of them headed by women, have increased access to water throughout the year. Baseline value: 0% of 4,000 agropastoral and pastoral households. Target value: 80%. Source: Project monitoring data.
* SMART: specific, measurable, achievable, relevant and time-bound		

For dimension 2, achievement of the project's objective was assessed on the basis of the indicators at output level, as well as on an analysis of the task at hand and the results hypotheses presented in section 2.2. To assess the causal relationships between project activities, outputs and outcomes, all three results hypotheses presented in section 2.2 were examined and contribution histories were created. The results hypotheses were reflected up to the outcome level only, as the impact level is assessed in section 4.4.
For dimension 3, the project reports and client satisfaction surveys, as well as the FGD with the target group and participating observations from the community visits (visits of project measures), delivered information and formed the basis for the confirmation or non-confirmation of this statement.

Evaluation design: a contribution analysis was used to assess the results at outcome level and causal links to the project activities.

Empirical methods: the services provided were assessed in terms of qualitative execution and the implementation strategy (for instance, the approach of soliciting contributions from the target group). The

indicators were assessed on the basis of project progress reports, interviews with project and ministerial staff, and observations on site. These methods were chosen to compensate for shortcomings in the project's monitoring system. The combination of methods allowed a triangulation of methods and data to be performed. For some indicators (e.g. income increase), it was difficult to obtain reliable statements owing to the situation in the country (e.g. 'during the locust plague' and 'after the drought') and the fact that proxy indicators (e.g. herd growth) were used to provide information. Others could only be assessed on the basis of whether or not the target group was 'using the output' or applying the training they'd received, or whether the infrastructure implemented had been sufficiently dimensioned (e.g. sufficient village supply thanks to water-retention basins built). Nevertheless, the strength of the evidence is convincing.

Analysis and assessment of effectiveness

Effectiveness dimension 1: the project achieved its objective (outcome) on time and in accordance with the project's objective indicators.

Table 5: Outcome indicators and achievements as at April 2020

Outcome indicator	Achievement (April 2020)	Explanation
1. 40% of 3,500 pastoralists and agropastoralists (men, women and young people) have increased their income from livestock farming by 20%. Baseline value: 0 households that raise livestock. Target value: 20% of 3,500 households that raise livestock. Source: Results matrix (PN 16.1847.9), updated July 2018.	The project reached approximately 3,500 agropastoral and pastoral livestock farmers (APLFs) (100%). APLFs have, on average, almost doubled (189%) their production of small ruminants since the project started. Quantitative achievement: 86%. Income increased by 16%. (For calculation, see second paragraph below the table.) Overall achievement: 80%.	The data are based on project progress reports (GIZ, 2018c) and the Client Satisfaction Survey 2020 (GIZ, 2020b). This surveyed around 70 households in 12 villages in the Saaxil region and is therefore not very representative. The evidence is therefore rather mediocre, but the tendency of the data is additionally confirmed by the statements in the rapid outcome monitoring assessment (Int_r5zg). Owing to the lack of evidence-based data, herd growth is equated to income increase.
2. 40% of 400 milk producers and 30% of 80 local female traders have increased their income by 20% by using improved practices, such as better milk hygiene and milk cooling. Baseline value: 0% of 400 milk producers; 0 of 80 female traders. Target value: 30% of 400 milk producers, 30% of 80 female traders. Source: Results matrix (PN 16.1847.9), updated July 2018	Overall, 857 milk producers and 155 local female traders were reached. Quantitative achievement: 214% and 193%. An assumed average income increase of between 9 and 18% can be confirmed.[5] Overall achievement: 60%.	These data are also based on project progress reports, the Client Satisfaction Survey and statements made by the target group.
3. 60% of 500 selected agropastoral households, 10% of them headed by women, have increased their production of forage crops and production and consumption of cereals, fruit and/or vegetables. Baseline value: 0% of 500 agropastoral households Target value: 60% of 500 agropastoral households, 10% of	The current Food Consumption Score (FCS) is 55 and is therefore considered 'acceptable'. Quantitative achievement: unknown. Overall achievement: the project contribution could not be specified, but is estimated at about 10%.	As explained above, this value is based on non-representative data. The extent to which the project has contributed to improving food and nutrition security cannot be determined (GIZ, 2020b). Overall achievement cannot be determined because the indicator is too broad and imprecise.

[5] On the basis that original milk losses were between 12 and 20%, and, at the time of the evaluation, were down to 3%, suggesting there is between 9 and 17% more milk for sale and therefore more possible income to be earned.

them headed by women. Source: Results matrix (PN 16.1847.9), updated July 2018.		
4. 80% of 4,000 selected agropastoral and pastoral households, 10% of them headed by women, have increased access to water. Baseline value: 0% of 4,000 agropastoral and pastoral households. Target value: 80% of 4,000 agropastoral and pastoral households, 10% of them headed by women. Source: Results matrix (PN 16.1847.9), updated July 2018.	Some 5,500 beneficiaries in six villages have improved access to water (GIZ, 2020b). Quantitative and overall achievement: 137%.	The formulation of the indicator ('... increased access to ...') means it is not a genuine outcome indicator, because better access does not initially mean improved water supply. These data are also based on project progress reports, the Client Satisfaction Survey and statements by the target group.

For outcome indicator 1, it was difficult to obtain reliable statements from members of the target group. Owing to the situation in the country 'after the drought' and 'during the rampant locust plague', their income estimates were even lower than in the baseline study. Nevertheless, during the focus group discussions, several members confirmed improved livestock breeding opportunities owing to increased availability of water and fodder, diversification of income opportunities, and reduction of livestock and milk losses. All this was clearly linked to the project intervention. Improvements in marketing opportunities were not necessarily confirmed.

Owing to the lack of evidence-based data, income increase was calculated on the basis of herd growth. According to the UN Food and Agriculture Organisation (FAO) and ActionAid, the average number of small ruminants (sheep and goats) owned per household before the drought was around 31 animals (FAOa, 2015; AAI, 2014). At the time of this evaluation, the average number of animals per household assessed was 36, i.e. an increase of 16%. At the same time, the average annual number of animals lost because of disease, etc. decreased by 44%, while farmers increased their sales by 35% compared with the previous year, i.e. 2018 (GIZ, 2020b).

The evaluation of outcome indicator 2 was limited to an analysis of the reduction in milk losses due to improved practices. Obviously, a large number of the agropastoral and pastoral livestock farmers were able to rehabilitate their small-ruminant herds. Exact data on this could not be generated.

Because of the aforementioned difficulties in determining average income, lower milk loss was equated to an increase in income. There was no validated data on milk losses per year and producer, or per year and trader at the project start. Moreover, milk losses vary widely, not only between traders and producers (between villages far from the main roads and villages near the road) but also within the year, depending on the stage of the lactation period. The data on milk losses can only be taken as a very rough estimate, therefore, as neither the traders nor the producers kept records and daily losses could not, in any case, be recorded. Instead, the target group estimated how much milk was spoiled in a week and then converted this to the daily output.

Some traders stated their losses before the start of the project as between 12 and 20%, sometimes up to 30%. The milk producers also estimated their losses at about 15–20%. At the time of this evaluation, the average loss for large traders, as well as producers, was, on average, around 3%. This was attributed by the target group to improved practices in milk hygiene and milk cooling (Int_r5zg; GIZ, 2020b). Unfortunately, the more hygienic and cooled milk had not yet, at the time of this evaluation, had a positive impact on milk prices. Income could still only be increased, therefore, by reducing milk losses.

Outcome indicator 3 covers three aspects: increase in (agricultural) production; increase in consumption by people of fruit, vegetables, etc.; and increase in fodder production (animal nutrition). To simplify matters, it was proposed to split and specify the indicator as follows: i) measurement and comparison of the MDD-W (Minimum Dietary Diversity-Women) score or the FCS (Food Consumption Score) in the target population with data from the UN Food and Agriculture Organisation/World Food Programme (FAO/WFP) food security

monitoring systems (FSMS); and ii) since a TDA project cannot be expected to achieve fundamental improvements in agricultural production in the context of Somaliland within the given timeframe, it can only be determined whether the target group was able to apply the good agricultural practices, diversify its production and use more irrigation or practise fodder production using improved varieties.

A survey of the target group to determine MDD-W scores, as proposed in the Inception Report, could not be conducted owing to COVID-19 restrictions. Instead, the FCS was determined as part of the Client Satisfaction Survey (GIZ, 2020b). The FCS is less accurate than the MDD-W in terms of food and nutrition security. A comparison with the FAO/WFP baseline data could not be made because the conditions were too different. Data on the second part of the indicator could not be obtained either, owing to the COVID-19 pandemic.

To what extent the project has contributed to improving food and nutrition security cannot be determined, owing to insufficient evidence and a much too broad and imprecise indicator. However, the project contribution is roughly estimated at about 10%, based on participatory observations. Although outcome indicator 4 is not a true outcome indicator (because better access does not initially equate to improved water supply), it was easy to evaluate, because all communities and community members supplied with water-retention basins and reservoirs benefited from them. With regard to food and nutrition security, a statement on drinking-water quality would have been appropriate here.

The availability of water improved sufficiently. Household consumption rose by 83%, from 41 litres per day, per household (approx. 7 litres/person/day) to 75 litres (12.5 litres/person/day). The water infrastructure built in the villages of Balicigaal, Habasweine, Cashocado, Yucubyabooh, Dabogoryaale and Duruksi (Togdheer region) and in Biyofadhiisinka, Ximan and Galoolay (Saaxil region) were all successful and had a significant positive impact on livelihoods in the region. The average time taken to fetch water also decreased, from 3.5 hours to 20 minutes (Int_5rzg; GIZ, 2020b; GIZ, 2018c).

The price of water (which is also an important factor in consumption) fell by 77%, on average. However, there were difficulties in relation to managing water-user groups, compliance with water-user guidelines, misuse of water money collected, ownership of water cisterns and non-functioning solar pumps. Owing to problems with the solar panels, all new balleys (including those under construction at the time of the evaluation) were equipped with generators rather than solar pumps (Int_r5zg; Int_u8giz).

Effectiveness dimension 1 (the project achieved its objective (outcome) on time and in accordance with the project's objective indicators) is rated **30 out of 40 points**. Each indicator was rated separately because outcome 3 does not have the same relevance as the other three. Outcome indicators 1, 2 and 4 can potentially be awarded 11 points each (33 points in total), while outcome indicator 3 can be awarded seven points. The rating is based on the achievement. Accordingly, three points each were deducted from outcome indicators 1, 2 and 3, while one point was deducted from outcome indicator 4, amounting to a total of 10 points deducted

Effectiveness dimension 2: the activities and outputs of the project contributed substantially to achieving the project's objective (outcome).

The following section assesses the extent to which the agreed project results, measured by the output indicators, have been achieved (or are likely to be achieved) and analyses the causal links between project activities, outputs and results achieved at the outcome level (expressed in the outcome hypotheses).

This project, as a transitional development assistance project, was able to react flexibly to the prolonged drought and add corresponding activities, but without defining additional indicators. In addition, many activities had to be specified more precisely or adapted to new needs during project implementation. Both the output quantity matrix and the budget increased accordingly. This clearly distinguishes the project from those with a fixed output quantity matrix. This emphasises the aforementioned 'pilot' nature of the project, which, together with the flexible and outcome-oriented way in which it was managed, certainly contributed to its success.

Output A: selected agropastoral and pastoral livestock farmers of both genders employ improved livestock production techniques.

Table 6. Output A indicators and achievements as at April 2020

Output	Output indicator	Achievement (April 2020)	Explanation
Output A Selected agropastoral and pastoral livestock farmers of both genders employ improved livestock production techniques.	A.1. Animal losses due to disease and poor management have decreased by 25%. Baseline value: 70% losses (due to the drought). Target value: 45%.	The average annual number of animal losses due to disease, etc. was reduced by 44%. 38 community animal-health workers (CAHWs) trained (3% female). Approx. 5,000 agropastoral and pastoral livestock farmers served. 15 vet and agro-vet hubs established in 15 villages. Achievement: 176%.	This activity was reformulated at the 2017 planning workshop, as follows: A.1. Strengthen CAHW capacity to be able to advise (agro) pastoralists. A.2. Establish agro-vet hubs and make them functionally sustainable. The data are based on project progress reports (GIZ, 2018c) and the Client Satisfaction Survey (GIZ, 2020b).
	A.2. The proportion of selected agropastoralist and pastoralist households using improved feeding and management methods in animal production has increased by 35% (adoption rate). Baseline value: 0 selected agropastoralist and pastoralist households. Target value: 35% of selected agropastoralist and pastoralist households.	'Mulatto 2', a forage plant, is introduced on 1,400 farms to improve animal feeding. 1,536 farmers from 20 villages practise on-farm fodder production. Achievement: 80%.	This activity was reformulated at the 2017 planning workshop, as follows: A.3. Train (agro) pastoralists in improving feeding practices and storage of animal fodder.
	A.3. 80% of 3,500 selected agropastoral and pastoral households, 10% of them headed by women, suffer less because of lack of water caused by the increased access to water. Baseline value: 0 selected agropastoral and pastoral households. Target value: 3,500 selected agropastoral and pastoral households, 10% of them headed by women.	26 shallow wells built in seven villages. Eight sub-surface dams built in six villages. About 5,500 households in total benefited. Quantitative achievement: 157%.	The phrase 'suffer less because of' is not specific enough and does not really fit in with the output's animal husbandry aims. The activity for this was therefore reworded as follows: A.4. Improve availability of water for (agro) pastoral communities for human and animal use.
	A.5. Conduct four regional training courses on Livestock Emergency Guidelines and Standards (LEGS).	Achievement: 100%.	This was added in 2018, during the planning workshop (GIZ 2018a).

Indicator A1 (fewer animal losses) was quite successful. Obviously, many agropastoral and pastoral livestock farmers were able to restock their herds, particularly under the goats and sheep restocking programme in 2017, and after the Sagar cyclone hit the coastal villages of Bulahar and Ceelsheikh in 2018. The restocking programme was initiated as an emergency measure after the drought and conducted professionally through competent animal selection and appropriate quarantine measures. Households that had lost everything received up to 22 animals. A total of 9,600 sheep and goats was distributed to 530 vulnerable households in 12 villages; often, beneficiaries shared their animals with other clan members in order not to be wealthier than them. However, many had low food reserves, because of the scarcity of food and water during the drought. Therefore, the project also distributed wheat bran as animal fodder. In total, 1,400 tonnes of animal feed were distributed to 2,460 vulnerable households in 25 villages. However, some farmers reported that they transported their animals to regions where forage grass was still available. In total 2,990 households benfited from drought-mitigation measures. Many (female) farmers now have 16% more animals than before the drought and farmers have increased their sales by approximately 32% compared with the previous year, i.e. 2018 (GIZ, 2020b; GIZ 2020c; Int_r5zg).

During and after the drought, no other NGOs were distributing animals in the Saaxil region. In a few villages along the western border of Awdal (Sagar region), there were some doing so, but in different ways. No joint agreement regarding the distribution strategy was in place. However, the project under evaluation had presented the restocking strategy to the Ministry of Livestock and Fisheries Development in advance. Many of the animals distributed by other NGOs died, owing to poor selection and disease, e.g. contagious caprine pleuropneumonia (GIZ, 2020b; Int_r5zg).

In the year up to the time of this evaluation, the average annual number of animals lost to disease, etc. went down by 44% (GIZ, 2020b). The project trained 38 community animal-health workers (CAHWs), 8% of whom were female. So far, 36 CAHWs are still working, each of them serving, on average, 23 households and their herds in 33 communities. Four villages were supplied with vet hubs and 11 with agro-vet hubs, to ensure the provision of agricultural and veterinary services. In total, it is estimated that between 5,000 and 10,000 households benefited. None of the CAHWs interviewed in the villages had a supply of drugs and all refrigerators remained empty. Common answers received were that 'the provided stocks are not sufficient to start a small business' and that 'the community is not willing to pay for the medicine provided by the organisation'. Moreover, the majority of households supported were not willing to pay for either medication or treatment for the animals because, they argued, the CAHWs 'received the medication from the project free of charge' (GIZ 2020c; focus group discussions; Int_r5zg). In addition, mass vaccinations and treatments are routinely provided free of charge by the UN Food and Agriculture Organisation and the Ministry of Livestock and Fisheries Development. Another serious problem is the widespread littering of the landscape with plastic waste. Animals graze in these 'wild dumps' and their consumption of plastic waste is responsible for between 50 and 70% of the animal losses, according to the IGAD Sheikh Technical Veterinary School (Int_u8uni). This issue was not addressed by the project.

With regard to indicator A2 (improved feeding and management methods), in 2018 the project introduced an improved variety of forage grass (Mulatto II) on 1,400 farms, which the agropastoral and pastoral livestock farmers initially cultivated on a small scale. The success, or otherwise, of this measure had not been fully assessed at the time of this evaluation, but if it is successful, it has great potential to allow for larger and more nutritious reserves of fodder to be built up, and to become a further source of income through hay sales. Effective and preventive herd management measures, such as destocking in times of emergency, could not be introduced because they were not supported by the Ministry of Livestock and Fisheries Development (Int_u8giz).

The wording of indicator A3 (improved access to water ... and women suffer less) was unhelpful and seemed out of place, as output A relates to 'improved livestock production'. The activity was therefore reformulated in 2018 to incorporate a clear husbandry focus – 'improve availability of water for (agro) pastoral communities for human and animal use'. In total, seven water-retention basins were established, comprising a total capacity of between 8,500 and 23,000 m^3. In some cases, the basins were excavated by hand by the target group (on a cash-for-work basis) to emphasise ownership, among other reasons. As a result, the lateral boundaries had to be flattened considerably, which resulted in large losses of volume, as well as being extremely time-consuming (GIZ, 2018a; GIZ, 2020c). The work input and the time could have been used more effectively.

In response to the drought, the measure 'Training on Livestock Emergency Guidelines and Standards (LEGS)'[6] was added, and is considered a valuable extension. Four regional LEGS training courses were conducted for 69 participants, as was one national workshop on LEGS approaches, involving more than 80 participants from relevant ministries.

Results hypothesis 1 – that agropastoral and pastoral livestock farmers (APLFs) trained in livestock management, animal health and fodder production practise comprehensively what they have learned and thus are better prepared for a market-oriented livestock production – can, in general, be confirmed, even though it

[6] Livestock Emergency Guidelines and Standards (LEGS) is a set of international guidelines and standards developed by the UN Food and Agriculture Organisation for designing, implementing and evaluating livestock interventions to help people affected by humanitarrian crises. LEGS is based on three livelihood objectives: to provide rapid assistance, to protect livestock assets and to rebuild the livestock assets of crisis-affected communities.

was not possible, during the evaluation, to determine the extent to which farmers are implementing and applying what they have learned. The statements given in interviews were too vague to be used as evidence. However, improved livestock production requires proactive herd management, and this was noticeably lacking. APLFs need to be trained and sensitised to the need to adapt the size of their herd to the available feed and water supply. This means that farmers must start selectively reducing the number of animals (destocking) in anticipation of the next forage shortage (due to drought or locust plague) *before* they get to the stage where exhausted animals are falling victim to disease, starving or dying of thirst. In this way, owners can at least maintain the monetary value of the animals and therefore be in a position to increase their herds accordingly when conditions improve again. However, this approach is still extremely unpopular among Somali livestock farmers and is not encouraged by the Ministry of Livestock and Fisheries Development. Nevertheless, it is a key management skill to ensure both sustainable herd management and livelihoods.

Overall, almost all interviewed target-group stakeholders confirmed that livestock production has improved, partly owing to the improved fodder and water supply ensured by the project and the improved animal health, but also, of course, because of the end of the drought (GIZ, 2020b; Int_r5zg; Int_t6rp).

Output B: men and women working in the dairy sector use improved methods of milk hygiene and milk marketing.

Table 7. Output B indicators and achievements as at April 2020

Output	Output indicator	Achievement (April 2020)	Explanation
Output B Men and women working in the dairy sector use improved methods of milk hygiene and milk marketing.	B.1. Losses due to spoilt milk have dropped by 30% for 40% of the 80 female milk traders supported. Baseline value: 0 female milk traders. Target value: 40% of 80 female milk traders.	155 local female traders trained. Quantitative achievement: 193% Losses dropped from roughly 20% to 3%. Achievement: 78%.	The wording '40% of 80 female milk traders supported' is an unnecessary specification.
	B.2. 40% of the 400 women supported and informal marketing groups all use one improved technique relating to milk hygiene or storage. Baseline value: 0 women and informal marketing groups. Target value: 40% of 400 women supported, cooperatives, market collectives.	No evidence-based data available. Approx. 400 women. Achievement: 100%.	No data were available from the project's monitoring and evaluation system and no valid data could be recorded during the evaluation.
	B.3. Train dairy farmers in feeding, management and reproduction techniques.	Achievement: 100%.	This was added in 2018, during the planning workshop (GIZ, 2018a).

Regarding indicator B.1 (decrease in losses due to spoilt milk), the baseline study did not provide clear data. Some traders estimated their average losses before the project intervention at between 12 and 25%, while smaller traders and producers estimated theirs at between 15 and 20%.

Training was provided for 1,183 female farmers from 15 villages and 178 female dairy dealers on milk hygiene and storage techniques. The accompanying measures included the construction of 12 cooling hubs (small houses with solar power-driven cooling systems) in six villages, training in milk-dish hygiene and milk pasteurisation. The usual plastic containers were replaced with locally available stainless-steel containers (GIZ, 2020c).

According to the producers and traders, the range of losses has now been greatly reduced. Losses for large traders were, at the time of writing, averaging 3% (down from 12%). Small producers have been able to reduce their previous losses by 75% (down to 3% from 20%). The target group attributes this to improved practices in milk hygiene and milk cooling (Int_r5zg).

Regarding indicator B.2 (the women supported and informal marketing groups use improved milk hygiene or storage techniques), all of the women trained still practise improved hygiene and storage techniques and also teach other women how to do so. The project estimates that around 450 women still pasteurise their milk. During the focus group discussions, however, it emerged that pasteurisation is practised far less by individuals, as it consumes scarce firewood (the most common explanation provided). Many of the cooling hubs had been handed over two weeks before the field visit, and the milk cans were still in the process of being procured. Only a few of the hubs were in operation, therefore. Informal marketing groups could not be properly established because they were culturally unpopular. Many women bring their milk to a trader, but the cooperative idea could not be established.

In Berbera, two milk markets were built (one to accommodate 50 traders, the other, 20), both equipped with a solar-powered cooling system to improve milk quality. The installation of the solar-power systems was delayed because of the COVID-19 pandemic, however. The project estimates that more than 800 women farmers have seen their income increase by approximately 20% (GIZ, 2020b). At least 60 traders were receiving more milk from farmers' wives, which increased their income. As the milk markets were not yet operational at the time of writing, the effect of cooling and the reduction of milk losses were unable to be taken into account in the evaluation. However, the establishment, for the first time, of permanent milk markets is a very positive result. Milk sellers used to trade along the main street or in front of other business premises. Now, with the two markets established in Berbera, dairy merchants (mostly older mothers) have permanent spaces in which to trade their products, and which are equipped with the necessary facilities, such as water, freezers, shade and toilets. Many women mentioned that, for them, the market is the most valuable result of the intervention (Int_r5zg).

Indicator B.3 (train dairy farmers in feeding, management and reproduction techniques) was added later and proved valuable in terms of explaining the relationships between adequate feeding, milk production and reproduction.

Results hypothesis 2 – that milk producers and sellers who have received detailed training in milk hygiene and cooling, and who have been equipped accordingly, will be able to reduce their production losses and sell a healthier end product on the market, thereby sustainably increasing their income – can be fully confirmed. Unfortunately, so far, the increase in income can only be achieved by reducing milk losses and/or increasing milk production, and not through better quality. The (women) traders, who dominate the milk market, are not yet paying better prices for cleaner and cooled milk, which can also be attributed to the milk producers' lack of business capacity.

Output C: rain-fed and irrigation farming systems are introduced to improve production of forage crops, fruit and vegetables.

The activities and results for ouput C were adapted and modified in the course of the project. As the results matrix therefore grew during implementation, it is difficult to evaluate what has been achieved – particularly as the monitoring system was not sufficiently adapted accordingly.

Table 8. Output C indicators and achievements as at April 2020

Output	Output indicator	Achievement (April 2020)	Explanation
Output C Rain-fed and irrigation farming systems are introduced to improve production of forage crops, fruit and vegetables.	C.1. 60% of 500 agropastoralists, 10% of them women, in the core cultivation areas of the Saaxil region use an improved production method (e.g. better seeds, soil-improvement methods, improved harvesting and transportation processes). Baseline value: 0 agropastoralists supported. Target value: 60% of 500 agropastoralists, 10% of them women.	2,000 agropastoralists trained. Drought-resistant sorghum variety introduced. Eight sub-surface dams serving six villages built. Gabions erected in four villages. Soil and stone	It proved difficult to attract women to agriculture because of male dominance of the sector. Achievement: 94% (two dams were not finished).

		bunds built in one village.	
	C.2. The number of agropastoralists supported who make practical use of the advice and training provided to increase or diversify their agricultural production has increased by 60% among men and 60% among women. Baseline value: 0 Target value: 60% among men, 60% among women.	Distribution of 3,815 fruit trees, 3,994 multi-purpose trees and 19,500 sisal seedlings for fencing in seven villages. Rehabilitation of two community tree nurseries.	Achievement: 100%.
	C.3. 60% of 500 selected agropastoral families in the core cultivation areas of the Saaxil region have increased their consumption of fruit and vegetables by 20%. Baseline value: 0 selected agropastoral households. Target value: 60% of 500 selected agropastoral households have increased their consumption of fruit and vegetables by 20%.	1,400 farmers trained in mixed cropping.	Achievement: 280%, in terms of the number of people trained.
	C.4. 80% of 500 selected agropastoral and pastoral families, 10% of them headed by women, have more water available for agriculture because of improved water reservoirs. Baseline value: 0 selected agropastoral and pastoral households. Target value: 80% of 500 selected agropastoral and pastoral households, 10% of them headed by women.	23 water reservoirs rehabilitated/ constructed. 26 shallow wells constructed in seven villages. 36,500 people benefited.	The number of female-headed households is generally between 5 and 10%. Irrigated agriculture systems are littled used in the area; the majority of farms practise rain-fed farming. Achievement: 100%.
	C.5. Promote plant protection.	16 agricultural focal points trained, 15 of whom (all men) are still working. Eight Ministry of Agricultural Development staff trained as trainers in plant protection. 1,200 tuta-trap sets distributed to 600 farmers in six villages. 400 fruit-fly traps distributed to 200 farmers in four villages.	This was added in 2018, during the planning workshop (GIZ, 2018a), but not quantified. Achievement: 50%, because the farmers have hardly used the traps.
	C.6. Promote fuel-efficient stoves.	Stoves distributed to 2,684 households.	This was added in 2018, during the planning workshop (GIZ, 2018a), but not quantified. Achievement: 100%.
	C.7. Control prosopis and promote its use as animal feed and firewood.	Some measures implemented.	This was added in 2018, during the planning workshop (GIZ, 2018a), but not quantified. Achievement: 66%, as the output was less concrete.

Indicator C.1 is very broad and vaguely formulated in terms of specific outputs (use an improved production method). Sixteen so-called 'agricultural focal points' (AFPs) were trained (one per village), whose role was to guide the farmers in the respective villages. Ten AFPs in 10 villages were provided with an agro-vet hub and a solar-powered refrigeration unit for joint use with the local community animal-health worker. Up to 2,000 agropastoralists were trained through the AFPs. However, the ratio of one teacher to 125 trainees suggests that supervision was rather superficial.

Rainwater harvesting measures, such as building sub-surface dams, erecting gabions in riverbeds and building contour bands with soil and stones, were implemented. The farmers were highly convinced by and greatly appreciative of the measures. They did, however, complain that they had not been paid for this work. Farmers were instructed on the use of organic fertiliser (compost and manure) and on the benefits of crop rotation. An improved sorghum variety providing better yields was successfully introduced. It proved difficult to attract women to agriculture because of male dominance of the sector.

No action was taken in terms of improving harvesting and transportation processes (GIZ, 2019b; GIZ, 2020c; Int_u8giz) and no confirmed evidence was provided by the target group of a reduction in harvest losses due to improved harvesting and transportation processes (Fgd_r5zg).

Indicator C.2 (increase or diversify agricultural production) is very similar to C1. Here, too, AFPs were used to train the target group via a so-called 'farmer field-school' approach, but this was ultimately limited to the distribution of fruit and multi-purpose trees and sisal for fencing. This activity was implemented by the national partner Candlelight. It is important to note that the free distribution of trees, etc. is not the same as successfully introducing agroforestry practices. In addition, unless members/partners pay individual contributions, ownership of the measure is weak, as experiences from other projects have shown (KNH, 2018).

Thousands of sisal seedlings were distributed in the village of Calaacule, one of the few villages where sisal is grown. The villagers use it for fencing. They said that if they had been consulted before the distribution, they would have requested fruit seeds instead, such as orange, guava, etc. Hundreds of sisal seedlings remained in the nursery and were not distributed. Some farmers did not see the relevance of growing sisal – for example, for use as a living fence (Fgd_r5zg).

Water-retention basins were built, some of them very professionally, with a geo-membrane and a capacity of up to 23,000 m^3. Some even have a water tower. Most farming villages with irrigated farms, e.g. Biyoolay, Bixinduule, Dhaymoole and Lasodacawo, benefited from the measures for shallow wells, underground dams and gabions. The water basins (balleys) visited for evaluation purposes were those built after the drought in pure pasture areas of the Togdheer region, where there are few rain-fed farms. In one of the villages, a resident started an irrigation farm near the basin, although agriculture (including rain-fed farming) is not common in these areas. Three basins where, for example, irrigated agriculture would have been possible, had not developed any agricultural plots for this purpose, so some potential was lost here. The project's estimate that more than 2,000 agropastoral farmers in 25 villages would increase their production and reduce their losses of grain, fruit and vegetables seems very optimistic, because no solid evidence of this could be provided (Int_iu8giz; Int_r5zg; participatory observation).

With regard to indicator C.3. (Increased consumption of fruit and vegetables), 1,400 male and female farmers were trained in mixed cropping, including forage-plant seeding. There was little specific training in nutritional counselling provided, as evidenced by the lack of knowledge in this area observed during the focus group discussions (Fgd_r5zg). Statements on improving nutrition can be found in the assessment of the effectiveness of dimension 1, above.

Indicator C.4. (More water available for agriculture because of improved water reservoirs) focused on water-supply systems for agriculture and human consumption. Water reservoirs and shallow wells were constructed or rehabilitated. A total of 26 cisterns (berkads) was built, each with a capacity of 250–300 m^3. It is estimated that more than 36,500 people have benefited from better-quality drinking water as a result. It should be noted that because the water from the cisterns is all surface water, and the catchment areas are not protected, the water is very highly polluted and not suitable for human consumption without first being purified. The number of

female-headed households is generally between 5 and 10%. The number of farmers engaged in sustainable irrigated agriculture could not be determined. There is very little irrigated farming, as the majority of farmers practise rain-fed agriculture (GIZ, 2020c; Int_r5zg).

Regarding indicator C.5 (Promote plant protection), which was specified in 2018, AFPs in 10 villages were trained in the safe use and storage of pesticides, while Ministry of Agricultural Development staff were trained as trainers. Extensive visual training and advisory materials on crop protection and pest control were used. A few women participated in the plant-protection measures and received traps for biological plant protection as a pilot exercise. In total, 800 farmers in 10 villages participated in the application of biological pest-control measures using traps. As a pilot measure, about 600 farmers were trained in the use of tuta traps to control Tuta Absoluta,[7] while 200 farmers experimented with fruit-fly traps. In addition, a list of recommended and non-recommended pesticides available in the region was compiled for the Ministry of Agricultural Development. Finally, a workshop was held to inform and raise the awareness of ministries and agricultural traders about recommended and non-recommended pesticides.

Only a few farmers have tested the traps. In some villages, for example, they have only been used by AFPs. The problem is that the farmers saw that the trap attracted and caught a large number of insects and thought that they were attracting *harmful* insects and causing them to multiply (Fgd_r5zg). This idea spread among the farmers, with the result that many of them decided not to continue testing. The trap was a new technology and the training was not enough to establish it as a regular practice. Furthermore, the users reported that the traps were not available on the spot (Int_r5zg; GIZ, 2020c).

Indicator C.6. (Promote fuel-efficient stoves) involved coaching women in the use of fuel-efficient stoves. Stoves were distributed free of charge to the beneficiaries, and 40 milk producers and traders (all female) were trained in the use of the charcoal stoves for milk pasteurisation.

By the time of the evaluation, several stoves had begun to show signs of wear and tear (cracks, etc.). The manufacturer has agreed to supply replacements for some of them. None of the women interviewed thought of buying a new one, even though the stoves are available at all markets, albeit varying in quality (and price). Instead, the women went back to using their traditional three-stone method. In addition, the stoves are small and not suitable for cooking with large pots, i.e. for families with more than six members. Among the unintended uses to which the stoves are being put is as heaters for people's huts, when it rains or gets cold (Fgd_r5zg).

Owing to the urgency of the problem with the invasive plant prosopis, which was rapidly taking over many usable arable areas, indicator C.7 (control prosopis and promote its use as animal feed and firewood) was added in 2018. Measures included an investigation into the potential for using prosopis as animal feed, exchange of experiences with using prosopis, and training in how to collect and store prosopis as firewood. With regard to its use as feed, it has not yet been possible to develop convincing strategies that can be easily applied and managed by agropastoral and pastoral livestock farmers. The other two activities (experience exchange and firewood use) were successful (participatory observation; GIZ, 2020c; Int_r5zg).

Results hypothesis 3 – that agropastoral and pastoral livestock farmers who are familiar with pest control and adapted agricultural practices, and who have access to irrigation opportunities, are better able to consolidate their food and nutrition security and market-based production, and thus be more resilient and income-empowered – is, in principle, confirmed by the target group, since irrigation and pesticide use are the most tangible and clearest agricultural successes (Fgd_5rzg; Int_t6rp).

But the design of measures for output 3 (use of improved production methods, increased or diversified agricultural production, increased consumption of fruit and vegetables, increased availability of water for agriculture thanks to improved water reservoirs, enhanced plant protection, use of fuel-efficient stoves, control

[7] Tuta absoluta is a very harmful leaf-miner moth that is becoming a growing problem in vegetable cultivation. This pest is particularly common in tomatoes, but it can also cause damage to other vegetables.

of prosopis and promotion of its use as firewood) appears haphazard. This output lacked a clear design and robust strategy for promoting productive, diversified and climate-smart agriculture (including the consideration of production constraints).

Table 9. Validation of the results hypotheses

Results hypotheses	Reference indicators	Data sources	Validation
Agropastoral and pastoral livestock farmers (APLFs) trained in livestock management, animal health and fodder production practise comprehensively what they have learned and thus are better prepared for a market-oriented livestock production.	A1, A2, A3	GIZ, 2020b; GIZ, 2018c; INTs; FGDs; Client Satisfaction Survey (GIZ, 2020b); INT	Confirmed
Milk producers and sellers who have received detailed training in milk hygiene and cooling, and who have been equipped accordingly, will be able to reduce their production losses and sell a healthier end product on the market, thereby sustainably increasing their income.	B1, B2	GIZ, 2020b; GIZ, 2018c; INTs; FGDs; Client Satisfaction Survey (GIZ, 2020b); INT	Confirmed
APLFs who are familiar with pest control and adapted agricultural practices, and who have access to irrigation opportunities, are better able to consolidate their food and nutrition security and market-based production, and thus be more resilient and income-empowered.	C1, C2, C3, C4 C5, C6, C7	GIZ, 2020b; GIZ, 2018c; INTs; FGDs; Client Satisfaction Survey (GIZ, 2020b); INT	Partly confirmed

Factors that contributed to achieving the project's objective during implementation were:

- Successful peer-to-peer learning, e.g. exposure visits by partner ministry staff to neighbouring countries, such as Ethiopia and Kenya, and within Somaliland itself. This facilitated mutual learning and exchange of best practice. Farmers were also brought to agricultural settlements to learn about feed production techniques. The farmers understand what they see more clearly than what they are told.
- Good cooperation with the respective ministries, although the ministries interviewed would have liked to see more cooperation.
- The establishment of village committees improved implementation of the measures.
- A fully functional office in the target region (Berbera) also facilitated the work of the project.
- Flexible and outcome-oriented project management contributed to the success of the intervention.

Factors that challenged the implementation were:

- Lack of an effective strategy to reinforce (climate-smart) agriculture.
- Changes of personnel in the partner ministries, which resulted in information archives being unavailable or lost.
- The security regulations in Somaliland, which made field visits complex and costly, and for which a police escort was always required.

In summary, output C suffers most from the lack of strategic direction, which should have been clearly set out in the objective (e.g. establishing climate-smart agriculture along with village development committees, and improving food and nutrition security). Similarly, the total output could have been designed in a more logical way. The experiences of the evaluators and practice show that promoting agriculture without supporting the respective upstream and downstream value chains is not very sustainable (GIZ/CM, 2017; ILO/GIZ, 2015).

Throughout its implementation, this project provided only the necessary material and know-how, and encouraged the community to do as much as possible by itself. This approach was initially difficult for the target group to accept, as other NGOs often pay for similar things. The partner ministries were invited to visit the target group and observe the measures, but not many ministry staff availed of this opportunity, as the daily

allowances for doing so were perceived as too low. Nevertheless, these meetings always had a positive effect on the relationship between the state and the target group.

In principle, there was joint planning, review and implementation of activities, so there were no community expectations beyond the scope of the project. However, the training of community animal-health workers (CAHWs) was not well coordinated with the district coordinator, the Ministry of Livestock and Fisheries Development. There were already numerous CAHWs, which created competition between them and confused the livestock farmers, who were receiving conflicting information and advice. Sometimes, the farmers would provide unreliable information to the district coordinator, with the intention of getting free medicine from the service and then selling it on. Where a CAHW already existed in a village, there was no need to train others. Instead, the capacity of the existing CAHW should have been strengthened through proper coordination with government personnel in the district/region.

Another issue was that shepherds and farmers, given their low levels of literacy and exposure to information, were suspicious of unknown drugs and always sought drugs and methods known to them for treating their livestock. The introduction of new technology (traps) or equipment required appropriate awareness-raising and regular follow-up, as well as more intensive cooperation with farmers and ranchers, to ensure that the project results and advice became established among farmers and ranchers. It is easier for pastoralists to learn from each other than from external academics. This is why the agricultural focal-point approach was popular in the villages (GIZ, 2020c; Int_t6rp; Int_r5zg).

Table 10. Capacity development measures for the target groups

Type of capacity development	Training content and location	Participants
Training sessions outside the country	Land management – Addis Ababa, Ethiopia	MoP&ND, MoAD, MoERD
	Integrated watershed management – Mekelle, Ethiopia	MoP&ND, MoAD, MoERD
	Agricultural value-chain development – Jijiga, Ethiopia	MoAD, MoLFD
	LEGS – train the trainer – Johannesburg, South Africa	MoP&ND, SOVA, PENHA
	Lab training on milk quality and safety – ILRI, Nairobi	ISTVS
	Dairy training and dairy-cattle management	MoLFD, farmers
Training sessions within the country	GIS training	MoP&ND, MoAD, MoERD
	Series of training sessions on plant protection through ICIPE	MoAD, agricultural focal points
	Theoretical and practical training for and coaching of CAHWs	Community animal-health workers
International conferences and workshops	Global Agenda for Sustainable Livestock – Addis Ababa, Ethiopia and Mongolia	MoP&ND, MoLFD
	East Africa Digital Farmers Conference – Nairobi, Kenya	MoAD
	Pesticides politics in Africa – Arusha, Kenya	MoAD
	7th All-Africa Conference on Animal Agriculture – Accra, Ghana	MoLFD
	Regional workshop on managing prosopis – Afar, Ethiopa	MoAD
Domestic workshops/events	1st National Dairy Workshop	MoLFD
	2017 World Milk Day	MoLFD and Ministry of Health
	National workshop on prosopis, Hargeysa	MoAD, MoERD, communities and farmers

For some of the activities at the micro level, a contribution from the community was required, to improve ownership of the results. This contribution was usually in the form of materials or work, such as involvement in the construction of cisterns and water-retention basins. However, there was no clearly defined strategy for this, as, in other project activities, materials were sometimes transported at great expense, even though they were available locally in sufficient quantities, e.g. stones for gabions (Fgd_r5zg; participatory observation).

Effectiveness dimension 2 (the activities and outputs of the project contributed substantially to achieving the project's objective) is rated 17 out of 30 points. Four points were deducted per output because of design and strategic deficiencies, and lack of clarity regarding the extent of achievements. The term 'contributed substantially to achieving the project's objective' refers to the achievement at outcome level, which was never 100%. A further point was deducted because of criticism that the results matrix was not adequately harmonised with regard to outputs and activities (GIZ, 2016b; GIZ, 2019b).

Effectiveness dimension 3: no project-related (unintended) negative results occurred – or, if they did occur, the project responded adequately. Where unintended, i.e. not formally agreed upon, positive results occurred, they were monitored and any opportunities for further positive results were seized.

No unintended negative results were evident. There was some overgrazing very locally and on a small scale, due to premature partial restocking without sufficiently introducing the topic of grazing and livestock farming, but its effects were quickly compensated for by the onset of the rainy season (Int_r5zg).

No increase was recorded in the improper use of antibiotics in animal husbandry due to the uncontrolled sale of such drugs to livestock farmers. No increase was recorded in the use of certain internationally banned chemical pesticides and insecticides, either.

Unintended positive results of the project at output and result level were few. The reduction in firewood consumption and enormous time-savings for firewood collectors (women) as a result of the provision of fuel-efficient stoves have long been evident. Whether or not the stoves also contribute to less deforestation, more environmental recovery and lower carbon-dioxide emissions cannot be proved. Statements by the target group would suggest they do not, because saved firewood is sold to generate income rather than reduce deforestation (Int_5rzg).

It can be confirmed that additional agricultural land has been gained by constructing gabions (Fgd_5rzg). The forage grass Brachiaria – a relatively drought-resistant and durable plant with market potential – is very simple to grow. It is even suitable for cultivation in low-quality soil and has exceptionally high erosion-control potential. An additional source of income could be created through the establishment of a forage-grass value chain. The same applies to prosopis. Prosopis that has been processed into roughage, silage, charcoal, etc. not only constitutes an additional (regional) fodder reserve but could also be exported as a product. So, both forage grass and prosopis could become sources of income for agropastoral and pastoral livestock farmers, but this would require a large-scale and diversified approach to be devised (GIZ, 2020b).

Conflict sensitivity and 'Do no harm'

Risks and assumptions were already known at the design phase, but not their degree or extent. The project managers were able to ensure that escalation factors did not intensify. Risks related to conflict, fragility and violence were systematically monitored by the direct project partners (government and NGOs), as well as being monitored in the region within the framework of the project. NGO partners such as Candlelight or PENHA used their contacts in the villages that were home to the project's target groups to obtain important and timely information on the potential for conflict potential. The villagers, for their part, used this contact as an opportunity to make complaints.

Risks and the potential for conflict were also regularly monitored and discussed during frequent visits and contacts by national project staff from the target group, as well as during training sessions for members of the target group and through regular communication with the regional authorities. Use of new water-supply systems, the fair distribution of small ruminants and land-use issues were particular concerns, in terms of the potential for conflict. In one case, for example, a male villager attempted to obtain 'security and protection fees' from the female dairy group for using the milk cooling hubs. However, the project team successfully intervened via the district authority. Furthermore, community animal-health workers and agricultural focal points immediately reported any problems that arose (Int_t6rp; Int_r5zg; GIZ, 2020c).

However, isolated disputes about ownership and rights to use cooling and agro-vet hubs had already started to arise among dominant local people and retailers wanting to use these facilities for their own purposes. These, in turn, incited the powerful traders to try to claim ownership of the land. This potential source of conflict has not yet been sufficiently determined (GIZ, 2020c; Int_r5zg).

Possible negative impacts on the likes of human and animal health, biodiversity, soil and water were regularly assessed, and appropriate measures were taken (Int_u8giz; GIZ, 2020c). These included a plant protection programme, to reduce the negative impacts of pesticide misuse and introduce alternative and protective options, as well as milk-hygiene measures to prevent health problems.

Potential, i.e. not formally agreed upon, positive results at outcome level were not systematically monitored, but nevertheless included reduced workload and more time available for women owing to improved access to water, use of prosopis, less collection of firewood, reduced fumes from the improved stoves and other positive health effects. In general, the women have a better understanding of hygiene issues, and are more economically resilient, thanks to increased income.

With regard to 'Do no harm', all measures were carefully examined via extensive discussions with authorities, local NGOs and experienced project staff to determine whether the measures could potentially fuel conflict or aggravate escalating factors. All measures were explained in detail to the target group, the respective areas of responsibility were clearly defined and explained, and, wherever it seemed necessary, all legal steps were completed to manage conflict potential in advance. No other unintended direct or indirect support of violent actors was evident (GIZ, 2016a).

Effectiveness dimension 3 (no project-related (unintended) negative results occurred) is rated **30 out of 30 points**, owing to well thought-out and solution-oriented project management.

Summarising assessment and rating of effectiveness

Table 11. Rating of OECD/DAC criterion: effectiveness

Criterion	Assessment dimension	Score and rating
Effectiveness	The project achieved its objective (outcome) on time and in accordance with the project objective indicators.	30 out of 40 points
	The activities and outputs of the project contributed substantially to achieving the project's objective (outcome).	17 out of 30 points
	No project-related (unintended) negative results occurred – or, if they did occur, the project responded adequately. Where unintended, i.e. not formally agreed, positive results occurred, they were monitored and any opportunities for further positive results were seized.	30 out of 30 points
Overall score and rating		Score: **77 out of 100 points** Rating: Level 3: moderately successful

4.4 Impact

This section analyses and assesses the impact of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex 1).

Methodology for assessing impact

The impact of the project was evaluated on the basis of the following three assessment dimensions:

- Impact dimension 1: the intended overarching development results were achieved or are foreseen (plausible reasons).
- Impact dimension 2: the objective (outcome) of the project contributed to the overarching development results that were achieved or are foreseen.
- Impact dimension 3: no project-related (unintended) negative results occurred at impact level – or, if any negative results did occur, the project responded adequately. Where unintended, i.e. not formally agreed upon, positive results occurred at impact level, they were monitored and any opportunities for further positive results were seized.

Evaluation basis: for dimension 1, the intended impacts of the project were described in the proposal and in the results model. The project aimed to: (i) contribute to achieving the development goals of Somaliland according to Agenda 2030 and its accompanying Sustainable Development Goals (SDGs),[8] especially in the agricultural sector; (ii) strengthen the pastoral employment sector, including increasing gross domestic product and protecting natural resources; (iii) promote gender equality; and (iv) improve resilience.
For dimension 2, the evaluators focused on the results hypotheses (see section 2.2) to examine the causal links between project outcomes and impacts. All three results hypotheses were evaluated, as each hypothesis relates to an output or field of activity, and all are linked in a complementary way. In addition, the central impact hypothesis[9] was analysed, as shown in the results model.

For dimension 3, possible unintended positive or negative results at the impact level that were identified or presumed during the inception mission were analysed. It can be concluded that the project had neither an escalating nor a de-escalating effect on the conflict or the context of fragility. Dimension 3 was linked to the sustainability dimensions, so the extent to which positive synergies between the sustainability dimensions created an impact, and the extent to which compromises between them threaten sustainability were examined.

Evaluation design: for dimensions 1 and 2 – contribution analysis; for dimension 3 – explorative, following the evaluation questions and comparative analyses with other similar projects and contexts.

Evaluation methods: the evaluators interviewed a wide range of stakeholders, including direct beneficiaries, to capture different perspectives on the impact hypotheses. Additional documents containing information pertinent to the achievement of the overarching results (e.g. national reports and studies) were analysed. The questionnaire for the project team and field observations provided additional insights into the results at impact level and how the project dealt with risks, changes in the general conditions and trade-offs. The evidence is strong and based on the triangulation of data sources by interviewing different stakeholders.

Analysis and assessment of impact

Impact dimension 1: the intended overarching development results were achieved or are foreseen (plausible reasons).

The nature of the project was independent transitional development assistance, which is embedded in the GIZ country portfolio of Somalia. As it was not part of a development programme, no indicators were defined to measure overarching development results. The intended impact of the project encompassed improved livelihoods and enhanced resilience, including contributions to the food security, health and prosperity of pastoral households. No national data were available to provide evidence of more sustainable improvements in

[8] SDGs 1 to 6, relating to ending poverty and hunger, promoting health and well-being, quality education and gender equality, and ensuring clean water and sanitation; SDGs 9 to 12, relating to industry, innovation and infrastructure, reducing inequality, promoting sustainable cities and communities, and responsible consumption and production; and SDG 15, relating to the protection and sustainable use of rural ecosystems, etc.
[9] 'Improved management of natural resources, including through diversified agricultural production and product marketing, ensures sustainable food and nutrition security, health and prosperity for agropastoral and pastoral households in the Saaxil region of Somaliland.'

the food security, health and prosperity of pastoral households, or of improved livelihoods through enhanced resilience.

The stakeholders interviewed had difficulties determining impact. In the absence of data to measure the impact achieved, the evaluation team's assessment options were limited to a reflection on the plausibility of the results (GIZ, 2016a; MoP&ND; Int_t6rp).

Other expected overarching development results stated in the project proposal (GIZ, 2016a) are taken from:

- Agenda 2030 and its accompanying Sustainable Development Goals, especially SDGs 1 to 6, 9 to 12 and 13.
- Somaliland Vision 2030 ('a stable, democratic and prosperous country, where people enjoy a high quality of life'). (MoNP&D 2011).
- Second National Development Plan for Somaliland (NDPS II), which aims to: i) reduce poverty through greater economic opportunity and coordinated investment in youth, services, production and infrastructure; ii) increase resilience to the impacts of climate change through improved environmental management, strategic water management, food security and economic diversification; and iii) protect the human rights of every citizen through good governance, equal access to social services and economic integration.
- Livestock production strategy (covering types of livestock production, national consumption patterns, export market and downstream value-chain development), (MoLFD 2017).
- BMZ development cooperation objectives, as expressed in policy markers like Gender equality (GG), Participatory development/good governance (PD/GG), Environmental protection and resource conservation (UR), Combating desertification (DES), Adaptation to climate change (KLA), Poverty orientation (AO), Peace and security (FS) and Rural development and food security (LE).

Project progress reports and stakeholder interviews indicate the plausibility of the project's contributions to the impact goals stated above (GIZ, 2020a; GIZ, 2018b; Ints). One factor to be considered when reflecting on the impacts is the political influence of the government, which was not stable over the project term, partly due to elections and cabinet reshuffling.

In terms of improved resilience, which is highly context-dependent, the possibilties to improve it varied greatly from place to place. The ability of rural (agropastoral) communities to cope with shocks and stresses results from interlinked absorptive, anticipative and adaptive/transformative skills (Oxfam, 2019). During the evaluation, the results and the outcomes were reviewed for their relevance in terms of resilience, i.e. the extent to which the project was able to contribute to the three basic capacities (anticipatory, adaptive and absorptive) in order to strengthen the resilience of the target group. The target group itself sees stable sources of income, access to health (water) and education as the strongest guarantees (drivers) of improved resilience (UNDP, 2014). The project has certainly contributed to strengthening sources of income, mainly by reducing production losses. As a transitional development assistance project, it did not intervene comprehensively in the health or education sectors. Water-supply systems were set up, but these were mainly for livestock watering, irrigation and domestic use, rather than being designed as health measures, e.g. broad-based drinking-water treatment measures to reduce water-borne diseases. The training courses provided for the target group itself also contributed to resilience, of course, but are not directly classified by the target group as education, i.e. as certified courses leading to a degree.

In the context of 'Leave no one behind', the project considered women, especially, as a vulnerable target group and incorporated an extra outcome (II), since milk production, marketing and income are the domain of women. Overall, the gender issue was comprehensively taken into account by the project, as various interventions were beneficial to both sexes and the overall package supported vulnerable families in rural areas.

When selecting the beneficiaries of all drought interventions (restocking, cash for work, installation of water-storage structures, etc.), both men and women were considered equally. An assessment of household assets was carried out before the livestock was distributed. Only vulnerable households with the greatest livestock losses were selected to receive animals. Families with members suffering from mental and physical disabilities, for example, were given special consideration in the distribution programmes. This selection was discussed

and made together with the village development committees (councils of elders). In terms of cash-for-work measures, preference was given to particularly vulnerable and needy women (up to 28%), and families with mentally and physically disabled members, in order to strengthen their cash resources (GIZ, 2020b). The beneficiary groups were always mixed, although it should be noted that in the case of some work measures, e.g. heavy excavation for cisterns and bales, it was considered whether it made sense to include particularly vulnerable women (single parents and old people). Their ability to work is usually limited by malnutrition, and such back-breaking work would mean an enormous additional physical strain, as well as taking them away from other activities. Meaningful alternatives were not developed.

Impact dimension 1 (the intended overarching developmental results were achieved) is rated **31 out of 40 points**. Three points each were deducted for the lack of contribution to impact, the temporary nature of the impact and its fragility.

Impact dimension 2: Contribution to higher-level (intended) development results/changes

The dimension was reflected in three impact hypotheses, the confirmation of which strongly depended on confirmation of the related results hypotheses (see section 4.3). In other words, the results at impact level were only plausible if these results hypotheses were confirmed. Otherwise, the logic of the theory of change was already compromised at a lower level. Confirmed results hypotheses were therefore assessed regarding their plausible contribution to impact.

Table 12. Validation of the central impact hypothesis

Central impact hypothesis	Data sources	Validation
Improved management of natural resources, including through diversified agricultural production and product marketing, ensures sustainable food and nutrition security, health and prosperity for agropastoral and pastoral households in the Saaxil region of Somaliland.	GIZ, 2016b; GIZ, 2019a; GIZ, 2019b; IR; INTs; Rapid outcome monitoring assessment	Confirmed

The overarching development result hypothesis can also be confirmed, but requires a more stringent strategy and more effective design of measures (see section 4.2).

Analysis of the evaluation results demonstrates the plausible contribution of the project to the overarching development results. However, it also demonstrates the provisional nature of these results. The resources for livestock farming (forage production, water supply and veterinary services) were bolstered, and part of the target group was able to regain previous livestock numbers, which are clearly the most important capital resource for agropastoral and pastoral livestock farmers. Product (milk) and marketing requirements were improved. The reduced losses in both animal production and milk production also represent a reduction in monetary losses (GIZ, 2020b; GIZ, 2020c; Int_r5zg).

Other factors that contributed to the overall development results were, primarily, the end of the drought, thanks to sufficient rainy seasons since 2018, and, of course, the assistance of other NGOs (Int_r5zg). The inherently stable political conditions brought about by a government that is more concerned about the development of the country than its predecessor, as well as the contribution of UN organisations to stabilising general conditions, have also helped.

The Ministry of Livestock and Fisheries Development brought little influence to bear, particularly as it vehemently rejected professional herd management and herd destocking in times of drought, making another livestock disaster predictable.

Without the project, many people in need (up to 36,000 people) would not have benefited from an improved water supply and income opportunities and would be even less well-equipped to cope with locust plagues. The livelihoods of those who benefited from both the hardware and software (training) measures (up to 5,500 people) would not be currently secured.

In all, some 10,000 agropastoral and pastoral livestock farmers in the regions of Saaxil and Togdheer benefited from the project measures and, most importantly, a good foundation was created upon which the livestock sector can be further developed in line with the livestock production strategy through consolidating measures. The same applies to the development of the milk value chain, which offers potential for empowerment, especially for women.

Improvements have also been achieved in agricultural production as a result of adapted production techniques, soil fertilisation, erosion control and plant protection measures.

Nevertheless, the livestock sector is not necessarily better prepared to withstand a severe and prolonged drought, and no significant improvements can be observed in the core structural problems of agropastoral farmers. In the rural areas, there are hardly any adapted and diversified cultivation options, no reliable or local access to agro-inputs, such as quality seeds and equipment, few options for agricultural services, continuing high post-harvest losses, no fair marketing opportunities and strong dependence on environmental conditions.

The question of the extent to which the project has made an active and systematic contribution to the overall objective and the scale-up mechanisms that have been applied must be considered in light of the fact that this was a transitional development assistance project, i.e. it responded to acute life-threatening needs while also creating structures to make the population concerned less sensitive to emergency situations and help it prevent future crises (the continuum approach) (Donner, 2004). This type of approach often lends such projects preparatory and pioneering qualities. The project's contributions to broad-scale impact and corresponding scale-up mechanisms were limited, as focus group discussions and observations in the villages have shown. Obviously, a more strategic approach was required, involving the active participation and contribution of all stakeholders, and in which their demands and requests for ownership, together with the need for competent control structures, were addressed.

With regard to water, in particular, there is a lack of higher-level organisation and advance planning around the strategic placement of water points. This would ensure not only that the residents are sufficiently supplied with water but also that there is enough water for agriculture and animal watering. This would mean transhumant shepherds would have a practical network of local water points at their disposal, thus reducing the distances they and their animals would have to travel. Such organisation on a macro level would, in the opinion of the evaluation team, potentially have an enormous impact on resilience, income generation, disaster preparedness and sustainable development. However, it could not be achieved by the project because the issue of water did not feature prominently in the original project design (GIZ, 2016a; GIZ, 2017a).

In contrast, the milk-market sector at the meso (village/town) level was an outstanding success of the project. The two professionally organised milk markets that were established in Berbera, equipped with solar power and a water supply, represent an enormous developmental boost, both for the milk sellers and their customers. The longer-term impact is likely to be significant, as the improved conditions will certainly contribute to more hygienic handling and sale of the perishable product. This should also have a positive effect on the health of customers and help the dairy farmers and merchants organise themselves better (Int_t6rp; Int_e4ez).

In terms of innovative contributions, the project invited other organisations active in the sector of rural development to discuss and promote possible innovative approaches, such as household-based milk pasteurisation, sand dams and cisterns, the fuel-efficient stove programme, digital agricultural extension services and the establishment of agricultural focal points (AFPs) in the target villages. Not all of these micro-level measures have been fully embraced or taken forward by the beneficiaries, however (GIZ, 2020b; Int_r5zg; Int_u8giz), and others have been standard approaches in rural development and the agropastoral context for decades. As for digital innovations, the level of digital literacy among the target group must be taken into account. Most target-group members in the intervention area have only a mobile phone and very little experience with other digital tools (Int_r5zg; Int_e4ez).

The introduction of higher-yield grass varieties adapted to drought conditions for forage cultivation is seen as highly innovative, however. These grasses will not only make a considerable contribution to the fodder resources of the farmers and the country but also help reduce soil erosion and contribute to long-term soil

improvement. In addition, the water-retention basins (balleys), while not an innovation in themselves, represent an enormous water resource of astonishingly good quality and quantity, thanks to the innovative use of a geo-membrane and the pre-filter system. Combined with the livestock watering facilities and the irrigation agriculture options, this measure is undoubtedly an innovation. The target group is very appreciative of these innovations, although innovative thinking is not yet widespread, particularly on the part of the project partners (Int_t6rp; Int_u8giz; Int_e4ez).

Impact dimension 2 (project outcome contributed to the overarching development results that were achieved or are foreseen) is rated 24 out of 30 points. Two points each were deducted because of the lack of lasting contributions to the impact, the lack of structural improvements regarding the core problems of agropastoral farmers, and the design weaknesses of the results matrix, as a result of which the project did not live up to its full potential.

Impact dimension 3: no project-related (unintended) negative results at impact level occurred – or, if any negative results did occur, the project responded adequately. Where unintended, i.e. not formally agreed upon, positive results occurred at impact level, they were monitored and any opportunities for further positive results were seized.

The project anticipated an annual reduction in firewood use of 3,480 tonnes, based on theoretical calculations. This was unable to be confirmed through the focus group discussions, because although the women are using less firewood and thus are spending less time looking for it, the firewood they save is usually sold on (as charcoal) (Int_5rzg; GIZ, 2020c).

No negative or escalating effects of the project on the conflict dynamics or the context of fragility were identified. Potential risks had been taken into account in the planning phase and monitored according to a conflict-sensitive monitoring system during implementation (see section 4.3). Through regular follow-up visits and training, effects were assessed and, where necessary, interventions were made using traditional conflict management or mediation practices. Comprehensive data were collected via the annual client satisfactory survey (GIZ 2016a; GIZ, 2016d; GIZ, 2018d; GIZ, 2019c; Int_u8giz).

An example of a measure taken during the project to avoid risks, negative results or processes was restocking through a strict quarantine system, with subsequent continuous monitoring. Beneficiaries were selected based on set criteria and in a transparent process, in cooperation with the village development committees (councils of elders). Vulnerable households, and female-headed households in particular, were taken into account as much as possible. All beneficiaries received the same number of animals. The distribution of both animals and feed was carried out in a transparent way (GIZ 2018c; GIZ, 2020b; Int_u8giz). Potential socio-cultural problems were avoided by continuous communication and cooperation with the village development committees, local NGOs and local authorities. Great care was taken to establish informed cooperation with the villages in order to respect traditions and customs, e.g. getting permission for women to participate in cash-for-work activities.

Positive results and potential synergies between the environmental, economic and social dimensions were not systematically recorded or exploited by the project. Nevertheless, the health of the villagers has reportedly improved owing to more competent handling of chemicals (e.g. medicines, pesticides, etc.), the use of protective clothing and goggles, improved personal hygiene due to increased water consumption, and less stress for women due to reduced workload, e.g. less time spent fetching water and collecting firewood (GIZ, 2018c; GIZ, 2020b; Int_u8giz; Int_r5zg).

Women were also able to strengthen their role in the community and express their demands and ideas more clearly, thanks to further training, increased competence in milk production and higher income (Int_r5zg). The increase in incomes also suggests improved livelihoods, at least initially. There is no reliable evidence, however, that the fuel-efficient stoves have actually contributed to reducing deforestation and CO_2 emissions. Saved firewood tends to be sold (Fgd_r5zg; Int_t6rp). There is, therefore, an attribution gap. No negative results between the environmental, economic and social dimensions could be identified.

Evaluation dimension 3 (no negative results at impact level occurred) is rated **27 out of 30 points**. Three points were deducted because of insufficient drought preparedness in the livestock sector.

The pressure on the limited natural resources in Somaliland is enormous. Strict enforcement by the government of environmental legislation, sustainable management of natural resources and livestock farming will drive economic, employment and health development.

Summarising assessment and rating of impact

Table 13. Rating of OECD/DAC criterion: impact

Criterion	Assessment dimension	Score and rating
Impact	The intended overarching development results were achieved or are foreseen (plausible reasons).	30 out of 40 points
	The objective (outcome) of the project contributed to the achieved or foreseen overarching development results (impact).	17 out of 30 points
	No project-related negative results occurred at impact level – or, if any negative results did occur, the project responded adequately. The occurrence of additional (not formally agreed) positive results at impact level was monitored and additional opportunities for further positive results were seized.	30 out of 30 points
Overall score and rating		Score: **77 out of 100 points** Rating: Level 3: moderately successful

4.5 Efficiency

This section analyses and assesses the efficiency of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex 1).

Methodology for assessing efficiency

The efficiency of the project was evaluated according to the following two assessment dimensions:

- Efficiency dimension 1: the project's use of resources is appropriate for the outputs achieved (production efficiency: resources/outputs).
- Efficiency dimension 2: the project's use of resources is appropriate for the outcome achieved (objective) (allocation efficiency: resources/outcome).

Evaluation basis: both dimensions were analysed using the GIZ efficiency tool and based on the budget and cost data of the project. Since the allocation of costs to outputs has only been carried out during the planning and implementation of BMZ-financed projects since 2018, evaluations of projects that started before 2018 must estimate the cost-output ratios retrospectively. It is for this reason that the GIZ Evaluation Unit developed the efficiency tool.

For dimension 1 (production efficiency), the evaluation focused on the extent to which the available resources could have been used to maximise outputs. For dimension 2 (allocation efficiency), the focus was on the outcome-resource ratio and the extent to which cooperation, synergies or a different distribution of resources (e.g. among the outputs) would have improved efficiency.

The project has provided cost data, information on partner contributions and personnel instructions. In a joint exercise during the inception mission, the project managers and the international evaluator identified cost-output ratios by estimating the distribution of costs and human resources in relation to outputs. The project progress reports, and the evaluation mission provided information on the achievement of outputs and outcome

indicators, measured by the achievement of the project. This completes the data required for the efficiency tool. During the evaluation mission, the cost-output ratios presented in the efficiency tool were discussed in qualitative interviews.

Evaluation design: the analysis of the data using the efficiency tool follows the analytical questions in the evaluation matrix, which are based on the 'follow-the-money' approach (level 1 method). The analysis of efficiency dimension 2 follows the evaluation questions and is only partially based on cost data. The approach to be used was defined by GIZ and is used as a standard tool in all central project evaluations.

Evaluation methods: the evaluation methods applied were the efficiency tool, interviews, a project-team questionnaire and document analysis. The results of the application of the efficiency tool were discussed in light of the evaluation questions and indicators with the project managers and other relevant stakeholders during the evaluation mission. For dimension 2, in addition to the cost-based data from the efficiency tool, which are used to reflect the outcome-resource ratio, interviews were conducted to explore the extent of cooperation and synergies as means of maximising results. Interviewees were members of the project team and representatives of other GIZ projects. A BMZ representative was interviewed over the phone. The information from the interviews was triangulated with progress reports. The combination of methods allowed for method and data triangulation.

The strength of evidence is moderate for evaluation dimension 1 and for evaluation dimension 2. This is because the cost-output allocation is based on project estimates. In view of the relatively high proportion of costs for personnel and experts, an exact allocation of personnel costs to outputs was not possible, especially in relation to the project managers, who had many overarching tasks to perform. Estimates are subject to personal bias. It is difficult to assess the extent to which the project used comparative figures to achieve its results in a cost-effective manner, as the quality standards of GIZ, particularly in relation to construction projects, are far higher than those of local or international NGOs. Nevertheless, the efficiency tool provides a far more accurate basis for reflection on efficiency than approaches based solely on expert interviews.

Analysis and assessment of efficiency

Efficiency dimension 1: the project's use of resources is appropriate for the outputs achieved (production efficiency).

The project had a total budget of EUR 8,600,000. As at April 2020, EUR 7,826,099.10 (91%) of the budget had been spent or committed as liabilities. As the project was commissioned before 2018, resources were planned according to budget lines rather than outputs. A fourth outcome, relating to the water component, was added to the budget, but was subsumed under output C in the results matrix. The efficiency-tool analysis showed that expenditures were unequal among the outputs, with the highest share going on output A (46% for improved livestock production). Fewer resources were spent on outputs B (25% for milk value-chain development) and C (29% for agricultural development, including the water component – 22% of which was purely for agricultural irrigation and support). At least 17% of the budget was spent on water-supply structures, including cash-for-work costs (efficiency tool; GIZ, 2020d).

Table 14. Costs by output and overarching costs (as at 30 April 2020)

Overall costs (without GIZ overhead)	EUR 8,390,100 (thereof 21% overarching costs, approx. EUR 1,764,000)		
Outcome	The livelihoods of the population concerned are improved and its resilience is enhanced.		
Outputs	A. Selected agropastoral and pastoral livestock farmers of both genders employ improved livestock breeding techniques.	B. Men and women working in the dairy sector use improved methods of milk hygiene and milk marketing.	C. Rain-fed and irrigation farming systems are introduced to improve production of forage crops, fruit and vegetables.
Overall costs (incl.	EUR 3,025,825.48	EUR 1,673,030.87	EUR 1,912,185.93

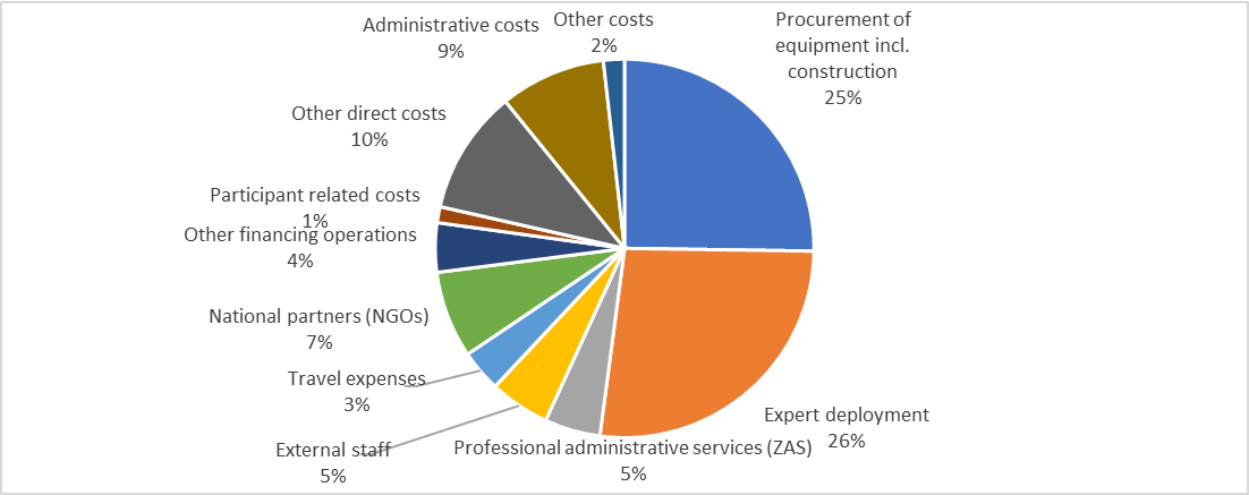
commitments)			
Direct beneficiaries reached	3,500	1,012	5,500
Net cost-benefit ratio[10]	EUR 865	EUR 1,653	EUR 348
Total cost-benefit ratio[11]	EUR 1,103	EUR 2,073	EUR 442
Indirect beneficiaries reached	47,000		
Total indirect cost benefit[12]	EUR 176		

The number of indirect beneficiaries of the project is stated as 47,000. It was not possible to distribute the indirect beneficiaries across the three outputs separately because there were overlaps. Therefore, the total amount of overall costs (including commitments) was divided by the number of indirect beneficiaries to determine that approximately EUR 141 was spent per indirect beneficiary. In summary, the cost-benefit ratio is very high, which means that the measures appear to have been very expensive to implement.

The total cost of the outputs represents 79% of the total budget. The remaining 21% comprises overarching and other general costs (according to the efficiency tool). This is reasonable. For a rough cost-benefit analysis, the net costs per output are divided by the number of beneficiaries and, in addition, the number of beneficiaries is divided by the proportional total budget.

The following figure shows the various main lines of the budget according to the efficiency tool.

Figure 2. Budget allocation



The unequal allocation of resources reflects the similarly unequal prioritisation of topics/outputs, as well as the differences in cost intensity and the opportunities regarding the different outputs. Output A was cost-intensive, because it included construction of water reservoirs, agro-vet and cooling hubs, restocking and quarantine measures, capacity development measures and provision of technical advice by consultants.

A total of EUR 255,652 in cash funds was disbursed through cash-for-work measures (GIZ, 2020d) and flowed directly into the local economy. An analysis of administrative costs in relation to cash-for-work expenditure could not be carried out.

[10] Overall output costs divided by number of beneficiaries.
[11] Overall project cost as a percentage of output divided by number of beneficiaries.
[12] Overarching (indirect) cost divided by number of direct beneficiaries (1.764.000 . 10.000).

There are no significant discrepancies between the calculated costs and the planned costs. The change offers were preceded by precise cost calculations based on detailed planning and calculations of quantities (e.g. numbers of cisterns, animals, etc.).

The extent to which the results could have been maximised with the same quantity of resources, under the same conditions and to the same level of quality or better (maximum principle) is difficult to analyse retrospectively. Some measures were implemented by local NGOs, which, in turn, had their own personnel costs, etc. In terms of measures directly implemented by national project staff, quantities could be maximised with the same amount of funds. The investment in a livelihood improvement project construction unit resulted in high-quality building work and fewer delays.

A redistribution of resources between outputs could have maximised the results in terms of beneficiaries, especially in terms of the water component (outputs A and C), but also agricultural production. Unexpected and unplanned needs (stoves, water infrastructure, cooling centres) were covered by additional resources (top-ups).

The output-resources ratio and possible alternatives were not examined in detail during design and implementation, as it was assumed that the best option among the alternatives had been chosen. The ratio was taken into account by concentrating on reducing losses first, before turning to the aspects of increasing production. The annual project-planning sessions (internally and via partner workshops) were used to assess achievements and identify gaps, obstacles, etc. In addition, the results of the customer satisfaction survey were considered. On the basis of these discussions, future activities and their scope (quantity = distribution of expenditure) were planned.

The construction of the water-retention basins with the help of cash-for-work measures (e.g. for excavation) was assessed as not very efficient. Using machines would have been much faster, more effective and cheaper. It is also not evident that this digging work actually promoted ownership among the beneficiaries. A cash contribution would certainly have been more effective in this respect, as this would have given the beneficiaries more rights to influence the design and strategy, according to unpublished project evaluations by Welthungerhilfe, Kindernothilfe and others in this sector and country.

Efficiency dimension 1 (the project's use of resources is appropriate for the results achieved (production efficiency)) is rated **60 out of 70 points**. Ten points were deducted because of the unfavourable cost-benefit ratio.

Efficiency dimension 2: the project’s use of resources is appropriate for achieving the project’s objective (allocation efficiency/resources outcome).

Achievement of the project objective could have been maximised with the same amount of resources to the same level of quality or better (maximum principle) in just two areas: construction costs could have been reduced by putting contracts out to tender to construction companies, and project monitoring could have been better.

The relationship between outcome and resources and alternatives was examined in detail during implementation, but not during the design and evaluation phases.

Regarding output A (support for livestock farmers), the numbers of community animal-health workers and villages served were increased, in line with livestock-owner requirements. In terms of output B (dairy farming), the focus was on the agricultural activities of agropastoral communities and livestock farmers. Forage grass was grown, initially only in a few villages, in order to gain experience and identify other potential villages (GIZ, 2020c; GIZ, 2018c).

Regarding output C, the focus was on villages that practised rain-fed agriculture. A small number of villages received help to start practising irrigated agriculture and the number was continuously expanded. In terms of prosopis cultivation, the numbers of beneficiaries in the villages served were constantly increased and new

villages brought on board throughout the duration of the project, depending on the availability of funds (GIZ, 2020c; GIZ, 2018c).

There was no co-financing for the project. Assistance from ministries was effective but did not affect efficiency. More resources were used as a result of the change offers. The cost-benefit ratio was reasonable and improved efficiency. No additional funds, resources or help were provided from other projects or organisations. Other projects (e.g. GIZ project 'Sustainable Land Management') and organisations like WHH, PENHA, Candlelight, ADO benefited from the technical experience they gained on this project and were able to incorporate some of its innovations into their own programmes (GIZ, 2020c; GIZ, 2018c; efficiency tool). Efficiency dimension 2 (project's use of resources is appropriate for achieving the project's objective (allocation efficiency/resources outome)) is rated **25 out of 30 points**. Five points were deducted because of the rather superficial analyses of the relationship between results and resources and alternatives.

Summarising assessment and rating of efficiency

Table 15. Rating of OECD/DAC criterion: efficiency

Criterion	Assessment dimension	Score and rating
Efficiency	The project's use of resources is appropriate for the outputs achieved (production efficiency).	60 out of 70 points
	The project's use of resources is appropriate for achieving the project's objective (outcome) (allocation efficiency).	25 out of 30 points
Overall score and rating		Score: **85 out of 100 points** Rating: **Level 2: successful**

4.6 Sustainability

This section analyses and assesses the sustainability of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex 1).

Methodology for assessing sustainability

The sustainability of the project was evaluated on the basis of the following two assessment dimensions:

- Sustainability dimension 1 – prerequisite for ensuring the long-term success of the project: results are anchored in (partner) structures.
- Sustainability dimension 2 – forecast of durability: project's results are permanent, stable and resilient in the long term.

Evaluation basis: the project was still in progress as this evaluation was carried out and had approximately four months left to run (until August 2020). This limited the evaluation to a certain extent, as there were no answers to such post-project questions as 'how will the project activities be continued after the end of the project?' and 'what is the replication rate of implemented measures among neighbours, neighbouring communities, etc'? Nevertheless, the evaluation basis for dimension 1 is quite sound, as reports and interviews provided information on what the project has done or intends to do to anchor the results in the partners' structures.

For dimension 2, the analysis focused on ecological and economic sustainability, as these are particularly relevant with regard to conflicts in connection with the use of natural resources.

Evaluation design: exploratory, following the evaluation questions.

Evaluation methods: the most important way in which data to assess sustainability were collected was by conducting interviews. The evaluators interviewed a wide range of stakeholders to capture different perspectives on sustainability. A very important stakeholder group is the staff of the Ministries of Agricultural Development and Livestock and Fisheries Development. This group helped the evaluators understand the extent to which the results are already anchored in the structures of the ministries, how ministry staff assesses the challenges and opportunities for sustainable outcomes, and to what extent the insights gained are used – for example, in the development of follow-up projects with a similar focus. Progress reports and information from the project team, as well as observations on site, complemented the interviews. A further indicator of sustainability is the degree to which the various indicators are replicated. The more the measures or activities initiated by the project are replicated, adopted, passed on or requested by the target-group members, the more easily their sustainability (as well as their relevance) is assessed.

While the strength of the evidence for dimension 1 is good, because it allowed the extent to which the project took precautions to ensure sustainability to be assessed, it is only moderate for dimension 2, because forecasting sustainability in a context where conditions are constantly changing is necessarily speculative. Triangulation was performed essentially by triangulating the interviews of the different stakeholders, i.e. the data sources.

Analysis and assessment of sustainability

Sustainability dimension 1: prerequisite for ensuring the long-term success of the project: project's results are anchored in (partner) structures.

With regard to the project's contribution to ensuring ownership by the partners in the medium to long term, a distinction must be made between the micro (target group), meso (district authorities and national NGOs) and macro (ministries) levels.

Once the village development committees (VDCs) and their respective sub-divisions were established, responsibility for the management and maintenance of the project results, including water points, gabions, etc. was transferred to them. VDCs were involved in these activities from the beginning. The project obliged VDCs and the beneficiaries to participate in implementing the measures, in order to promote ownership. Furthermore, they were trained how to maintain the agro-vet hubs, dairy markets, etc. However, the communities undertook hardly any independent activities (GIZ, 2019c; Int_u8giz).

The project tried to create synergies between the different sectors to increase sustainability. This proved highly successful in terms of forage cultivation and milk production. More could have been achieved, however, in terms of the construction of water-retention basins and irrigated agriculture, and in relation to community animal-health worker training, in that many more women could have been trained (Fgd_r5zg; participatory observation).

The project worked closely with the Berbera municipal authorities (meso level) – for example, in implementing the milk-market measures. Here, the authorities were involved from the beginning in the planning, design and execution of the measures and contributed their share (land allocation, building permit, etc.) to the construction of the markets. Several of the project's activities were carried out through national NGOs, which served as training for them, in the form of 'learning by doing'. The positive cooperation and experience with, for example, the Pastoral and Environmental Network in the Horn of Africa and Candlelight means they are now qualified to take part in further interventions and they feel more of a sense of responsibility for the communities they serve (Int_t6rp; Int_z7zgo).

The capacities of the Ministry of Planning and National Development (in terms of planning), the Ministry of Agricultural Development (in terms of plant protection) and the Ministry of Livestock and Fisheries Development (in terms of livestock management) were strengthened as part of the project, and intensive efforts were made to involve them in implementing measures. Various offers were made to the partner ministries to

participate in international forums and workshops, but these invitations were rarely accepted (Int_u8giz; Int_t6rp).

It was not possible to determine the extent to which the partner ministries took the project advice, content, approaches, methods or strategies into account or implemented them in their systems (Int_u8giz; Int_t6rp).

Many of the project's measures were designed in such a way that they can continue to be used easily by the target group. For example, the fuel-efficient stoves were purchased locally and introduced to local market-traders, so that they are always available locally, at reasonable prices and quality. The same goes for the pasteurising pots and milk churns for the milk producers. The cooling hubs have been equipped with rainwater collection tanks to ensure that water is available for cleaning purposes. However, most of the tanks were not full at the time of the evaluation (participatory observation; Int_r5zg).

Most of the measures put in place are being used by the target group. The gabions have visibly prevented soil erosion and the extension of the gully into the agricultural area. Moreover, the beneficiaries have a good understanding of the technique for producing and maintaining gabions. Nevertheless, they did complain during the evaluation that they were not paid for this work. Some outputs had not yet been completed or handed over at the time of the evaluation and were therefore not yet in use. No qualified installers for solar-power systems could be found on site, so technicians from Kenya had to be called in. This means that, in the event of failure or malfunction of the solar-power systems, there is no effective way for the target group to deal with it. The project tried to ensure the easy availability of safe and suitable pesticides and biological control agents for plant protection, and at reasonable prices. Nevertheless, fly traps, for example, are not readily available. The target group did not significantly replicate the measures or develop them further. This could only be observed on a small scale, e.g. in the case of the gabions (Int_r5zg; Int_u8giz).

On the one hand, the (long-term) resources and capacities at the individual, organisational, societal and political levels in Somaliland are described as very limited (and in need of further support) to ensure continuity of the results achieved (Int_u8giz; Int_t6rp). On the other hand, the UN Food and Agriculture Organisation estimates the Somali diaspora to be more than one million people, many of whom support their families back home with money. In addition, more than USD 600 million is spent in the country annually (and flows largely to Ethiopia) on khat (FAOb, 2017; Deutsche Welle[13]). These two facts indicate that considerable financial resources are actually available and therefore could be used to elicit a larger contribution from the target group. This would increase ownership and improve production efficiency.

Capacity and resources are available at regional level, however. The partners are very committed to ensuring the continuation of the results and supporting the planned follow-up project. At the political level, capacities are very mixed: on the one hand, ministries support the measures and the consolidation plans; on the other, the will to contribute is limited. Given the fragility of the context and the potential for conflict and other violence, the project took care to ensure that local dividers/escalating factors were not exacerbated and that connectors/de-escalating factors were supported. It did so by providing balanced and targeted support for the various communities, through interventions in the water-supply sector and by implementing measures to restock small-ruminant herds in a transparent way. The water-sector interventions, in particular, made a sustainable contribution to reducing conflicts over water resources, particularly between villagers and settled internally displaced people (Int_u8giz; Int_t6rp; Int_r5zg).

A systematic exit strategy was not considered. Knowledge management for the provision of lessons learned and materials is in place. Whether this will be used by the partners or the follow-up project in the future is, however, doubtful, given previous experiences with the various ministries, the poorly coordinated cooperation among all actors and the lack of a BMZ strategy for Somaliland. In addition, there is no coordinated and formalised strategy for a handover, nor are there structural synergies, follow-up support or downstream executing agencies.

[13] Deutsche Welle report dated 9 April 2015 – https://www.dw.com/de/kauen-ohne-ende-khat-konsum-in-somaliland/g-18367089

In general, there is a noticeable ‘demanding’ mentality among the target group and a growing tendency to depend on development aid and external support (money sent home by the diaspora). Many people hope that another willing organisation will come along and improve the results and take over the costs. These attitudes are clearly integral to both individual and national coping mechanisms, and the project has not done enough to counter them, because it is a challenge to do so in a context where neither the government nor other actors are on the same page (Int_u8giz; GIZ, 2020b; participatory observation).

A follow-up project (also transitional development assistance) is planned and will be a successor to the project under evaluation. As part of the handover, the project managers intend to prepare a comprehensive report for the ministries and other partners on each area of activity, including lessons learned, and make it available to all. Assets will be handed over in a timely manner.

Sustainability dimension 1 (ensuring the long-term success of the project and that results are anchored in (partner) structures) is rated **30 out of 50 points**. Ten points were deducted because of the insufficient contribution of the target group, and a further 10 were deducted for the low level of ownership.

Sustainability dimension 2: forecast of durability: project’s results are permanent, stable and resilient in the long term.

Essentially, it can be confirmed that in terms of the most significant project results, like the cooling and agro-vet hubs, cisterns and water-retention basins, the construction quality was high. During the evaluation, only a few small defects were found, e.g. some water tanks did not have a tap, small cracks in the masonry of a cistern, and a malfunctioning solar-power system on one water basin (GIZ, 2020c; Int_u8giz; Int_t6rp; Int_r5zg).

The Ministry of Agricultural Development plans to continue with the trained agricultural focal points (AFPs) and extend the service to the regions. The AFPs will help train newly recruited consultants (GIZ, 2020c; Int_u8giz; Int_t6rp). However, so far, this is merely a declaration of intent and while, in theory, it appears to be an effective approach, its effectiveness and sustainability are uncertain, as there is not a single example in Africa of where this approach has worked. It usually fails because salaries are not paid on time, the equipment provided to the consultants is often terrible, they lack transport and fuel, and thus their performance quickly deteriorates. There are no indications that things will be any different in Somaliland. For this reason, the UN Food and Agriculture Organisation has developed the so-called ’farmer field-school’ approach across the continent, but it works only moderately well and only if it is implemented through so-called lead farmers, who work on their own fields (FAOc, 2020). This observation is based on the evaluation team’s experience of 28 evaluations.

It is obvious that the village development committees and councils of elders alone may not be sufficient to ensure the sustainability of the agro-vet and cooling hubs, etc. Therefore, the project team believes it might have been better if the established hubs and other facilities had been handed over to the regional or district representatives of the ministry. This would have ‘improved people's perception of ownership of the institution and the clarity of the roles and responsibilities of each party’ (Int_ iu8giz). Based on evaluation experience, however, this approach is not effective either, as it only results in additional work for the ministries or departments responsible, without any compensation. More effective solutions are more likely to be found by cooperating with the private sector (see chapter 5, Conclusions and recommendations) (GIZ, 2020b; Int_u8giz, Int_r5zg).

The fuel-efficient stoves were originally provided free of charge and were not really available at village level. They were, however, available as imported products, albeit of differing quality, at all the major regional markets. Nevertheless, the women argued that they could not afford such stoves, which cost, on average, USD 30 (Int_r5zg). The stoves do not represent a real innovation for the ‘housewives’, except for those few who only knew the three-stones cooking method. Many of the women have returned to the traditional three-stones cooking method or are using both. But it must be mentioned that to some extent there are some contradiction between the statements of the target group and the project team. However, an innovation would be the large-scale introduction of gas and adapted gas-stoves (paella-type cookers) in both urban and rural

areas, in order to drastically reduce the demand for firewood and charcoal, as shown in the example of Kenya (AHK Kenya 2019). This would, of course, require accompanying measures, in the form of legal provisions, training and sales support (e.g. from the private sector) and a compensation element, e.g. additional income generation (participatory observation; GIZ, 2020b; Int_u8giz; Int_r5zg).

The project provided materials, where necessary, and technical expertise for the construction of gabions, while other organisations paid money for the work itself. Coordination with other organisations, to avoid confusion and unnecessary expectations and demands on the part the beneficiaries of the various interventions, could not be established. This would have been the responsibility of the relevant regional government departments, which would obviously need a push in this direction (participatory observation; GIZ, 2020b; Int_u8giz; Int_r5zg; Int_t6rp).

The example of the insect traps for biological pest control demonstrates why such interventions need to be designed better and more comprehensively. The demonstration of the traps was not enough to convince the farmers and establish the method as an integral part of plant protection. The lessons to be learned here are that, first, any innovative agro-inputs that are introduced should be made available on site; second, they must be introduced clearly and explained thoroughly; and third, their use must be followed up and closely monitored (participatory observation; GIZ, 2020b; Int_u8giz; Int_r5zg).

The most likely risks in terms of the sustainability of the results/outputs are either that they will not be maintained (because another NGO will come and intervene again) or that third parties will absorb the output (e.g. agro-vet cooling hubs) to the detriment of the actual target group. Other potential risks are the outbreak and spread of human and animal diseases, as well as natural events with catastrophic effects, such as invasions of the desert locust and further drought, the probability of which is estimated at 90% (Int_r5zg; Int_u8uni).

There is no evidence that the project exacerbated, either directly or indirectly, dividers/escalation factors in the context of conflict, fragility and violence in the long term. The project was able to reinforce connectors/de-escalating factors – first, through conflict-sensitive monitoring (as described in section 4.3) and second, by involving all relevant stakeholders. This intervention can certainly be rated as sustainable, but it depends heavily on various external factors. The project has made intensive efforts to clarify the likes of property rights and rights of use, has trained numerous people at all levels of society, involved public-sector actors and attempted to regulate responsibilities in a comprehensive way. Quarantine measures (during the restocking programme) were implemented in an exemplary manner, and community animal-health workers were provided with appropriate theoretical and practical training, as well as continuous coaching. Other suitable preparedness measures to reduce risk included adapting forage cultivation to grow high-yielding varieties and be easy to multiply, and the exemplary distribution of fodder (wheat bran) as an emergency measure (participatory observation; GIZ, 2020b; Int_u8giz; Int_u8uni).

At the time of the evaluation, complaints had started to be voiced by third parties, who could see the high quality of the outputs and so were jealous. In addition, the involvement of local administrative structures is only partially effective in a place where corruption and ‘strongman’ politics are the norm (Fgd_r5zg; Int_u8giz; Int_t6rp; Int_z7zgo; Int_u8uni).

It is possible that smart farmers or other actors in the private sector (traders) will use the results and thus keep them running and generate income. Even so, however, the actual target group would presumably only have a limited increase in income (GIZ, 2020b; Int_r5zg). The additional water resources created could enable irrigation agriculture on a much wider scale, with a diversified range of crops and including the downstream value chains. This would subsequently lead to job creation, e.g. in agro-services, processing, packaging, transportation, sales, etc. Women could use the time and energy they save by not collecting firewood or water to get involved in other income-generating activities, e.g. vegetable growing, chicken farming, or get further training, e.g. in urgently needed basic business skills. There is also potential in the milk sector for further

processing, e.g. fresh cheese, hard cheese[14], yoghurt, butter, ayran, kefir, etc. and in the livestock sector as a whole, which has substantial market potential, e.g. domestic and export meat sales, leather processing, etc.

The other project, 'Sustainable Land Management (SLM)', which is also based around natural-resource management, is currently underway and will continue until the end of 2020. Clearly, a follow-up project to the SLM project, with a stricter focus on natural-resource management and aimed more specifically at the village development committees, would help enormously in consolidating the experiences from that project. It would also help facilitate the design, embedding and extension of the measures initiated, to ensure effective support for rural development and disaster preparedness and prevention at all three levels (micro, meso and macro) (Int_u8giz). Without such follow-up, the intervention area will soon revert to square one.

The sustainability dimension 2 (forecast of durability is that the results are permanent, stable and resilient in the long term) is rated **25 out of 50 points**. Five points were deducted because of the low level of involvement of the private sector; ten, because of the incomplete design of many measures, which weakens their sustainability; a further five, for insufficient promotion of potential; and finally, five more, for the general lack of long-term resilience.

Summarising assessment and rating of sustainability

Table 16. Rating of OECD/DAC criterion: sustainability

Criterion	Assessment dimension	Score and rating
Sustainability	Prerequisite for ensuring the long-term success of the project: results are anchored in (partner) structures.	30 out of 50 points
	Forecast of durability: project's results are permanent, stable and resilient in the long-term.	25 out of 50 points
Overall score and rating		Score: **55 out of 100 points** Rating: Level 4: moderately unsuccessful

4.7 Follow-up project

In the opinion of the evaluation team, Somaliland is no longer a typical candidate for transitional development aid. Because it is not yet internationally recognised as a sovereign state it is subsumed under Somalia and thus placed in the category of fragile state. Somaliland does not de facto belong to this fragile state. Its government is stable and working towards democratisation and developing the region, as outlined in its second National Development Plan (NDPS II, 2017–2021). There ought to be a much stronger focus on development, therefore. Water supply – for people, animals and agriculture – is still the key factor that determines the country's resilience, growth and livelihood development. A strategic approach, encompassing both technical solutions and innovative ideas on all three levels, is important.

It is also particularly important to promote the economic development of Somaliland. Since more than 70% of gross domestic product is generated through the use of natural resources (FAO et al), the sustainable use of these resources and, even more importantly, the development of the downstream value chains in rural areas, are crucial, not least to stop the rural exodus and the nationwide brain drain.

For further, specific, recommendations for the follow-up project, based on the experiences of the project under evaluation, please see section 5.2 – Recommendations.

[14] Cheese and butter are almost never consumed and would probably be very expensive. A further prerequisite would be a continuously secure cold chain. At present, the demand is very low.

From the perspective of the evaluation, the most important goals are sustainable and sufficient nationwide water management, long-term development of the natural-resource value chains and capacity development for public, private and civil-society actors

4.8 Key results and overall rating

Considering all criteria, the project was moderately successful in achieving its objectives. On the technical level, the project interventions were relevant to and effective for the target groups, capacity development and advisory services. In addition, the Ministry of Planning and National Development's capacity for policymaking and management has been enhanced. The project did not achieve its full potential because of the difficult environment and shortcomings in the project design. The following is a summary of the main findings for each of the five evaluation criteria.

Relevance

The project fit well into the relevant international and national strategic reference frameworks. The project was relevant for a very large part of the population of Somaliland, as livestock farming and the associated natural-resource management is a major challenge for the country, but also a way of life for many citizens.

The project responded to the needs of the rural population in the Saaxil and Togdheer regions and was able to manage the challenges posed by the drought. There were some weaknesses in the project design, but the results hypotheses are nevertheless plausible. For some of the hypotheses, the relationship between activities, output and outcome was not fully convincing and, in particular, several indicators were not useful for outcome monitoring.

However, the design was broad enough to allow flexibility in the strategic approach. The needs of women in the target group were taken into account. Demand-oriented and forward-looking project management contributed to the success of the interventions. The project responded to the changing priorities in the country by revising the design to take account of additional needs. This further increased its relevance for the partners.

Some measures were not given priority by all the villages served and there was a lack of coordination with other partners carrying out similar activities. Neither the target group nor the partner ministries had the opportunity to participate in the optional design of the measures. Implementation was, in part, solely about fulfilling outputs and supporting routine actions, rather than focusing on a more strategic direction.
The fact that a water component was not integrated right from the beginning must be seen as a deficit, because in the context of the project region and the target group, the availability of water for people, animals and agricultural production in general is the key factor, to the extent that it is even mentioned in the Peace and Conflict Assessment as the most important cause of conflict. Overall, the relevance criterion is rated as successful.

Effectiveness

In general, the project objective was almost achieved. Indicators 1 and 2 at outcome level were almost achieved. The project contribution to indicator 3 could not be determined but is estimated at about 10%. Indicator 4 (regarding water) was achieved beyond target. The project supported all major processes with capacity development and technical assistance, and most stakeholders gave positive feedback on the quality of the support provided. A serious problem, responsible for significant animal losses, is the huge amount of plastic waste littering the landscape. Animals graze on these 'wild dumps', and the consumption of plastic waste is responsible for 50 to 70% of animal losses, according to official veterinary information.

Women farmers from villages and female dairy dealers were trained to improve milk hygiene and storage. The relevant measures included the construction of cooling hubs and training in milk-shell hygiene and milk pasteurisation.

In the case of the results on food security and agriculture, achievements were more limited. Most output indicators were achieved or expected to be achieved by the end of the project. The achievement of output C (the agriculture component) was difficult to measure, owing to vague formulation.

Achievement was often more difficult to assess also because outputs and activities did not always fit together well. Different prioritisation of outputs, as well as shortcomings in the logic and design of outcomes, seem to have contributed to the varying levels to which individual outputs were achieved.

No negative outcomes were identified. The reconstructed results hypotheses of the results model can only partially be confirmed. A redesign of the strategy would have been necessary for those results that proved to be insufficient.

In general, the way in which cooperation management was handled was a success, as it resulted in the development of comprehensive and relevant cooperation management tools.

However, not all stakeholders could be involved as much as they would have liked. Capacity development was sometimes rather ad hoc and not very strategic, meaning the project was too demand-oriented and reactive.

Overall, the effectiveness criterion is rated as moderately successful.

Impact

The intended impacts were defined as improved livelihood and enhanced resilience. The project has made a recognisable, albeit provisional, contribution to both.

Within its scope of intervention, it contributed to several of the UN's Sustainable Development Goals (SDGs): combating poverty and hunger (SDGs 1 and 2), high-quality education and gender equality (SDGs 4 and 5), clean water and sanitation (SDG 6) and urgent measures to combat climate change and its impacts (SDG 13). It also contributed to SDGs 9 (industry, innovation and infrastructure), 11 (sustainable cities and communities) and 12 (responsible consumption and production).

The growing pressure on natural resources, especially water as the basis for life, and key prerequisites for socio-economic growth and disaster preparedness were not given enough priority.

Too little strategic management in terms of impact prevented the project from achieving its full potential. The lack of political will on the part of ministries for more strategic and impact-oriented action was also a factor that affected impact.
No negative results were observed at the impact level. The project's contribution to the intended impacts at a higher level, through the development of the livestock sector and promotion of the dairy value chain, was obvious.

Overall, the impact criterion is rated as successful.

Efficiency

The project had a total budget of EUR 8,600,000. By April 2020, 91% of the budget had been spent or committed as liabilities.

Analysis of the GIZ efficiency-tool data revealed that expenditure was uneven. Output A accounted for the highest share (46% for improved livestock production), 25% was spent on output B (dairy value-chain development) and 29% on output C (agricultural development, including the water component). At least 17% of the budget was spent on water-supply structures.

The total cost of outputs represents 79% of the total budget. The remaining 21% comprises overarching costs. All in all, €255,652 was spent on cash-for-work measures and entered directly into the local cash economy. There were no significant discrepancies between the calculated costs and the planned costs. The change requests were preceded by precise cost calculations based on detailed planning and calculated quantities (e.g. number of cisterns, animals, etc.).

A redistribution of resources between outputs could have maximised the results in terms of beneficiaries, especially in the water sector (output C), but also in agricultural production.

All in all, the project had very high project management costs and an unfavourable cost-benefit ratio. On the other hand, the number of indirect beneficiaries reached is also quite high.

The result (project objective) could only have been maximised to a limited extent with the same amount of funds and to the the same level of quality or better (maximum principle).

Other projects and organisations (Welthungerhilfe, Pastoral and Environmental Network in the Horn of Africa, Candlelight and others) benefited from the technical experience they gained from this project and were able to incorporate some of its innovations into their respective programmes.

There was a small amount of upscaling. What appear to be rather superficial analyses were carried out by the project concerning the relationship between results and resources and alternatives (e.g. the cooling hubs).

Overall, the efficiency criterion is rated as successful.

Sustainability

The main risks to sustainability came from external factors, e.g. the lack of (long-term) resources and capacities at individual, organisational, societal or political level in the partner country to ensure continuity of the results achieved.

With the establishment of village development committees (VDCs) and their respective sub-divisions, the responsibility for managing and maintaining the project outputs, including water points, gabions, etc. was transferred. VDCs were involved in these activities from the beginning. The project obliged VDCs and the beneficiaries to participate in implementing the measure, in order to initiate ownership. They were also trained how to maintain the agri-input shops and cooling hubs, contour bands and dairy markets.

The project tried to create synergies between the different sectors to increase sustainability. This has been very successful in forage production, with the cultivation of more nutritious grass, and milk production. The project strengthened the capacities of the Ministry of Planning and National Development, Ministry of Agricultural Development and Ministry of Livestock and Fisheries Development, and made intensive efforts to involve them in implementing the measures.

Many of the project measures were designed in such a way that they can continue to be used easily by the target group.

Most outputs are used by the target group. The construction of gabions has visibly prevented soil erosion and the extension of the gully into the agricultural area. Moreover, the beneficiaries have a very good command of the technique for producing gabions and for their future maintenance.

No qualified installers for solar-power systems could be found on site, so technicians from Kenya had to be called in. This is a shortcoming, because, in the event of a system failure or malfunction, there is no way for the target group to deal with it.

In general, there is a noticeable ‘demanding’ mentality among the target group, at micro and macro level, and a growing tendency to depend on development aid and external support (money from the diaspora).

At the time of the evaluation, planning for a follow-up project had begun, including measures for, mainly, disaster risk management and prevention, improved food security and social cohesion. However, some of the livelihood improvement project measures need further consolidation.

Overall, the criterion of sustainability is rated as moderately unsuccessful.

Table 17. Overall rating of OECD/DAC criteria and assessment dimensions

Criteria	Score	Rating
Relevance	86 out of 100 points	Level 2 = successful
Effectiveness	77 out of 100 points	Level 3 = moderately successful
Impact	82 out of 100 points	Level 2 = successful
Efficiency	85 out of 100 points	Level 2 = successful
Sustainability	55 out of 100 points	Level 4 = moderately unsuccessful
Overall score and rating for all criteria	**77 out of 100 points**	**Level 3 = moderately successful**

Table 18: Rating and score scales

100-point scale (score)	6-level scale (rating)
92–100	Level 1: highly successful
81–91	Level 2: successful
67–80	Level 3: moderately successful
50–66	Level 4: moderately unsuccessful
30–49	Level 5: unsuccessful
0–29	Level 6: highly unsuccessful
Overall rating: The criteria of effectiveness, impact and sustainability are knock-out criteria: If one of the criteria is rated at level 4 or lower, the overall rating cannot go beyond level 4 although the mean score may be higher.	

5 Conclusions and recommendations

5.1 Key findings and factors of success/failure

This chapter draws conclusions based on an assessment of how the project management positively or negatively influenced implementation and results. As external factors are also decisive for success or failure, key ones are listed to provide a better understanding of the results in a specific context.
In summary, the evaluation results show that the results model, with the results hypotheses, the results-oriented monitoring system and the project indicators, is only moderately plausible and compliant with standards. First, the prioritisation of the project outputs was suboptimal, as the water sector was not afforded the priority and relevance it should have been; second, the results matrix therefore had to be constantly expanded; and third, the results-based monitoring ultimately fell short of its potential (also due to poor selection of indicators).

Overall managerial set-up

- The overall project management was very flexible and demand-oriented, and steered the project successfully through a difficult phase (due to the prolonged drought) under difficult conditions.
- Despite the expansion of the scope of activities (in this case, emergency measures and a water component were added through change offers), the staffing level was adequate.
- Sufficient staff was available for project management. More personnel would not have been necessary for this purpose.
- Project experience with the outputs shows that good design is the key to successful implementation and that good results can also be achieved with national NGOs if the technical expertise can be acquired.
- A key part of the monitoring and evaluation officer’s role should be to monitor/advise project management.
- Headquarters support must take into account the specific requirements of national officers regarding technical needs and context.

Quality assurance

- The mandatory quality assurance tools are relevant for successful project management. The project developed a documented steering structure that defined the steering framework for cooperation with the partners and for the project team. Although there was no explicit strategy for capacity development of the (governmental) partners, this was conducted on demand. The operational plan was revised and adapted every year, as change offers were made. The quality of the project's results-based monitoring system suffered, among other things, from the way in which indicators were formulated and from an insufficient baseline study. This did not affect the quality of cooperation management.

Cooperation management according to the Capacity WORKS model for sustainable development

- Strategy: while the proposal outlines the general concept of a project, a strategy development process is required to specify and detail the strategies for implementation and, above all, to ensure coordination with other actors. It is therefore crucial that projects take the opportunity to revise and adapt the design, the results model (theory of change) and the outcome matrix to the reality, and that a project always encompasses a capacity development strategy. The project under evaluation could have used the opportunity of the 2016 change offer to undertake a more comprehensive review of the results framework. A clearer strategic approach would have provided a safeguard and could have 'protected' the project, to a certain extent, from short-term requirements. As a transitional development assistance project, an exit strategy was not on the agenda. Instead, a development approach or country strategy should be developed in order to implement more targeted, efficient and effective measures and reduce sustainability risks. A positive factor was that the general nature of the proposal allowed a high degree of flexibility to adapt to a changing context.
- Cooperation: a good understanding of the key players, their roles and interests is important in order to be able to respond to their needs. The project had conducted a stakeholder analysis and identified specific needs. However, a governmental meeting took place an entire year after the project started. As a result, the new partners did not feel sufficiently included and integrated.
- Steering structure: key steering tools are an operational plan with milestones, a conflict-sensitive results-based monitoring system and a documented steering structure to provide an appropriate framework for communication and decision-making processes. Such a steering structure was not sufficiently established within the project, several stakeholders complained about insufficient communication and a lack of transparency.
- Learning and innovation: implementation and capacity development processes require a clear strategy, quality assurance and follow-up of the use and application of the results and acquired skills. Good examples from the project of how design, implementation and process facilitation can be combined into a comprehensive development process are the forage cultivation and value chain development for milk production. Project managers should make efforts to ensure quality assurance and follow-up in order to learn lessons from the success factors. At the enterprise level, GIZ's decades of experience in rural development (value chain development, and, for example, very recently in combating desert locusts) and in the integration of public sector institutions is not well prepared and documented, and is obviously difficult to access and use.

External factors

Several external factors hindered the achievement of the intended results and threatened sustainability:

- The tight budget of the Ministry of Planning and National Development and other partner ministries leaves little scope for the continuation of activities with partners' own funds.
- Frequent changes of leadership in the partner ministries led to interruptions in communication. The project did not need to make major adjustments to its strategies during implementation, but, at the same time, it was neither supported nor stimulated in the form of more effective or innovative approaches, or effective coordination of the actors.
- The demanding mentality of the target groups at micro and macro levels, and a growing tendency to depend on development aid and external support (money from the diaspora).

External success factors included:

- An increasingly peaceful situation in the intervention area, with no major conflicts along ethnic lines, terrorism or atrocities.
- The end of the drought period and onset of the rainy season at the end of 2018, since when there has been sufficient rainfall in many regions of the intervention area.

5.2 Recommendations

At the end of the evaluation field mission in April 2020, the project had five months left to run. Therefore, the evaluation team have avoided recommendations that would require major changes, as it was aware that the time for implementation would be too short. Instead, it focused on those changes that could help the project achieve some of its intended results and prepare for a systematic transition. As there will be a follow-up project, and the evaluation team have knowledge of the plans, specific medium and long-term recommendations for this project have been developed.

All recommendations are based on the specific findings and conclusions of the evaluation (for details, see the evaluation matrix in Annex 1). The recommendations are addressed to the project and to GIZ headquarters.

Recommendations for the project under review

- **Recommendation 1:** conduct a joint 'lessons learned' workshop with the project partners to enhance the learning experience, define priorities and identify activities and needs to be completed by the end of the project. Consequently, the project team needs to define an organised handover phase. This is urgent and should be done as soon as possible.
- **Recommendation 2:** clarify unfinished measures, e.g. in the water sector (non-functioning solar pumps and solar-power systems, water-tank outlets, etc.) and ensure speedy completion of remaining work, COVID-19 restrictions permitting.
- **Recommendation 3:** conduct a market study focusing on the dairy sector to identify shortcomings and drivers, and to develop solutions for how to integrate the private sector more closely. This is to ensure greater sustainability and identify new products (fresh cheese, yoghurt, ayran, etc.) and outlets, as well as fundamental problems in marketing agricultural products. This applies, in particular, to the preparation of the follow-up project.
- **Recommendation 4:** conduct a more in-depth analysis of the existing agro-vet and cooling hubs, in light of the doubts surrounding their functionality and sustainability. The questions to be asked are as follows:
    - Should the veterinary training conducted so far for community animal-health workers be extended to the (dairy) women who, through milking, handle livestock on a daily basis and thus recognise signs of disease, etc. much earlier? This training would enhance their knowledge of diseases and inter-relationships (keyword: 'One Health').
    - Would the dealers, who are currently already selling medicines for animals, benefit more from training in pharmacology and sales? If they were certified, livestock farmers would be able to identify which dealers have been professionally trained, have refrigeration facilities and are competent and trustworthy. The dealers have already established their supply chains and need hardly any support in this regard.
    - Are the cooling hubs as sustainable and income-boosting as expected? Is it possible to develop the cooling hubs into micro dairies, and install pasteurisers, cooling tanks and possibly yoghurt-production facilities, in order to buffer production peaks, offer additional products on the market and professionalise the dairy value chain in general? Greater involvement of intermediaries, for fairer marketing and as supporters of sustainable management, should be considered. Is it possible to position the dairies more strategically in order to have a reliable power supply, access to water for cleaning purposes and easy access for intermediaries and producers?

Recommendations for the follow-up project

- **Recommendation 5:** regarding the involvement of and support for partners, it is not just a matter of including the state partners more but also of considering how they can be made the driving force behind the intervention. Conduct a joint analysis of partner ministries' priorities in terms of relevance, achievability and impact, and subsequent support for implementation. An individual contribution in cash from partners should also be required. Identify ways to integrate the private sector and national NGOs better, as well as ways they can develop more responsibility and initiative themselves.
- **Recommendation 6:** including the government is crucial. However, there must be some flexibility, in that, if it is not possible to make the partner ministries the driving force behind the intervention, the private sector and civil society (NGOs) will need to be involved more, so that they can become the drivers. At the same time, it is equally important to ensure the target groups are much more involved and responsible. They must make a substantial contribution to the results, in the form of brainpower, cash, in-kind contributions and work. This applies to the partner ministries, the private sector and rural communities, too – right down to each individual beneficiary. Those who make their own individual contribution receive the necessary support and whoever contributes first gets served first. In the contexts of 'Leave no one behind' and 'Do no harm', two options can be considered: i) introduce fair, unconditional cash transfers for particularly vulnerable households (single women, elderly, disabled, etc.), to ease the burden on caretaker households. Clear selection criteria and limits, negotiated with the community, can be applied; ii) extend cash-for-work measures to more people who are less vulnerable but still able to work. Examples of the type of work that can be done are collecting plastic waste in the local area and digging waste pits for the disposal of this and other solid waste (thus introducing the concept of temporary waste management). This is a sensible and educational measure that would reduce not only the amount of plastic waste in the surrounding area but also the number of animals that die from ingesting it (see section 4.3).
- **Recommendation 7:** it is important to develop a solid theory of change, with plausible results hypotheses. Even more important, however, is a clear and rigorous design of the measures with outcome-oriented and measurable indicators. Keep the project design as flexible as possible, to support outcome-oriented project management.
- **Recommendation 8:** right at the beginning of the project, develop a conflict-sensitive results-based monitoring system that is oriented towards the theory of change and the indicators, and under which corresponding basic values are gathered in a timely manner.
- **Recommendation 9:** water supply (for cities, relevant villages, herders, their animals and agriculture in general) is the key element in terms of disaster preparedness, socio-economic development and increased resilience. Therefore, a strategic approach, innovative means and a sustainable maintenance plan should be devised – taking coordination of all actors in the country into account – to ensure the national water supply. This will benefit a large number of people, create jobs and help improve disaster risk management (action field/output 1).
    - With regard to action field 2, improved food security (especially in rural areas) is based on both i) sustainable (climate smart) agriculture and ii) effective nutrition counselling. Agriculture includes i) improved access to agro-inputs, ii) improved cultivation techniques, iii) improved post-harvest management and iv) promotion of fair marketing. Nutrition counselling includes education about the different food groups and their importance for health, as well as the importance of clean drinking water and hygiene in general.
    - For successful implementation and practicable, conflict-sensitive results-based monitoring, the farmer-to-farmer advisory approach is recommended, which works with so-called lead farmers.

    - Regarding action field 3 (social cohesion and peaceful coexistence), women and young people should be empowered through training in basic entrepreneurial skills (farming/livestock breeding as a business), income-generating activities, such as small-holder chicken farming, prosopis management, basic veterinary skills ('One Health') and so-called village savings and loan associations. They should also be provided with training in life skills, such as nutrition, reproductive health and positive parenting; soft skills, such as non-violent communication; and leadership. Women and youth committees should be established to strengthen their voice in community development. In the context of Somaliland, this measure could be implemented very well by the local NGO partners, who should, of course, be extensively trained in advance.

- **Recommendation 10:** to strengthen ownership, a comprehensive 'kick-start' workshop should be held at the start of the new project (and repeated during it, if the majority of the project partners change at any point) to clarify and update the results model and matrix, implementation approaches, areas of responsibility and partner contributions, and to ensure partners remain fully integrated. Annual reflection workshops with partners from government, the private sector and NGOs will help keep partners on board and facilitate joint operational planning and, if necessary, the development of adapted solutions.
- **Recommendation 11**: ensuring a functioning participatory and monitoring system, including a baseline study in accordance with quality standards.

Recommendations for GIZ headquarters

- **Recommendation 12:** standardise the measure units, e.g. for food and nutrition security, or climate-smart agriculture, to avoid a haphazard mix of activities with few logical connections. The measure units determine implementation to a much greater extent and are therefore decisive in terms of impact and sustainability. The measure units can be adapted to contexts very well, because they should be strictly oriented towards agro-ecological and socio-economic criteria.
- **Recommendation 13:** standardise success indicators, which are verifiably measurable and automatically anchored in an impact-oriented monitoring and evaluation system, in accordance with the outcomes and outputs, or measure modules. Modules of measures should be a bundle of activities which are summarised in a standardised concept and contribute comprehensively to an indicator.

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Annex: Evaluation matrix

OECD-DAC Criterion RELEVANCE (max. 100 points)						
Assessment dimensions	**Filter · Project Type**	**Evaluation questions**	**Evaluation indicators**	**Data collection methods** (e.g. interviews, focus group discussions	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific	**Evidence strength** (moderate, good, strong)
The project concept (1) is in line with the relevant strategic reference frameworks. Max. 30 points	Standard	Which strategic reference frameworks exist for the project? (e.g. national strategies incl. national implementation strategy for 2030 agenda, regional and international strategies, sectoral, cross-sectoral change strategies, if bilateral project especially partner strategies, internal analysis frameworks e.g. safeguards and gender (2))	No indicator, descriptive	Document analysis, interviews, survey	National Development plan II, Somaliland Vision 2030, Water & Food Security strategy, Somaliland Animal Health Strategy, General Livestock Strategy, Project Progress Report, Safeguard & Gender; relevant line ministries, regional coordinators, GIZ staff,	strong
	and Fragility	To what extent was the (conflict) context of the project adequately analysed and considered for the project concept (key documents: (Integrated) Peace and Conflict Assessment, Safeguard Conflict and Conflict Sensitivity documents)?	Project is a line	Document analysis	Analysis of PCA, Safeguard & Gender,	strong
	Standard	To what extent are the interactions (synergies/trade-offs) of the intervention with other sectors reflected in the project concept – also regarding the sustainability dimensions (ecological, economic and social)?	Interactions are reflected in the concept	Document analysis	Project proposal, Chapter 3.4.3 (SLM Programe)	strong
	Standard	To what extent is the project concept in line with the Development Cooperation (DC) programme (If applicable), the BMZ country strategy and BMZ sectoral concepts?	No BMZ country strategy, Global sector concept Transition Aid	Document review	Global sector concept Transition Aid	moderate
	Standard	To what extend is the project concept in line with the (national) objectives of the 2030 agenda? To which Sustainable Development Goals (SDG) is the project supposed to contribute?	SDG are not specifically considered during project design and development	Document review	Project proposal	moderate
	Standard	To what extend is the project concept subsidiary to partner efforts or efforts of other relevant organisatons (subsidiarity and complementarity)?	Project concept is at least not subsidiary, but more	Document review	Project proposal	moderate

The project concept (1) matches the needs of the target group(s). Max. 30 points	Standard	To what extent is the chosen project concept geared to the core problems and needs of the target group(s)?	PC is adressing the core problems and needs of TG	Interview, FGD, discussion and observations,	Stakeholders, TG, staff, project documents	strong
	Standard	How are the different perspectives, needs and concerns of women and men represented in the project concept?	Actvities gender disagregated with specific target for women	Document review,	Projekt proposal	strong
	and Fragility	How were deescalating factors/ connectors (4) as well as escalating factors/ dividers (5) identified (e.g. see column I and II of the Peace and Conflict Assessment) and considered for the project concept (please list the factors)? (6)	Identify de-escalating factors/connectors (4) and escalating factors/parts (5). Peace and Conflict Assessment are taken into account for the project concept, e.g. Columns I and II. Conflict-sensitive monitoring	Document review	Project proposal	good
	Standard	To what extent was the project concept (PC) designed to reach particularly disadvantaged groups (LNOB principle, as foreseen in the Agenda 2030)? How were identified risks and potentials for human rights and gender aspects included into the project concept?	Disadvantaged groups are addressed in the project offer and results matrix / model, · Risks and potentials for human rights and gender aspects are addressed in the project offer and results model / matrix	Document analysis, survey	Project offer, results matrix / model, gender analysis, project team questionnaire	good
	and Fragility	To what extent were potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries identified and considered?	PC were not aware	PC review	PC	strong
	Standard	To what extent are the intended impacts regarding the target group(s) realistic from todays perspective and the given resources (time, financial, partner capacities)?	the PC was modified (time and financial) to reflect the emerging needs	PC review, progress reports,	PC, GIZ AV	moderate
The project concept (1) is adequately designed to achieve the chosen project objective. Max. 20 points	Standard	Assessment of current results model and results hypotheses (theory of change, ToC) of actual project logic: - To what extent is the project objective realistic from todays perspective and the given resources (time, financial, partner capacities)? - To what extent are the activities, instruments and outputs adequately designed to achieve the project objective? - To what extent are the underlying results hypotheses of the project plausible? - To what extent is the chosen system boundary (sphere of responsibility) of the project (including partner) clearly defined and plausible? - Are potential influences of other donors/organisations outside of the project's sphere of responsibility adequately considered? - To what extent are the assumptions and risks for the project complete and plausibe?	Objective is realistic, · Project activities, instruments and outputs are adequately designed · Underlying results hypotheses are plausible · System boundaries clear and plausible, · influences of donors/other organisations are considered, · Project assumptions and risks complete and plausible.	Results model/ logframe review, PC analysis	Progress reports, results model, annual planning doc,	strong
	Standard	To what extent does the strategic orientation of the project address potential changes in its framework conditions?	Potential changes in framework conditions are reflected in the offer / results matrix	Document analysis, interviews, survey	Project offer, interviews with responsible for the commission, project team questionnaire	strong
	Standard	How is/was the complexity of the framework conditions and guidelines handled? How is/was any possible overloading dealt with and strategically focused?	The project concept is strategically sufficiently focused to deal with overloading / the complexity of framework conditions	Document analysis, interviews, survey	Project offer, change offer, progress reports, interviews with GIZ responsible of the commission and GIZ cluster coordinator, project team questionnaire	good
The project concept (1) was adapted to changes in line with requirements and re-adapted where applicable. Max. 20 points	Standard	What changes have occurred during project implementation? (e.g. local, national, international, sectoral, including state of the art of sectoral know-how)?	Drought mitigation (addition of water component, additional funds, time, more staff)	Document analsis	Drought assessment report, BL report, progress report	strong
	Standard	How were the changes dealt with regarding the project concept?	Through change offers	Document review	AV	strong

OECD-DAC Criterion EFFECTIVENESS (max. 100 points)				
Evaluation questions	**Evaluation indicators**	**Data collection methods** (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	**Evidence strength** (moderate, good, strong)
How does the project contribute via activities, instruments and outputs to the achievement of the project objective (outcome)? (contribution-analysis approach)	Contribution Analysis	Interviews	Activity tracking table	good
Implementation strategy: Which factors in the implementation contribute successfully to or hinder the achievement of the project objective? (e.g. external factors, managerial setup of project and company, cooperation management)	Reports / interviewees identify hindering / supporting factors (external and internal)	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
What other/alternative factors contributed to the fact that the project objective was achieved or not achieved?	Reports / interviewees identify other factors that contributed to the (non-) achievement of the project objective	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
What would have happened without the project?	No indicator, descriptive	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
Which (unintended) negative or (formally not agreed) positive results does the project produce at output and outcome level and why?	No unintended negative outcomes can be identified · Formally not agreed positive results can be identified	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
To what extent was the project able to ensure that escalating factors/ dividers (3) have not been strengthened (indirectly) by the project (4)? Has the project unintentionally (indirectly) supported violent or 'dividing' actors?	No escalation factors/division factors (3) have been (indirectly) strengthened by the project (4) The project has not (indirectly) supported violent or "divisive" actors.	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
How were risks and assumptions (see also GIZ Safeguards and Gender system) as well as (unintended) negative results at the output and outcome level assessed in the monitoring system (e.g. 'Kompass')? Were risks already known during the concept phase?	· Risks and assumptions are stated in the offer · Risks, assumptions and unintended results have been covered by the project's monitoring system	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
To what extent have risks in the context of conflict, fragility and violence (5) been monitored (context/conflict-sensitive monitoring) in a systematic way?	Risks, assumptions and unintended results have been covered by the project's monitoring system	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
What measures have been taken by the project to counteract the risks and (if applicable) occurred negative results? To what extent were these measures adequate?	· Project team / reports state measures to counteract risks and negative results · Project team / other stakeholders confirm adequacy of measures	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good
To what extend were potential (not formally agreed) positive results at outcome level monitored and exploited?	· The project monitored not formally agreed positive results at outcome level · The project states how not formally agreed positive results have been exploited	Document analysis, survey, interviews, field visits / observation	Progress reports, project monitoring data, interviews with project team and partners, assessment of partner products, project team questionnaire, field visits to regional offices	good

OECD-DAC Criterion IMPACT (max. 100 points)						
Assessment dimensions	**Filter - Project**	**Evaluation questions**	**Evaluation indicators**	**Data collection methods**	**Data sources**	**Evidence strength (moderate, good, strong)**
The intended overarching development results have occurred or are foreseen (plausible reasons). (1) Max. 40 points	Standard	To which overarching development results is the project supposed to contribute (cf. module and programme proposal with indicatoral identifiers if applicable, national strategy for implementing 2030 Agenda, SDG s)? Which of these intended results at the impact level can be observed or are plausible to be achieved in the future?	· Intended results at impact level can be observed, · It is plausible that the project has contributed to the achievement of the overarching results	Document analysis, interviews, survey	National reports, progress reports, project team questionnaire, interviews with GIZ project staff, GIZ cluster coordinator, partner and beneficiary representatives, field visits to Berbera region and villages	moderate
	Standard	Indirect target group and "Leave No One Behind" (LNOB): Is there evidence of results achieved at indirect target group level/specific groups of population? To what extent have targeted marginalised groups (such as women, children, young people, elderly, people with disabilities, indigenous peoples, refugees, IDPs and migrants, people living with HIV/AIDS and the poorest of the poor) been reached?	· There is evidence of results achieved at indirect target group level, · There is evidence that marginalised groups have been reached	Document analysis, interviews, survey	Progress reports, project team questionnaire, interviews with GIZ project staff, partner and beneficiary representatives, field visits to Berbera region and villages	moderate
The project objective (outcome) of the project contributed to the occurred or foreseen overarching development results (impact).(1) Max. 30 points	Standard	To what extent is it plausible that the results of the project on outcome level (project objective) contributed or will contribute to the overarching results? (contribution-analysis approach)	· Documents / interviewees provide plausible explanations on the contribution of results achieved to the project outccome	Document analysis, interviews, survey	Progress reports, project team questionnaire, interviews with GIZ project staff, partners and beneficiaries, field visits to Berbera region and villages	moderate
	Standard	What are the alternative explanations/factors for the overarching development results observed? (e.g. the activities of other stakeholders, other policies)	No indicator, descriptive	Document analysis, interviews, survey	Progress reports, project team questionnaire, interviews with GIZ project staff, partners and beneficiaries, field visits to Berbera region and villages	moderate
	Standard	To what extent is the impact of the project positively or negatively influenced by framework conditions, other policy areas, strategies or interests (German ministries, bilateral and multilateral development partners)? How did the project react to this?	Partly descriptive, · The project seized opportunities and sought to counter-balance negative influences	Document analysis, interviews, survey	Progress reports, project team questionnaire, interviews with GIZ project staff, partners and beneficiaries, field visits to Berbera region and villages	good
	Standard	What would have happened without the project?	No indicator, descriptive	Document analysis, interviews, survey	Interviews with GIZ project staff, partners and other stakeholders, focus group discussions with target groups in the governorates, staff team questionnaire	
	Standard	To what extent has the project made an active and systematic contribution to widespread impact and were scaling-up mechanisms applied (2)? If not, could there have been potential? Why was the potential not exploited? To what extent has the project made an innovative contribution (or a contribution to innovation)? Which innovations have been tested in different regional contexts? How are the innovations evaluated by which partners?	· Scaling-up mechanisms were applied, · Innovations have been tested, · Innovative contributions / contributions to innovations have been made	Document analysis, interviews, survey	Progress reports, project team questionnaire, interviews with GIZ project staff and partners	good
No project-related (unintended) negative results at impact level have occurred – and if any negative results occured the project responded adequately. The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized. Max. 30 points	Standard	Which (unintended) negative or (formally not agreed) positive results at impact level can be observed? Are there negative trade-offs between the ecological, economic and social dimensions (according to the three dimensions of sustainability in the Agenda 2030)? Were positive synergies between the three dimensions exploited?	· Descriptive for unintended results and trade-offs between the ecological, economic and social dimensions, · there is evidence / examples for the exploitatin of positive synergies between the three dimensions	Document analysis, interviews, survey	Progress reports, interviews with all stakeholders involved in the project, project team questionnaire	moderate
	and Fragility	To what extent did the project have (unintended) negative or escalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-state actors/institutions)? To what extent did the project have positive or deescalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-state actors/institutions)?	· Descriptive for unintended negative or escalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-state actors/institutions)	Document analysis, interviews, survey	Offer, progress reports, project monitoring sheets, interviews with responsible for the commission and M&E responsible, project team questionnaire	good
	Standard	To what extent were risks of (unintended) results at the impact level assessed in the monitoring system (e.g. "Kompass")? Were risks already known during the planning phase?	· Risks were assessed during the planning phase, · Risks are assessed in the project monitoring system	Document analysis, interviews, survey	Progress reports, interviews with project team, project team questionnaire	good
	Standard	What measures have been taken by the project to avoid and counteract the risks/negative results/trade-offs (3)?	· If risks, tradeoffs, negative results were observed, the project team took proactive measures to minimize them	Document analysis, interviews, survey	Progress reports, interviews with project team, project team questionnaire	good
	Standard	To what extent have the framework conditions played a role in regard to the negative results ? How did the project react to this?	· If the framework conditions were not convenient, the project team took proactive measures to minimize negative results	Document analysis, interviews, survey	Progress reports, interviews with project team, project team questionnaire	good
	Standard	To what extent were potential (not formally agreed) positive results and potential synergies between the ecological, economic and social dimensions monitored and exploited?	Potential unintended positive results and synergies between the dimensions have been a) monitored and b) exploited	Document analysis, interviews, survey	Progress reports, interviews with project team, project team questionnaire	good

OECD-DAC Criterion EFFICIENCY (max. 100 points)						
Assessment dimensions	**Filter - Project Type**	**Evaluation questions**	**Evaluation indicators**	**Data collection methods**	**Data sources**	**Evidence strength** (moderate, good, strong)
The project's use of resources is appropriate with regard to the outputs achieved. [Production efficiency: Resources/Outputs] Max. 70 points	Standard	To what extent are there deviations between the identified costs and the projected costs? What are the reasons for the identified deviation(s)?	Das Vorhaben steuert seine Ressourcen gemäß des geplanten Kostenplans (Kostenzeilen). Nur bei nachvollziehbarer Begründung erfolgen Abweichungen vom Kostenplan.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	good
	Standard	Focus: To what extent could the outputs have been maximised with the same amount of resources and under the same framework conditions and with the same or better quality (maximum principle)? (methodological minimum standard: Follow-the-money approach)	Das Vorhaben reflektiert, ob die vereinbarten Wirkungen mit den vorhandenen Mitteln erreicht werden können.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	good
	Standard		Das Vorhaben steuert seine Ressourcen gemäß der geplanten Kosten für die vereinbarten Leistungen (Outputs). Nur bei nachvollziehbarer Begründung erfolgen Abweichungen von den Kosten. Die übergreifenden Kosten des Vorhabens stehen in einem angemessen Verhältnis zu den Kosten für die Outputs. Die durch ZAS Aufschriebe erbrachten Leistungen haben einen nachvollziehbaren Mehrwert für die Erreichung der Outputs des Vorhabens.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Die übergreifenden Kosten des Vorhabens stehen in einem angemessen Verhältnis zu den Kosten für die Outputs.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Die durch ZAS Aufschriebe erbrachten Leistungen haben einen nachvollziehbaren Mehrwert für die Erreichung der Outputs des Vorhabens.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard	Focus: To what extent could outputs have been maximised by reallocating resources between the outputs? (methodological minimum standard: Follow-the-money approach)	Das Vorhaben steuert seine Ressourcen, um andere Outputs schneller/ besser zu erreichen, wenn Outputs erreicht wurden bzw. diese nicht erreicht werden können (Schlussevaluierung). Oder: Das Vorhaben steuert und plant seine Ressourcen, um andere Outputs schneller/ besser zu erreichen, wenn Outputs erreicht wurden bzw. diese nicht erreicht werden können (Zwischenevaluierung).	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard	Were the output/resource ratio and alternatives carefully considered during the design and implementation process – and if so, how? (methodological minimum standard: Follow-the-money approach)	Das im Modulvorschlag vorgeschlagene Instrumentenkonzept konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Die im Modulvorschlag vorgeschlagene Partnerkonstellation und die damit verbundenen Interventionsebenen konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhaben gut realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Der im Modulvorschlag vorgeschlagene thematische Zuschnitte für das Vorhaben konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Die im Modulvorschlag beschriebenen Risiken sind hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut nachvollziehbar.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Die im Modulvorschlag beschriebene Reichweite des Vorhabens (z.B. Regionen) konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens voll realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Der im Modulvorschlag beschriebene Ansatz des Vorhabens hinsichtlich der zu erbringenden Outputs entspricht unter den gegebenen Rahmenbedingungen dem state-of-the-art.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard	For interim evaluations based on the analysis to date: To what extent are further planned expenditures meaningfully distributed among the targeted outputs?	siehe oben	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate

OECD-DAC Criterion EFFICIENCY (max. 100 points)

Assessment dimensions	Filter - Project Type	Evaluation questions	Evaluation indicators	Data collection methods	Data sources	Evidence strength (moderate, good, strong)
The project's use of resources is appropriate with regard to achieving the projects objective (outcome). [Allocation efficiency: Ressources|Outcome] Max. 30 points	Standard	To what extent could the outcome (project objective) have been maximised with the same amount of resources and the same or better quality (maximum principle)?	Das Vorhaben orientiert sich an internen oder externen Vergleichsgrößen, um seine Wirkungen kosteneffizient zu erreichen.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard	Were the outcome-resources ratio and alternatives carefully considered during the conception and implementation process – and if so, how? Were any scaling-up options considered?	Das Vorhaben steuert seine Ressourcen zwischen den Outputs, so dass die maximalen Wirkungen im Sinne des Modulziels erreicht werden. (Schlussevaluierung) Oder: Das Vorhaben steuert und plant seine Ressourcen zwischen den Outputs, so dass die maximalen Wirkungen im Sinne des Modulziels erreicht werden. (Zwischenevaluierung)	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Das im Modulvorschlag vorgeschlagene Instrumentenkonzept konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	good
	Standard		Die im Modulvorschlag vorgeschlagene Partnerkonstellation und die damit verbundenen Interventionsebenen konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhaben gut realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	good
	Standard		Der im Modulvorschlag vorgeschlagene thematische Zuschnitte für das Vorhaben konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	good
	Standard		Die im Modulvorschlag beschriebenen Risiken sind hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut nachvollziehbar.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard		Die im Modulvorschlag beschriebene Reichweite des Vorhabens (z.B. Regionen) konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens voll realisiert werden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	good
	Standard		Der im Modulvorschlag beschriebene Ansatz des Vorhabens hinsichtlich des zu erbringenden Modulziels entspricht unter den gegebenen Rahmenbedingungen dem state-of-the-art.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	moderate
	Standard	To what extent were more results achieved through cooperation / synergies and/or leverage of more resources, with the help of other ministries, bilateral and multilateral donors and organisations (e.g. co-financing) and/or other GIZ projects? If so, was the relationship between costs and results appropriate or did it even improve efficiency?	Das Vorhaben unternimmt die notwendigen Schritte, um Synergien mit Interventionen anderer Geber auf der Wirkungsebene vollständig zu realisieren.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	strong
	Standard		Wirtschaftlichkeitsverluste durch unzureichende Koordinierung und Komplementarität zu Interventionen anderer Geber werden ausreichend vermieden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	strong
	Standard		Das Vorhaben unternimmt die notwendigen Schritte, um Synergien innerhalb der deutschen EZ vollständig zu realisieren.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	strong
	Standard		Wirtschaftlichkeitsverluste durch unzureichende Koordinierung und Komplementarität innerhalb der deutschen EZ werden ausreichend vermieden.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	strong
	Standard		Die Kombifinanzierung hat zu einer signifikanten Ausweitung der Wirkungen geführt bzw. diese ist zu erwarten.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	
	Standard		Durch die Kombifinanzierung sind die übergreifenden Kosten im Verhältnis zu den Gesamtkosten nicht überproportional gestiegen.	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	
	Standard		Die Partnerbeiträge stehen in einem angemessenen Verhältnis zu den Kosten für die Outputs des Vorhabens	Efficiency tool, survey, interview	Efficiency tool, cost-obligo report, AV answers in survey, interview with responsible for the commission	good

OECD-DAC Criterion SUSTAINABILITY (max. 100 points)

Assessment dimensions	Filter - Project Type	Evaluation questions	Evaluation indicators	Data sources	Evidence strength (moderate, good, strong)
Prerequisite for ensuring the long-term success of the project: Results are anchored in (partner) structures. Max. 50 points	Standard	What has the project done to ensure that the results can be sustained in the medium to long term by the partners themselves?	·Project documents / stakeholders verify actions that are expected to lead to sustainability of results	Progress reports, interviews with staff and partners, project team questionnaire	good
	Standard	In what way are advisory contents, approaches, methods or concepts of the project anchored/institutionalised in the (partner) system?	Project documents / stakeholders verify anchoring / institutionalisation of contents, approaches and concepts in the partner systems	Progress reports, interviews with staff and partners, project team questionnaire	good
	Standard	To what extent are the results continuously used and/or further developed by the target group and/or implementing partners?	Project documents / stakeholders verify further use / development by the target group / implementing partners	Progress reports, project team questionnaire, interviews with GIZ project staff, partners, focus group discussions with partners in the governorates, field visits in Berbera region and villages	moderate
	Standard	To what extent are resources and capacities at the individual, organisational or societal/political level in the partner country available (long-term) to ensure the continuation of the results achieved?	Project's capacity building reports can verify the available capacities ant the individual, organizational or societal/political level	Progress reports, interviews with GIZ project staff and partners, project team questionnaire, field visits in Berbera region and villages	good
	Standard	If no follow-on measure exists: What is the project's exit strategy? How are lessons learnt for partners and GIZ prepared and documented?	Project exit strategy is available and lessons learnt are documented and disseminated	Lessons learnt documentation, exit strategy documentation, project team questionnaire, interviews with project staff and partners (mainly focal point)	good
	and Fragility	To what extent was the project able to ensure that escalating factors/dividers (1) in the context of conflict, fragility and violence have not been strengthened (indirectly) by the project in the long-term? To what extent was the project able to strengthen deescalating factors/connectors (2) in a sustainable way (3)?	Project documents / stakeholders verify further use / development by the target group / implementing partners	Progress reports, interviews with staff and partners, project team questionnaire	moderate
Forecast of durability: Results of the project are permanent, stable and long-term resilient. Max. 50 points	Standard	To what extent are the results of the project durable, stable and resilient in the long-term under the given conditions?	The project results are considered durable, stable and resilient in the long-term under the given conditions	Progress reports, interviews with GIZ project staff and partners, project team questionnaire, focus group discussions with partners in the governorates, field visits to Karak and Irbid	moderate
	Standard	What risks and potentials are emerging for the durability of the results and how likely are these factors to occur? What has the project done to reduce these risks?	No risks emerged If risks emerged, they were counteracted by the project	Progress reports, interviews with GIZ project staff and partners, project team questionnaire, focus group discussions with partners in the governorates, field visits to Karak and Irbid	moderate

Additional Evaluation Questions

Assessment dimensions	Evaluation questions	Evaluation indicators	Data collection methods	Data sources	Evidence strength (moderate, good, strong)
Impact and sustainability (durability) of predecessor project(s)	Which of the intended impact of the predecessor project(s) can (still/now) be observed?	No indicator required, description	Document analysis, interviews, survey	Offer of predecessor project, final and evaluation report predecessor project, offer of current project, interviews with long-standing partners, project team questionnaire	moderate
	Which of the achieved results (output, outcome) from predecessor project(s) can (still) be observed?	No indicator required, description	Document analysis, interviews, survey	Offer of predecessor project, final and evaluation report predecessor project, offer of current project, interviews with long-standing partners, project team questionnaire	moderate
	To what extent are these results of the predecessor project(s) durable, stable and resilient in the long-term under the given conditions?	No indicator required, description	Document analysis, interviews, survey	Offer of predecessor project, final and evaluation report predecessor project, offer of current project, interviews with long-standing partners, project team questionnaire	moderate
	In what way were results anchored/institutionalised in the (partner) system?	No indicator required, description	Document analysis, interviews, survey	Offer of predecessor project, final and evaluation report predecessor project, offer of current project, interviews with long-standing partners, project team questionnaire	moderate
	How much does the current project build on the predecessor project(s)? Which aspects (including results) were used or integrated in the current project (phase)?	No indicator required, description	Document analysis, interviews, survey	Offer of predecessor project, final and evaluation report predecessor project, offer of current project, interviews with long-standing partners, project team questionnaire	moderate
	How was dealt with changes in the project context (including transition phases between projects/phases)? Which important strategic decisions were made? What were the consequences?	No indicator required, description	Document analysis, interviews, survey	Offer of predecessor project, final and evaluation report predecessor project, offer of current project, interviews with long-standing partners, project team questionnaire	moderate
	Which factors of success and failure can be identified for the predecessor project(s)?	No indicator required, description	Document analysis, interviews, survey	Final and evaluation report predecessor project, interviews with long-standing partners, project team questionnaire	moderate
Follow-on project (if applicable)	Based on the evaluations results: Are the results model including results hypotheses, the results-oriented monitoring system (WoM), and project indicators plausible and in line with current standards? If applicable, are there any recommendations for improvement?	No indicator required, description	Document analysis, interviews	project documents, logframe	strong
	(1)				
Additional evaluation questions	(1)				
	(1)				

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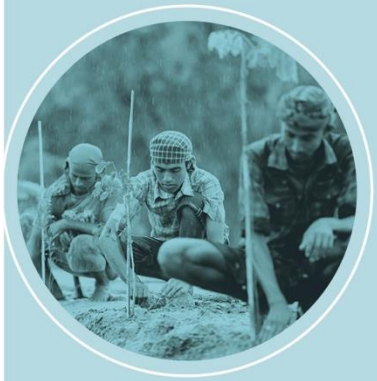

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