

# Independent Terminal Evaluation

Support job training for youth in Guinea

UNIDO Project No.: TF/GUI/12/003 - 120220



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION

# **INDEPENDENT EVALUATION DIVISION**

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## ABBREVIATIONS AND ACRONYMS

Acronym	Meaning
AFTT	Association des Femmes Techniciennes et Technologues
CPC	Community Production Centres
DRC	Danish Refugee Council
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
MW	Megawatt
MOI	Ministry of Industry
NGOs	Non-Governmental Organizations
PAFEJ	Support to the Training and Employment of Young People
SME	Small and medium-sized enterprise
TE	Terminal Evaluation
TOR	Terms of Reference
UNICEF	The United Nations International Children's Emergency Fund
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNIDO	United Nations Industrial Development Organization
UNTFHS	United Nations Trust Fund for Human Security
USOA	Usine des Outillages Agricoles (Agricultural implement factory, Mamou, Guinea)
WFP	United Nations World Food Programme

## GLOSSARY OF EVALUATION-RELATED TERMS

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be assessed.
Effect	Intended or unintended change due directly or indirectly to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Impact	Positive and negative, intended and non-intended, directly and indirectly, long term effects produced by a development intervention.
Indicator	Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention.
Lessons learned	Generalizations based on evaluation experiences that abstract from the specific circumstances to broader situations.
Logframe (logical framework approach)	Management tool used to facilitate the planning, implementation and evaluation of an intervention. It involves identifying strategic elements (activities, outputs, outcome, impact) and their causal relationships, indicators, and assumptions that may affect success or failure. Based on RBM (results based management) principles.
Outcome	The likely or achieved (short-term and/or medium-term) effects of an intervention's outputs.
Outputs	The products, capital goods and services which result from an intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Relevance	The extent to which the objectives of an intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.
Risks	Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives.
Sustainability	The continuation of benefits from an intervention, after the development assistance has been completed.
Target groups	The specific individuals or organizations for whose benefit an intervention is undertaken.

## EXECUTIVE SUMMARY

The project “Support job training for Youth in Guinea” was funded by the government of Japan to address challenges faced by the Guinean youth to find adequate training and employment, particularly in rural areas. It was implemented by the United Nations Industrial Development Organization (UNIDO). The project targets are the youth in communities in Upper Guinea and in Guinea *Forestiere*. The project was implemented in collaboration with the Ministry of Youth and Youth Employment, the Ministry of Industry (MOI) and Small and medium-sized enterprises (SMEs) and the Ministry of Territorial Administration and Decentralization. The project started in 2012 and ended in March 2016. It was initially planned for a period of 2 years and had temporarily been suspended between 2014 and 2015 because of the Ebola virus epidemic in Guinea.

Specifically, the project sought to increase the resilience and self-reliance of communities in eastern Guinea by providing youth with practical competencies to support their future professional lives. The project expected results were as follow:

- At least 3600 youth have acquired readily employable entrepreneurial and practical technical skills;
- At least 50 entrepreneurial group-enterprises have developed managerial and technical capacities to compete successfully on the market—including ability to develop competitive products—and, in turn, have improved their profitability and increased employment opportunities;
- At least 300 youth have acquired construction-related skills by rehabilitating at least 10 schools, clinics, youth and women centres, small bridges and the like;
- Training facilities for entrepreneurial and technical skills development programmes for youth have been established in ten communities;
- Social infrastructures in five communities have been renovated with the participation of the youth and local artisans.

The project offers a training programme that is adapted, especially in rural areas, to local realities, to enable the acquisition of new entrepreneurial and technical skills. This project also contributes to local development with the participation of communities in order to increase non-agricultural incomes in rural areas. The project covers ten prefectures in poor areas in the eastern region of Guinea, on the border with Liberia, Ivory Coast, Mali, as well as at Mamou, on the border with Sierra Leone. Immediate beneficiaries will be around 3,600 young people, 50 entrepreneurial groups, and ten communities, who will have improved training and production capacities and renovated social infrastructure facilities.

Following four years of implementation, the project achieved the following results:

- 3,402 young people gained entrepreneurial and technical skills;
- Beneficiaries received training in the following topics: Entrepreneurship, Literacy, Tailoring, Hairdressing, Dye, Soap-making, Food processing, Carpentry and Embroidery. The following table details the trainings provided by the project:

No.	Activities	Achievements			Total
		2013	2014	2015	
1.	Trainings carried out in the 3 Community Production Centres (CPCs)	359	311	288	958
2.	Trainings in the Beyla and Sinko workshops		294	142	436
3.	Awareness raising- Trainings in upper Guinea	1561	97		1658
4.	Trainings at Kankan			27	27
5.	Trainings in the Ivorian refugee camps			23	23
	<b>Total</b>	<b>1920</b>	<b>702</b>	<b>480</b>	<b>3102</b>

- 79 entrepreneurial groups are now capable of developing competitive products that meet market needs, while increasing profitability and employment;
- 9 communities have improved skills in carrying out training programmes;
- 7 communities received investment in their infrastructure.

The project is in itself very relevant to the aims of the Japanese Development Authority in Guinea, the priorities articulated by the government of Guinea, UNIDO's strategic priorities in Guinea and target beneficiaries, in that it promotes the employment of young people and women. It offered skills and capacity building to enable better integration of beneficiaries into the socio-economic fabric of their local areas, through a broad range of professions, such as metal joinery, carpentry, blacksmithing, hairdressing, tailoring, the processing of agricultural products (rice, corn, cassava, palm nuts, soap making, Shea butter production, etc.). All of these professions are part of the everyday world of women and young people in rural Guinea.

The project experienced a number of problems that prevented it from achieving all of its planned objectives, the major of these being the outbreak of the Ebola virus which affected the entire country and led to the suspension of project activities in 2014 and 2015. Furthermore, the underestimation of the budget needed to carry out planned activities in Mamou, the lack of an operational monitoring and evaluation system and rather strained relations between UNIDO representatives and key project partners at the ministerial level.

**At the end of the evaluation, the following key recommendations have been formulated:**

**For the communities**

1. The Community Production Centres (CPC) management committees must be revitalised to guarantee transparency and ensure that the centres are correctly run. These require a clear definition of the roles and responsibilities of the management committee, the identification of members capable of serving the community by giving their time voluntarily, once a fortnight, for example.
2. Carry out an awareness raising campaign for parents to encourage them to enrol children who do not have access to formal education in the centres and to participate modestly in the funding of centre activities. Each CPC could decide on the amount, but a fixed sum of 10,000 GF could be available for each young person at the end of each month. Failing this, the young people could raise the



money needed to pay the fees by periodically selling their products at local markets.

3. Talks with local authorities should be initiated to get their support for the centres and workshops. This is even more important than ensuring that the centres and workshops participate in the development policy implemented by the government through training and the creation of employment.
4. Approach local Non-Governmental Organizations (NGOs), companies and all other actors in order for these to purchase products from centres and processing units to place their orders locally and thus support them in the areas where they are located. In return, the CPCs and processing units enable them to promote their activities with their members and partners.
5. Participate fully in the finalization of business plans for centres and workshops and commit to compliance with management rules and the mobilisation of funds in order to properly carry out activities.

**UNIDO** should:

1. Require suppliers who have provided defective materials to repair or replace them immediately and without additional cost to the communities.
2. Immediately identify a qualified electrician who can carry out a diagnostic of the photovoltaic energy centres, identify and repair the problem so that the two CPCs in receipt of photovoltaic equipment can carry out their activities.
3. Proceed with the finalisation of the business plans for centres and workshops so that they can generate the resources they need and implement their work plans.
4. Organise the CPCs and processing units to enable them to negotiate loans from credit institutions, or contracts within their areas, that enable them to continue to operate.
5. Implement a clear and fair demobilisation plan that would identify urgent actions to be taken to ensure the proper closure of the project.
6. Help communities and workshops to develop high quality, uniform training curricula, and management and monitoring tools for their activities. Rapid training workshops for these curricula and tools must be carried out immediately before the end of the project.

**Addressed to the government of Guinea:**

1. Work with UNIDO to coordinate the implementation of a plan to monitor project activities beyond the life of the project and clarify for communities the role of focal points in the field in carrying out the monitoring of commitments.
2. Take responsibility for coordinating the activities of all projects in the area of employment creation for young people by facilitating a space for sharing experiences thanks to regular meetings or exchange of information.
3. Ensure that government counterpart funding is made available for the proper implementation of project, or properly communicate the financial limits of the government when necessary to ensure that beneficiaries do not expect funds that will never appear.

It is recommended that for optimal closing of the project, **the Embassy of Japan** would:

1. Approve an extension to the project for at least three months so that activities could finish in an appropriate manner, and ensure that final adjustments are made to guarantee the correct transfer of project roles and assets.
2. Replicate the project in other regions of Guinea that have no access yet to the services of CPCs or processing units.
3. Ensure greater involvement of the private sector and demand that the strategy guiding the next project is to be built around this. Individual workshops offer the same services as CPCs and do not experience the same management problems.

## 1. INTRODUCTION

According to recent statistics, unemployment affects over 60% of people below 25 year old in Guinea. This is exacerbated by the lack of training opportunities for young people, especially those living in rural areas. It is within this context that the government of Guinea has sought support from partners to implement employment creation projects across the country. The Japanese government responded to this call by making 3 million dollars available to UNIDO to implement a youth employment project in the country.

The aim of the project “Support job training for Youth in Guinea” is to contribute to build the skills of resilience and self-help among communities in Guinea by offering young people practical skills that allow them to find paid work with up and coming mining companies and SMEs, with the aim of founding their own companies for their own employment and the employment of other young people.

This evaluation was undertaken between February and April 2016 by the following team of independent evaluators:

- *Alexandre Diouf*, the team leader for this evaluation. He is an evaluation Specialist who has researched, practiced, and consulted on monitoring and evaluation and project management for a range of organizations in various countries, over the past 14 years. Alex holds a Masters in Economic Policy and Project Analysis and a diploma in Agro Economy.
- *Boubacar Barry*, team member, is an agricultural economist with extensive consulting experience in Guinea and throughout Africa. In this evaluation, he is responsible for the value chain analysis. Boubacar has over 20 years of professional experience.
- *Abdoulaye Kountah*, team member, is a Guinean evaluator with extensive experience working in developing countries and across several sectors. In this evaluation, he is responsible for the employment sector. Abdoulaye has over 20 years of professional experience in program evaluation.

### 1.1. Country and project context

The project entitled "Support for professional training of young people in Guinea" (UNIDO Project ID 120220) follows on from the project "Community Production Centres (CPC) and community infrastructure rehabilitation projects aimed at skills development in Forested Guinea" (TF/GUI/05/001), which led to the establishment of three community production centres in Lola, Yomou and Gouecke in the Guinea forestry area.

After an encouraging growth in the years 2011 and 2012, the Guinean economy experienced a number of setbacks, in particular because of the Ebola epidemic and the huge drop in new investments in the mining sector. These external shocks were aggravated by the political unrest that preceded the legislative elections in 2013. The combined effect of these factors led to a drop in Gross Domestic Product (GDP) growth from 0.4 % in 2014 to 0.1 % in 2015. Both the services and mining sectors were affected harshly by the Ebola crisis, which precipitated a huge reduction in activity in the mining sector. Agriculture, however, managed to resist this trend, becoming the main factor in economic growth in 2015.

The agriculture sector in Guinea sustains half the population and its strong potential is affected by commercial slowdown and the reduction in Foreign Direct Investment (FDI). The mining sector, which accounts for 70% of Guinean income, is also affected by a reduction in the export of raw materials. The country has half of global reserves of bauxite and is a major producer of gold and diamonds. Guinea also has huge water resources. In addition, the services sector is affected by recurring deficiencies, linked to under-development in equipment and infrastructure (electrical, road, telecommunication).

Although the rate of children's school enrolment and immunisation has certainly increased, the country remains very poor, with the majority of the population living below the poverty line. The human development indicators are often lower in relation to the regional average and food is expensive. According to the United Nations (UN), 600,000 people experience severe food insecurity, 55% lives below the poverty threshold and almost a third of children suffer from malnutrition. The Ebola epidemic still affects the country strongly, particularly the most vulnerable parts of the population.

In Guinea, around 60% of young people, aged around 25 years, experience unemployment or underemployment; furthermore, recent demographic statistics indicate that Guinea has a young population, with 85% aged less than 45 years and half under 15 years.

In March 2014, the Ebola epidemic was officially declared in Guinea. The epidemic had a profound impact on the country economy and social fabrics. The disease had translated into lower investments, declining agricultural production, reduced visits to health care facilities, projects sites and lower tourism. Commerce and services had been hit by a drop in international travel and regional trade; agricultural and manufacturing exports to neighboring countries had come to a standstill; and projects such as the PAFEJ which involved expatriate workers had slowed down or stopped.

## **1.2. Reconstructed Theory of Change of the project**

The original project document did not contain a detailed description of the theory of change. For a better clarity of the evaluation, the UNIDO evaluation group had requested that the project theory of change had to be reconstructed during the evaluation. While there was an attempt to include a result frame in the project, the boundaries between the different results levels were not always clearly delineated. The results frame and the TOC have been reconstructed based on the project implementation.

In its current form, the TOC's direct outputs are the increased training capacity for target communities and the improved technical skills for youth and women. It was expected that these outputs would deliver outcomes related to the expansion and improvement of the quality of the commercial operations in processing local agricultural production, the increase of the resilience and self-help capacities of the communities in the eastern and southern border regions of Guinea.

Finally, it was expected that these results would eventually contribute to strengthen the resilience of communities to shocks, through improved entrepreneurial, leadership and management skills for youth and improved capacities to undertake diversified income generation activities, leading to a sustainable, and significant, increase in producers' incomes and their standard of living.

Several factors were identified as being able to potentially impede the success of the project:

- Programme counterparts needed to remain committed;
- A stable economic and political environment needed to prevail;
- Management of Communities Productive Centres were expected to be committed and to take ownership of the project activities;
- The start period which needed to be immediate after signing the contract to avoid carrying out the construction work during the rainy season;
- Adequate access to necessary infrastructure including water and transport;
- Map service centres recognized and used by the clients.

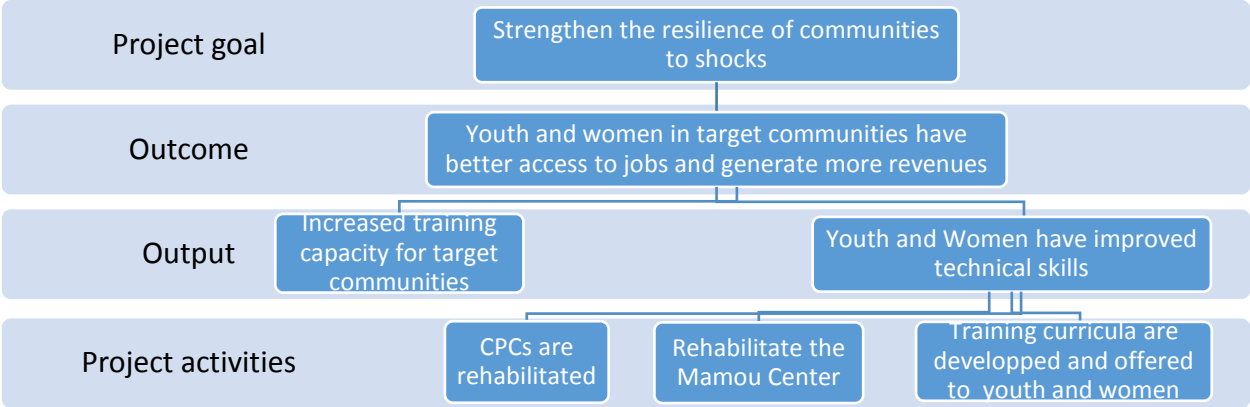
As it turned out during project implementation, the biggest challenge to the completion of the project strategy and objectives was the Ebola epidemic. In addition, other major factors that were highlighted by some respondents included turnover in staff in ministries, low capacity in partner institutions and tensions between UNIDO and the ministries. Red tape in procurement procedures for goods and services and disbursement of funds by UNDP was identified as having a negative impact on the implementation of the project as well.

The project did reach most of its objectives. Two determining elements were necessary, however, in order to obtain these results: continued funding of project activities and the large-scale participation of youth and women in the project. Indeed, project funding was never a significant problem as the flow of funds from the donor to UNIDO has been uninterrupted. Likewise, women and youth principally participated in the project as they were the majority participants in the target sectors.

The project aimed to improve the resilience to shocks of its ten target communities by:

- equipping the CPCs that were already in place;
- leading a participatory development of training curricula for youth and women; and
- training youth and women in selected value chains.

The Result Frame can easily be mapped out as follows:



## 2. METHODOLOGY AND LIMITS

The aim of the evaluation was to analyse the project according to the following DAC/OECD criteria: relevance, effectiveness, efficiency, impact and sustainability of results:

- the relevance of the project in relation to the priorities and policies of the Government of the Republic of Guinea and UNIDO;
- the effectiveness of the project in terms of outputs produced and effects achieved in relation to its objectives;
- efficiency: the quantity, quality, cost and the desirability of inputs and the activities of UNIDO and partners;
- perspectives on the impact in terms of development; and
- the long-term sustainability of results and the benefits of support mechanisms.

The evaluation team designed and used a methodology that enabled the collection of enough data to answer the evaluation questions, according to recognised standards and requirements and in compliance with the United Nations evaluation standards, as well as UNIDO's evaluation policies.<sup>1</sup> This methodology was broadly described in the initial report published before the beginning of the evaluation.

In order to ensure the credibility of the evaluation, the team chose and applied data collection methods that guaranteed the validity, reliability and credibility of the evidence gathered. The use of multiple sources of information and methods allowed the team to avoid bias in its final assessment. Where differences occurred in results, the team was able to describe and explain them, to the best of its knowledge. The following data collection methods were used:

<b>Data/information collection methods</b>	<b>Sources of information/data</b>
Document review	The project document, the progress report, mission report, work plans and technical reports The mid-term evaluation report Documents relating to the strategies and programmes of other development organisations National policies and strategies
Interviews and visits	Project partner focal points Main stakeholders (Municipalities) CPC staff The international community Beneficiaries Project managers and consultants.

<sup>1</sup> Documents are available on the UN's evaluation group website: <http://www.uneval.org/>

The evaluation team carried out a field visit between 10 and 25 March 2016. The evaluation was carried out in a participatory manner and included literature review, site visits, interviews with all project stakeholders, qualitative and quantitative data collection from the stakeholders in 8 major cities polarizing 17 communities (for a total of 210 people), representatives of partner ministries, local public representatives, local authorities, and UNIDO. Following these interviews, data were summarised, and information was cross-referenced from different sources included in the present document. The programme of the evaluation is appended to this report and includes the list of the cities that have been visited.

The evaluation encountered a number of problems, the major of which was the death of a field project manager during the data collection period, the distance between project sites - long trips were necessary to meet beneficiaries - and the lack of a database from which the evaluation team could easily verify the information on results provided by the project.



### **3. RESULTS AND DISCUSSIONS**

#### **3.1 Project identification and formulation**

##### Participation in project formulation

With the establishment of the CPC, aiming to provide training services to local communities, the subsequent project entitled "Support job training for Youth in Guinea" is designed to improve skills in rural communities via existing CPCs and new production and training workshops in eastern Guinea. The project builds on the identification of the strategic priorities of the government of Guinea, which has recognized that the rate of youth unemployment in the country lies at 60%. It also responds to the concerns of the Japanese government, which has reached the same conclusions as the Guinean government, that is the need to provide training opportunities to young people in some areas of the country. The CPCs were set up before the youth employment project, however the identification of training paths was carried out following socio-economic diagnostics in the targeted areas. These diagnostics enabled the identification of areas of interest for the public, and training paths that will help young people to find employment in the areas targeted.

Since the project built on the results of a previous project, and since the activities under this project are meant to be a continuation of the activities under the previous project, it is fair to conclude that local communities were involved in the design of this project.

##### Project relevance to the priorities of its stakeholders

Since 2007, Guinea has run a pilot programme to support youth employment, aimed at contributing to the achievement of full employment and substantial reduction in poverty by offering training opportunities to young people aged 15 to 40 years old in order to improve their employability and become productive wage earners or self-employed people. That is to say that the government of Guinea has defined youth training to facilitate employability of young Guineans as a real need and a priority in its development agenda.

The programme design is based on guidelines on poverty reduction strategy and the framework document for the national policy for the promotion of employment and it complies with commitments made by Guinea regarding the millennium development declaration and convention no. 122 of the ILO regarding employment policy.

The project responds to the training needs of the local communities, the priorities defined by the governments of Guinea and Japan and UNIDO strategic objectives in Guinea.

##### Clarity and realism of project objectives

The aim of the project, inter alia, is to train 3600 young people, to rehabilitate a dozen social infrastructures, to equip 3 CPCs and 6 workshops and to renovate the former Usine des Outillages Agricoles (USOA) centre at Mamou. It is expected that by the end of the project, 3200 young people will have been trained, and 3 CPCs will have been renovated with equipment and training curricula. The Mamou centre could not be rehabilitated to the same extent as the social infrastructures in the area due to budgetary constraints. At the

time of this evaluation, the majority of those objectives were attained which means the project objectives were clear enough.

### Clarity and coherence of the project planning

The project's aim is to increase the resilience of target communities by diversifying training opportunities and income generation activities for young people. The programme's intervention logic requires the strengthening of the already-established CPCs, the identification of employment sectors, the development of training modules and the enrolment of young people in communities targeted under these programmes. After their training, the young people should be able to find paid employment or be able to start their own business and if possible employ other young people. A coherent link has been established between the activities implemented and the objectives pursued. Although it is still too early to be able to clearly identify the effects and impacts of the project, initial results indicate that in the medium to long term, the majority of its objectives will be achieved. Given that the trainings lasted on average between one and three years for each new recruit, it will not be possible to identify increases in income among students before the end of the project. Moreover, the evaluation team noted that the most advanced students within the CPC and workshop training cycles are in their second year since the project began to support them.

The continuation of activities is necessary in order to achieve results. The centres now rely on their master-trainers in order to generate income; this raises the problem of their sustainability as the management model is based on voluntary support from members of the management committees and master trainers and the division of profits, with 40% going to the centre and 60% to the trainer.

Regarding the activities of the Mamou project, it was established that the budget allocated to the renovation of the ex-USOA centre was insufficient, and for this reason, the centre will not be renovated. Added to this is the fact that the groups of young people that were to be trained there and who were subsequently to be charged with renovating the ten community infrastructure facilities will ultimately not be mobilised. The project decided to put the resources allocated to this component into a feasibility study regarding the renovation of the centre.<sup>2</sup>

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<sup>2</sup> The project Manager stated that, "following the request of the Minister of Industry and SME during her meeting with UNIDO Director General in July 2011, the rehabilitation of a SME support center was included in the project with an allocation of USD300,000. However, during the first mission of the Lead Project Manager, Ms. Ott, and the UNIDO Representative in Guinea, Mr. Sako, in February 2013, it became apparent that the premises assigned by the Ministry were very large and required rehabilitation works beyond the project's scope. The issue was discussed at the project Steering Committee in February 2013. The 2013 project progress report proposed to revisit the approach and identify a viable solution. The UNIDO Representative closely consulted with the Ministry of Industry, SME and Private Sector Promotion, and, on 3 March 2014, the Minister confirmed its agreement to modify the original output into a feasibility study for an agro-processing center, as well as include the center into the Ministry's budget and mobilize the required funds."



### Adequacy of project forecasts

The preconditions identified in the project document are the availability of premises for the centres, the identification of focal points at the three ministerial departments and the coverage of operating costs for training. In fact, apart from the latter condition, all others were covered in advance and during the period of project implementation.

Several assumptions and risks were identified during the project's design phase. The most significant were a stable political and economic environment, commitment by partners, the completion of important construction works in advance of the rainy season and public recognition and use of the CPCs. It is clear that all of these assumptions and risks are key to achieving planned results; most of them strongly impacted on these results. The evaluation team was unable to identify how these assumptions and risks were monitored over time due to the absence of a monitoring and evaluation system. Finally, the emergence of an unforeseen epidemic in the area of intervention negatively on the achievement of results over time.

### Clarity in project institutional relations

The project's institutional partners were the three departments for youth, industry and territorial administration. In the initial project document, the role of the three ministries was limited to providing the project with focal points, meeting the operational needs of these focal points and participation in two monitoring missions, at the expense of the project. In addition, the three departments were supposed to participate in steering committee meetings and serve as a liaison between the project and the communities. It must be recognised that the role of the three departments was initially well defined within the project document and that they met all their obligations.

Collaboration in the field between the project team and local department officials was successful. Department representatives were very familiar with the project's activities on

the ground. In Conakry, however, the situation was different, with strained relations between the UNIDO representative in Conakry and the three ministries. The UNIDO was criticized for managing the project in isolation and for not sufficiently taking into account the apprehensions of their partners in the government departments. An example of this tense relationship was the fact that the UNIDO did not participate or collaborate in the development of other similar projects that were the responsibility of the department of young people.

The problem was exacerbated by the fact that the roles and responsibilities of the Vienna team in relation to the Conakry team were not clearly defined. The ministries in Conakry departments discussed with representatives on site who did not manage either staff or project resources.

### **3.2 Project ownership**

#### Participation of project stakeholders in the design and implementation of strategies

The project followed on from another project implemented by UNIDO in the Republic of Guinea entitled "Community production centres and community infrastructure rehabilitation projects with the development of skills in Forested Guinea", dated from July 2005 to December 2011, funded by the United Nations Trust Fund for Human Security (UNTFHS) and UNIDO. At the end of this project, the Embassy of Japan expressed a wish to continue activities for the advancement of young people in Guinea and made three million dollars available to the government and UNIDO for this project. Discussions were then initiated between UNIDO and the government, which led to the identification of priority areas of intervention. These areas were approximately the same as those covered by the preceding project. These areas were made up of communities around Mamou, Kankan and Nzerekore. For Mamou and Kankan, numerous consultations were carried out with representatives of these communities, which led to the implementation of a project intervention framework built around the rehabilitation of community production centres, the rehabilitation of individual workshops and the ex-USOA centre in Mamou as well as ten other social infrastructure facilities.

The intervention framework was subsequently the subject of debate between the government departments of young people, industry and territorial administration. Following consensus, the project was submitted to the Embassy of Japan, which agreed to fund it. An agreement on the project was finally signed on 2 April 2012 between UNIDO and the Guinean Department of International Cooperation.

In the initial project document, the identification of pathways as well as the content of trainings on offer in the centres and workshops was to originate from a later analysis to be carried out in collaboration with the target communities. This analysis was carried out in accordance with the stipulations of the project document and the relevant pathways were identified in each community.

Regarding the CPCs in Forest Guinea, a workshop on beneficiaries was carried out at the UNIDO country office in Conakry. The aim of this workshop was to discuss the details around the plan to rehabilitate five Shea butter production centres and two cassava centres in Upper Guinea. The following individuals and entities took part in this meeting:

- Representatives of seven beneficiary centres (AFTT, Benkady Dalako, Benkady Aliyamounou, Sabou Hamana, Konkomagni de Norassoba 2, Bensema de Naorassoba 1 and Sangagnote de Fandja);
- The Focal Points of project partners from government departments (Young People, Decentralisation and Territorial Administration, Commerce, Industry and Small and Medium Enterprise, Social Affairs and Promotion of Women and Children);
- The Focal Point of the NGO ADIC (that had experience in the promotion of the Shea butter industry);
- National experts.



Over the course of these two days, participants debated the findings of the study missions. Observations were made about technical and methodological shortfalls regarding the collection, transformation and marketing of nuts. Following this, alternative solutions were proposed by the international Consultant, the workshop's primary facilitator. Following these discussions, which were the subject of fruitful debate, beneficiaries spoke about their specific needs following the proposals put forward by the Consultant and the realities of the centres.

Subsequently, the CPCs and individual workshops were renovated and equipped in accordance with the training pathways selected<sup>3</sup>.

Finally, the project stakeholders were involved at a certain extent to the design and fully in the implementation of the project strategies.

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<sup>3</sup> As indicated by the project manager, the location as well as the organization of the CPCs had been studied and discussed with local stakeholders during implementation of the previous project on which the current one follows on.

### **3.3 Project coordination and management**

#### Monitoring and evaluation

The project document provided for regular monitoring of the project and the preparation of interim reporting stage through project site. The main stakeholders (government counterparts, UNIDO, donors) also met biannually to examine the interim reports and the work plan, and to make recommendations to UNIDO regarding the management of the project. A management committee was set up within each CPC to coordinate activities and manage the centres.

The budget allocated to monitoring activities turned to be insufficient, for example, the representatives of three ministries criticized the fact that for a project lasting three years for which they were the main focal points, they could not carry out more than two monitoring visits. Furthermore, the management committees set up for the CPCs did not meet regularly to talk about their infrastructure due to a budgetary shortfall. These committees expected financial support from the project, which was promised to them when the protocol of agreement was signed, but was never followed through on by UNIDO.

Given that the project did not implement a uniform system of evaluation, the CPCs and workshops did not have the necessary tools to monitor and document their experience. It was the same situation with the project staff directly recruited by UNIDO. The project's different regions were managed as separate entities. The project staff assigned to one area were not necessarily aware of what was going on in other regions. They had very few opportunities to meet with each other, to discuss the project, the approach to be adopted, and the tools to be put in place for the identification and monitoring of beneficiaries.

The project has a log frame that contains objectives, indicators, verification sources, assumptions and risks. Note that the log frame does not contain targets or baseline values. During the project design period, all targets and reference values were identified as needing to be documented at a later date. In the annual reports, levels of completion of targets associated with the indicators appear but the process of how to reach these targets is not clear.

Furthermore, most of the indicators are themselves too ambiguous, leaving much room for interpretation, for example, "multiplication of diverse sources of income, including non-agricultural sources" is not a sufficiently specific indicator. In addition, the log frame seeks only one reference value and only one end of project target is connected to this indicator, something which makes this process difficult.

In the assignment of objectives, the log frame pushes the reader into double counting the number of beneficiaries, for example: 3,600 young people were trained, and a further 300 young people have gained skills. It's clear that the 300-young people who have acquired skills are already counted among the 3,600-young people, but the log frame appears to separate them. The majority of performance indicators are not sufficiently clear and specific. For example, "at least 50 companies of groups of entrepreneurs have developed managerial skills and techniques to enhance competitiveness, including the development of competitive products that meet market needs, increase profitability and enhance employment" is much more complicated, being a combination of a number of different objectives and indicators.

Although the project was declared operationally completed on March 31<sup>st</sup>, it is impossible to find a database of 3,200 people who were trained by the project.

The log frame does not take into account the different levels within it. For example, regarding activities, one indicator is labelled as: “at least 75% of students have successfully completed their training programmes” and regarding income, which is two levels up, reference is made to “the training capacity of ten communities that will be set up”. It is certain that, in order to reach the target given by the indicator in relation to activities, training capacities will first need to be developed. The monitoring and evaluation processes as well as the roles and responsibilities of each party are not clearly defined in the project document.

#### Approval of changes during project implementation

The project passed through a number of stages following its approval in 2012. Several changes occurred during its implementation. As a general rule these changes were discussed with the steering committee, which was responsible for directing the project’s activities. Annual reports and expert monitoring reports suggest several changes in direction over the life of the project. For example, following three missions it was decided that the budget allocated for the refurbishment and equipment of the ex-USOA centre in Mamou was inadequate, and this activity was ultimately not carried out. The Ministry of SME and Private Sector issued a letter to UNIDO in March 2014 to confirm the change and request that the money allocated to the activity be used to carry a feasibility study. The few changes that were not discussed and documented include the decision to provide two CPCs with photovoltaic power and not the third is an example of an undocumented change for which decisions seem to have been made directly, without wider consultation. In addition, the decision to use project resources to combat Ebola, although positive, did not result from a process of consultation and approval by the steering committee. Proper deliberation did not take place within the project on this issue.

#### Collaboration with other UN and non-UN programmes

The project did not establish formal links between its activities and other UNIDO project activities in Guinea. In fact, it was implemented in areas that were not necessarily targeted by other projects. At the national level, UNIDO works in Guinea to combat poverty through its employment generation and industrialisation programmes in a number of sectors. In this sense, the project is in line with UNIDO’s strategic objectives in Guinea. Direct contact has been established between the project and other UN bodies in the country:

- a. UNHCR: the PAFEJ in Nzerekore collaborated with the office of the sub-delegation of the United Nations High Commission for Refugees (UNHCR) in the Kouankan (Macenta) refugee camp, installing a mill for the transformation of agricultural food products to be included in the daily diets of Ivoirian and Liberian refugees.
- b. WFP: the PAFEJ project developed a partnership with the WFP for the construction of CPCs NOTE: the CPCs were built before the start of the current project through its Food for Work component.



- c. UNHCR: the project collaborated with the human rights council in its training for young people about citizen rights and responsibilities.
- d. PC/UNDP: the project is part of the joint UN programme for Forested Guinea and Upper Guinea. In April, the project carried out a mission with the SNU Resident Coordinator and the Steering Committee for the Joint Programme for Forest Guinea.
- e. The project worked with UNICEF for the delivery of large quantity of soap during the Ebola epidemic. The AFTT women provided UNICEF with 1,000 soaps for this purpose.
- f. The mining company Rio Tinto also attempted to instigate a partnership with the project; prior to the cessation of the company's activities, consultations were carried out aimed at establishing a partnership between the project and the mining company in order to build a Centre and run training for young people in the villages around Simandou Mountain in Beyla.

Furthermore,

1. Plan International: Plan International worked with two Community Production Centres on the manufacture of wooden structures for schools, health centres, doors, gates, frames, windows, anti-theft grills etc.
2. Danish Refugee Council (DRC): DRC also initiated a partnership with the CPCs for the construction of workshops for soap-making groups in villages surrounding the Kouankan refugee camp as well as training for members of these groups.

There was no evidence of synergies with other government programmes concerning the employment of young people. Indeed, although the Ministry of Youth was responsible for programmes PEJ1 (2008-2011) and PEJ2 (2013-2015) during the same period, no connection could be made during the lifetime of the UNIDO project. Relations between the UNIDO office in Guinea and the administrative/governmental authorities were not facilitated by this collaboration. UNIDO was criticised for seeking to work in isolation and not taking sufficient account of the government's priorities.

### **3.4 Project efficiency**

#### Availability of funds

Funds allocated to the project were disbursed in a timely manner, ensuring the smooth implementation of the project. Note however that the management and procurement procedures implemented by UNIDO were much more complicated for the project. Procurement was largely carried out from Vienna with very little responsibility ceded to the field and Conakry offices. This greatly affected the capacity of the project to carry out its activities in a timely manner. Putting field experts from each region under the direct supervision of an expert based in Vienna did not facilitate the implementation of activities or communication among staff in the field.

At the time of this evaluation, the workshops in upper Guinea were able to generate enough resources and cover their operational costs but CPCs were not. CPCs managers continued to refer to the need for UNIDO to cover the operational costs of the centres for three years, as agreed under the previous project. Due to a budgetary shortfall, UNIDO had been forced to re-evaluate its capabilities and decided to no longer offer that support.





### Quality and usefulness of the support provided by UNIDO and the government

All the areas targeted by the project had a real need for diversification in the trainings offered to young people and the owners of the individual workshops renovated by the project appear to have been well chosen. Overall, the project provided good equipment to beneficiary communities. This equipment enabled communities to run teaching programmes and build the capacities of some of their members. However, not all of the equipment was functional at the time of the evaluation. For example, the dryers chosen by the project were completely inadequate due to the poor quality of materials used to install them. The tarpaulins covering them were torn apart in the weeks following their installation. Only one dryer that had been repaired by the supplier was functional, while others required a change of tarpaulin.

The two photovoltaic power plants installed in the Lola and Goueke CPCs did not work, and other equipment installed was also not used by the communities, for a number of reasons. Regarding the photovoltaic systems, it is worth noting that they were working when they were first installed but all of them stopped after a few weeks of activity<sup>4</sup>. In upper Guinea, for example, a workshop installed by the project for the manufacture of Shea butter and the transformation of food products was never used because of its distance from a water source. The beneficiaries continued to manufacture Shea butter using their old tools, close to the only available water source, far from the workshop built by the project. None of the bakeries that were installed in the CPCs were functional at the time of this evaluation, it was said that the oven was not of good quality.

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<sup>4</sup> The inverters are said to be faulty but that needs to be checked and confirmed by an electrician.

The project had annual work plans, which were part of the annual reports and were shared with donors and the steering committee; however, the centres were never given these work plans.<sup>5</sup>

### Implementation of the recommendations from the midterm evaluation

No mid-term evaluation was carried out of the project. However, the steering committee made several recommendations at its meetings, most of which seemed to have been implemented.<sup>6</sup>

### Ebola virus and project implementation

The Ebola virus first appeared in Guinea in December 2013, 14 months after the project began. The virus first appeared in Forest Guinea, in Macenta, before spreading to the rest of the country as well as neighbouring countries. The disease seriously affected the project. Forest Guinea, the area most affected by Ebola, was where most of the project's activities were concentrated. In August 2014, the movement of UN staff was suspended and non-essential travel into affected areas was prohibited. From then on, it was almost impossible to carry out project activities properly, given that it had received a lot of support from the Vienna office.<sup>7</sup> During this period, the project organised awareness raising activities among affected populations in its areas of intervention. Health kits (comprised of soap, buckets, bleach etc.) were distributed to the CPCs, local authorities, and in areas frequented by the public. Details regarding the beneficiaries of these kits are in the appendix of this report. The project contributed positively to efforts to combat the Ebola epidemic in its areas of intervention.

## **3.5 Project effectiveness**

### Project outputs

The project aimed to enhance the resilience and self-help skills of communities in eastern Guinea by providing young people with the practical, usable skills needed to earn their livelihoods. To do this it aimed:

- To ensure that 3,600 young people would gain practical, easily usable entrepreneurship skills.
- To enable 50 groups of entrepreneurs to develop managerial skills and techniques for competitive operation, including the development of competitive products that meet the needs of the market, increase profitability and create employment.
- To ensure that 300 young people gain skills in the field construction through the renovation of at least 10 schools, clinics, youth and women's centres, and small bridges.
- Develop training skills in ten communities in order to carry out training programmes in entrepreneurial skills and techniques for young people.

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<sup>5</sup> It is worth noting that the project manager has mentioned that the work plans were the results of discussions held with the beneficiaries. The evaluators were not able to corroborate that.

<sup>6</sup> The mid-term evaluation was not a project requirement. The project document includes only an independent final evaluation.

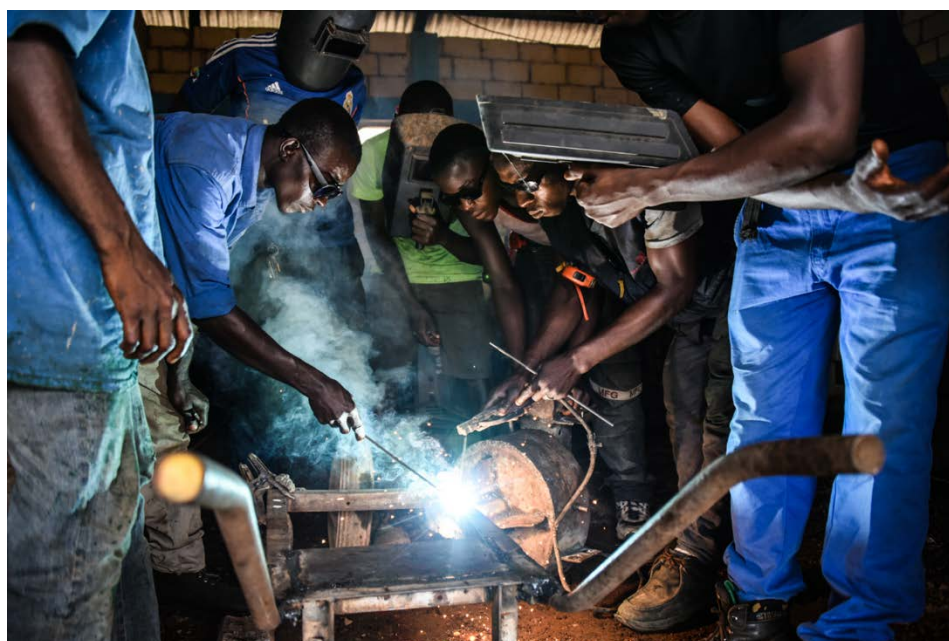
<sup>7</sup> No missions from HQs project managers could be organized and project Steering Committees could not be held during 2014 and 2015, which constrained project monitoring activities.

The following results were achieved, by the time the project had ended:

- 3,102 young people gained skills and practical techniques in entrepreneurship.
- The beneficiaries received trainings on the following subjects: Entrepreneurship, Literacy, Tailoring, Hairdressing, Dying, Soap-making, Food processing, Carpentry and Embroidery. The table below details the trainings provided by the project:

No.	Activities	Achievements			Total
		2013	2014	2015	
1.	Training sessions carried out in the 3 CPCs	359	311	288	958
2.	Training session in the Beyla and Sinko workshops		294	142	436
3.	Awareness raising- training sessions in Upper Guinea	1,561	97		1,658
4.	Training sessions at Kankan			27	27
5.	Training sessions in Ivorian refugee camps			23	23
	<b>Total</b>	<b>1,920</b>	<b>702</b>	<b>480</b>	<b>3,102</b>

- 79 entrepreneurial groups were trained to develop competitive products that meet market needs, increase profitability and create employment.
- 9 communities gained skills in carrying out training programmes.
- 7 communities received investment in their infrastructure



The project also planned to carry out training in: soap-making techniques, food processing, functional literacy, and simplified management; however, only the soap-making training took place. The other technical modules about Shea butter and cassava were not implemented.

The latter modules techniques relied on having processing equipment at the different sites, with hangars and dryers available. Unfortunately, equipment purchased abroad was not delivered on time due to travel restrictions following the Ebola outbreak.

Finally, the Community Production Centres have a double purpose: the training of young people and the production of goods and services to meet ever-increasing needs. The theoretical and practical training given at Gouecke, Yomou and Lola was carried out to enable learners to manufacture a range of diverse products.

### Quality of the project outputs

It is worth noting that the 3,402 beneficiaries also included people trained for one or two days, as well as those who had had much longer three-year longer training, and people who had been the subject of the project's awareness raising activities (especially during the Ebola crisis).

The centres were to have uniform modules for trainings on each topic. These modules were supposed to come from discussions with local groups. The evaluation team was able to view summaries of the training modules, but not the full training modules themselves. The duration of each training varied from one centre to another. The centre managers spoke of trainings ranging in duration from one to three years, depending on the level of the learner, but did not make a distinction between learners at the workshops. The training sessions in functional literacy and entrepreneurship seemed more problematic as they were too short<sup>8</sup> and because of the content of these trainings in the field.

In addition, the CPCs that were renovated now experienced major problems, primarily linked to their lack of customers due to their locations, far away from urban centres, their lack of operating finance (electricity was very expensive, for example, as it had to be provided by generators), and poor attendance due to the tuition costs (10,000 Guinean francs on average) that were high in proportion to local incomes.

## **Prospects of achievement of project objectives and sustainability**

### Future changes and viability

The project's overall objective is clear. It focuses on enhancing self-help and resilience skills in communities through training in income generation activities. The evaluators noted positive impacts in this regard. For example, with the income gained from new activities, the Sanga gnote group from Kankan now gives credit of 500,000 GF over three months to prospective members with an interest rate of 25,000 GF, to help them dealing with family and social problems.

For its part, the AFTT association uses the following strategy: following production, large soaps sell for 3,000 GF, 1,450 GF of which return to members and provide a profit of 750 GF to the association; with these profits, they organise to solve the family and social problems they face.

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<sup>8</sup> The length of these trainings does not allow them to be proficient in either writing, reading or calculating. For these trainings to be useful, one must take at least a full module which requires a lot more time than planned under these activities.

The groupings that were formed around soap-making, food processing, as well as the owners of individual workshops continue to generate income, which is used to improve the quality of life of their members/owners, even in the absence of supplementary support from the project. However, the CPCs seem to have run into difficulty. The centres' management costs and the fact that management committee members work as volunteers for their communities, combined with the fact that the centres' client base has not reached the minimum, it means that they will have difficulty surviving following the end of project activities.

#### Community training capacity

Beneficiaries were trained in their areas of activity, so that they could generate income within their communities without having to travel far away. Given that the majority of learners were farmers, diversifying their income sources was sure to enhance their longer-term resilience capabilities in the face of challenges.

The project also attempted to have a balance in terms of male-female participation. In the communities of rural Guinea, as in most parts of rural Africa, the role of women is largely confined to domestic activities, greatly restricting their income generating abilities. By targeting areas such as hairdressing, tailoring, food processing and soap-making that are traditionally reserved for women, the project also contributed to their financial independence within their own households. In attempting to provide most community members with income generating skills, the CPCs participate in the construction of resilient communities capable of improving their quality of life in an indigenous way.

#### Sustainability of the services from institutional partners

Rural communes, as host institutions, committed to support the CPCs as part of their responsibilities. These communes had little access to financial resources within their localities, putting them in a difficult position with regard to support for the proper running of the CPCs. The CPCs are tools available to the communes to enable the socio-economic development of their localities. These CPCs are regulated by laws and management committees overseeing their operations.

Given that the individual workshops had signed agreements with the project and that the lifetime of these agreements was longer than the duration of the project, a monitoring mechanism is needed for these commitments. In the agreements, workshop owners committed to carrying out an annual training for groups of between 50 and 60 young people in their communities for the three years ahead. As soon as UNIDO ceased to have the necessary field staff key ministerial focal points become the most likely source for the continuation of this work independently. Mechanisms must be put in place to ensure that ministries can carry out their work, talk to the workshop owners about the problems to come, as well as to communities, about actions for breach of agreed commitments.

#### Project financial return over investment

The project did not carry out a profitability study in advance of its implementation. Since this was designed as a social development project aimed primarily at very low-income groups, it would be difficult to demonstrate the project's immediate profitability through a



cost benefit analysis. However, from the economic point of view, it is clear that the project saw long-term profitability as it contributed to the income generation skills development within communities. The costs associated with its implementation also appear to be reasonable in relation to potential profits.

## **Gender and environmental sustainability**

### Gender

The project was expected to take into account the concept of gender equity by putting emphasis on the involvement of women and young people in all of the project's activities.



This notion was taken into account by the project:

- Groups supported in Upper Guinea to produce Shea butter and cassava are largely made up of women (over 90%), as women are mostly involved in processing activities such as these in rural areas of the country.
- CPCs in the forest region are largely involved in hairdressing, soap-making, and tailoring activities carried out by young women. In contrast, those working in metal fabrication and carpentry workshops tend to be young men. Regarding food processing activities, machinists tend to be men who work with women.



- In the production units in Upper guinea, the average age of women's group members was around 45 years. It is important to encourage the participation of young women in these activities, in order to ensure their sustainability into the future.

Nonetheless, the NGO AFTT's policy should be welcomed, as over 90% of the people involved in its soap-making micro project cooperative are young women. In this institution, the average age ranges from 15 to 30 years. This policy should be further encouraged by partners.

### Environmental sustainability

The project planned to install photovoltaic power stations for CPCs in the forest region and photovoltaic dryers in Upper Guinea for Shea butter processing groups.

The project installed 2 photovoltaic power stations in the Gouecke and Yomou CPCs. Five photovoltaic dryers were built and equipped in Upper Guinea.

The photovoltaic power stations are not currently functional, due to problems with their inverters, according to a technician from the Gouecke and Yomou CPCs.

The photovoltaic dryers are also not operational. Although their metal frames are in place but their tarps are gone, apart from that of AFTT which was replaced by an entrepreneur.



Overall, these investments which failed to operate even for a period of two consecutive months, raise issues over the quality and nature of the equipment and materials provided. The project was supposed to make the necessary arrangements to operate photovoltaic power stations and dryers at sites in Upper Guinea in order to avoid experiences such as the current situation.

### **3.6 Component-specific issues**

#### **A. Vocational training in the CPCs**

##### How functional are the CPCs?

The CPCs do not currently work in an optimal way for the following five reasons:

1. First of all, the CPCs need electricity in order to function;
2. Two out of three of the CPCs received photovoltaic power equipment which is not currently operational;
3. All three of the CPCs source their energy from generators given to them by the project;
4. These generators consume a lot of fuel and CPCs will be unable to meet maintenance and replacement costs; and
5. Finally, the CPCs do not have access to drinking water or to a canteen and given their location, it is difficult for young people to access them and spend a full day of training on site with no food. Water towers were provided in the construction of the CPCs. The evaluation team noted that a well was always situated next to these water towers (sometimes dry, sometimes not). The CPCs were not equipped with the pump necessary for transferring the water from the well to the water tank.

The CPCs are in competition with workshops that produce the same types of products/services in the town, however the CPCs are located outside the major population centres in their regions. Thus trainees, staff, management committee members, and most importantly, customers must find transportation in order to access the CPCs. In Goueke, this round trip from the town costs about 6,000 GF, adding to the cost for customers. A hairdressing service thus costs the customer 10,000 GF for the service at the workshop, plus 6000 F for transport, coming to a total of 16,000F. This is not competitive, as it would cost the customer much less to avail of this service in the town itself. This is a problem faced by all the CPCs. None of the bakeries installed by the project was working at the time of this evaluation but the other service centres suffered from the same problems.

The members of the CPC management committees work on a voluntary basis. Given that the CPCs have just been set up and have not generated enough income yet, it is difficult for them to cover meeting costs for these committees. However, this means that the committees do not function properly as they cannot afford meeting costs. Governance will thus be a problem in the medium and long term.

Workshop trainers within the CPCs usually also have their own workshops in town. They had hoped that by integrating the CPCs into their pre-existing activities that they could quickly generate more income. They are currently obliged to cede 40% of their profits to the CPCs in order to cover the centres' running costs. For this reason, they currently make less money working for the CPCs than they do in their own workshops in town. Over the medium to long term, this model may cause problems in the management of funds and trainers' willingness to accept this model. This is true for most of the workshops in the CPCs.



### Unforeseen effects

CPCs have been set up to contribute to beneficiaries' ability to earn a living, but some issues were noted in this regard. The workshop trainers and leaders informed us that they had joined the CPCs in order to improve their situations but in fact the opposite had occurred as they had not received their operating expenses as promised and they have had to cover their own transport, food and domestic costs.

In, addition, the majority of trainees had stopped attending the CPCs for the same reason, lacking the means to cover the transport, food and other costs associated with the work. They had in fact experienced a decrease in income since the arrival of the CPCs. For example, a master embroiderer who had earned at least 50,000 GF per day now had trouble earning even 10,000 GF per day and now questioned his survival within the centre.

There are currently no other negative impacts of the project.

### **B. Food processing and training**

The project had planned the construction of 6 hangars and 5 dryers for the groups identified during the research period, in the regions of Kankan, Kouroussa, Siguiri and Mandiana, with the provision of Shea butter processing equipment to 5 groups and cassava processing equipment to 2 other groups. The project also planned to provide technical training to beneficiaries.

Five dryers and four hangars were built and equipped to house equipment for Shea butter and cassava processing and was the responsibility of beneficiary groups (the list of equipment is detailed in the appendix).

**Table: Processing equipment**

<b>Prefecture</b>	<b>Centre</b>	<b>Beneficiaries</b>	<b>Observations</b>
Kankan	Dalako	Benkady group	1 hangar and 1 dryer
		Alamounou group	1 hangar and 1 dryer
		NGO association of women technicians and technologies	1 dryer
Kouroussa	Balato	Sabou Hamana	1 Hangar and 1 Dryers
Siguiri		Konkomagni group	1 hangar and 1 dryer
	Norossoba	Bensema group	Cassava processing
		Sanga Nyonte group	Cassava processing equipment

Training in soap-making techniques was carried out to the great satisfaction of beneficiaries. The evaluation team noted the high quality of work and production in this regard.

Two groups (Bensema and Sanga Nyonte) in the Siguri prefecture received cassava processing equipment.

These two groups now turn cassava into flour from dried cassava chips. In contrast, equipment for processing fresh cassava is available, but not used as beneficiaries did not receive training in how to use the equipment, for the reasons outlined above.

There was a delay in the delivery of orders of inputs for these activities between March 2014 and April 2015, a situation which had a negative impact on these planned activities.

The Ebola outbreak also contributed to reducing time spent on the intervention and consequently the number of activities that could be carried out. The delivery of equipment suffered greatly from this restriction when deliveries had to come from abroad. As the technical training for processing relied on the delivery of this equipment, these modules were ultimately never delivered to beneficiaries. That is the reason why some sites have equipment that is not in use, such as the fresh cassava processing equipment at Konkomagnin.

The project delivered 2 barrels of imported coconut oil but the beneficiaries hardly use this. The barrels are stocked on site. This raises questions about the ability of these groups to continue to import this raw material for the activities in the future.

Soap-making also constitutes the only activity for which the evaluation mission could find elements of traceability in the management of the NGO AFTTT in Kankan and the Beyla workshop.

Activities were carried out and beneficiaries are generally satisfied with the support they received. On the other hand, the mission noted that only one dryer was in good condition as it had its original cover changed. All the other dryers had lost their original covers due to their poor quality. Note that the hangars and sun dryers were used below their capacity.

All the beneficiaries complain about having to travel far to draw water for their amenities. Shea butter and cassava processing activities require large amounts of water, leading to a situation where women work more from home than in the purpose-built hangars. The coconut oil imported from Benin could see ruptures in supply. Stakeholders will be unlikely to be able to continue importing the product.

In the future, installers of processing equipment must take into account the proximity of water sources in order to properly facilitate operations. The promotion of local products rather than imported goods in the transformation process must be encouraged in order to achieve sustainability following the end of the project.

#### Access to financial services

No financial measures were taken by the project to allow partners to access credit. Contracts were agreed between the CPCs and credit unions but this did not translate into the provision of loans. The processing of agricultural products does not have credit availability and this absence handicaps groups in the funding of their respective activities for the purchase of raw materials such as Shea butter nuts, cassava, rice, palm nuts etc.

Individually, the magnificent Konko group managed to get credit for its members at a rate of 5% per quarter.

Such practices are common in associative movements that process and market agricultural products. This self-credit system generally helps to overcome household costs (children's school fees, healthcare, the purchase of clothes, paying for parties and other social occasions).

CPCs and workshops' lack of access to credit was a major problem that hampered the continuation of activities. In the medium- to long-term, the CPCs will not have enough cash to operate independently and guarantee the coverage of their operating costs.

#### CPCs, processing units and national value chains

The centres (CPCs and processing units in Forest and upper Guinea) are only at the initial stage and it is too early to consider working at a broader scale. At the national level, the Shea butter industry is well structured, having a federation that represents all the groups in Upper Guinea.

Production is estimated at 12,000 T/year according to the federation with a turnover of around 50 million GF, a workforce of 5,041 people, 4,573 of whom are women (91% of the total workforce). Shea butter in Guinea is sold at local markets in Kankan, Conakry, Labe and N'Nzerekore.

Strategies were implemented to reach new markets and participation in the Paris fair was to be part of the project for this reason, although representatives of the groups were ultimately unable to do this for administrative reasons.

The project had provided peelers and mills for the processing of fresh cassava. Unfortunately, this equipment is not operational, as they beneficiaries had not received appropriate training.

The project should develop training in this area in order to make use of the investment and develop beneficiaries' income generating potential.

#### CPCs, processing units and the future

The centres should expand their activities to new market sectors by working on the marketing of their products and the integration of new products into their production systems.

Regarding cassava, activities are currently limited to the production of flour and dried cassava chips. In order to improve this activity's value added, the transformation process must integrate fresh cassava, which can supply many more products such as Tieecke, Placali, and Gari, which are foods popular with the local population. In addition to these products, starch is also a very marketable product that can contribute to significant income generation.

Before this, however, groups must attempt to build skills in the area of processing as well as developing their food processing skills as they have been supplied with equipment but haven't been trained in how to use it.

Regarding Shea butter, processing could be expanded to the production of more products such as skin creams and hair conditioners.

The repair of photovoltaic power equipment would provide CPCs with a permanent electricity supply. This electricity could be used to facilitate a cyber-community, which could also contribute to the project. The CPCs could also engage in the development of a cinema room to broadcast football matches or films for young people. Furthermore, any excess electricity could be sold to households in the neighbourhood of the centre to power lamps or other small items of electrical equipment.

### **C. Training for a better utilization of renewable energy**

#### How functional are the photovoltaic power systems?

The project chose to use solar power stations as additional energy source during the implementation of the project. For this reason, an international company was chosen to provide and install the power stations to the two CPCs. The project document refers to the training of training of CPC managers in the use and upkeep of the photovoltaic system, through the following indicator: "All managers from the CPC and the Mamou SME support underwent training in the use and maintenance of the photovoltaic photovoltaic system".

The Mamou centre was never renovated for the reasons outlined above. Technicians at the two CPCs that were equipped with photovoltaic power received brief training in the maintenance of the equipment. The third CPC in Kokota ultimately never received photovoltaic equipment.

The photovoltaic power stations that were installed in the two CPCs stopped working a few weeks after they were installed, and thus do not currently supply any electricity. The problem lies in the quality of the inverters, which showed signs of failure from the beginning.

Note that the cost of the inverter is very low in relation to the cost of the overall system. Given their current state, we can conclude with certainty that the photovoltaic power stations do not contribute to the viability of these centres' activities.

#### Economic contribution of the photovoltaic power systems

The two CPCs that received photovoltaic power plants did not implement a system to enable all neighbouring areas to benefit from them. In fact, following discussions with centre managers, the company that had installed the power stations indicated to them that the energy produced would only be enough to light up the CPC and was insufficient to power the CPCs. This was in contradiction with UNIDO's declaration that its production capacity was 35 Megawatt (MW). The power stations did not therefore contribute to the economic development of the CPC's regions.

### CPCs contribution to promote photovoltaic power

Given the problems faced by the CPCs photovoltaic power stations, it is safe to say that they did not positively contribute to raising awareness among target groups on their potential to improve quality of life.

### Importance of photovoltaic power in the area

With a population of over 10 million people, Guinea's current rate of provision of electricity, at 18.8%, is very low, and access to electricity is limited to urban centres. Even in Conakry, with a population of 2 million, large proportions of the population have no access to electricity. Forest Guinea, like many other rural areas, does not have sufficient infrastructure to provide electricity for all its villages. Moreover, the majority of urban centres have no connection to the electricity grid in the area even though there is plenty of sunshine for most of the year. Thus, photovoltaic energy would appear to be a viable alternative for the production of electricity.

The advantages of photovoltaic energy are:

1. It is renewable and non-polluting;
2. It is a clean energy that does not produce greenhouse gases;
3. Maintenance and operating costs for the heating system are relatively low;
4. It is a totally silent energy source, in contrast to wind turbines, for example;
5. The energy return is positive: it takes on average between 3 and 4 years for a panel to produce enough energy for its own production and a photovoltaic panel produces on average between 9 and 14 times the energy it consumes for its manufacture.

These benefits outweigh by far the drawbacks that may relate to photovoltaic energy, for example:

- Photovoltaic energy is an intermittent energy source. A system to produce more energy is therefore needed;
- An uncertain service life: the service life of a photovoltaic system is between 20 and 30 years. The performance of photovoltaic cells diminishes over time with an average performance loss of around 1% per annum. In addition, photovoltaic panels contain toxic waste, such as copper and chrome;
- The yields from photovoltaic panels are still poor, at around 20 % (at best). Photovoltaic energy is therefore better suited to poorly-resourced projects, such as a one family house, for example.

### Problems encountered with the photovoltaic power systems

The project did not include the installation of photovoltaic power plants in its original plan. Moreover, the final approved budget did not provide for this. However, it was decided during the implementation of the CPCs that they would be supplied by these types of power plants. The evaluation team did not find evidences in the field that discussions had taken place with beneficiaries or Guinean partners on this matter. It was also impossible to

know to what extent the Guinean side had been involved in the identification of the provider during the negotiation of the terms of the contract. These tasks were fully guaranteed by UNIDO and local involvement was minimal.

#### **D. Mamou center for agriculture value chain**

The project planned a number of activities around Mamou, as follows:

- Carrying out technical-economic studies to determine its profitability and economic viability.
- The renovation of the building comprising: a manufacturing workshop with a laboratory, a raw materials storage room and a finished product storage room, a mechanical room, an office, a lodge keeper and a well.
- The provision of a large batch of equipment (see list in appendix).
- The training of technical personnel within companies and young people in the region in techniques and technologies for the processing and conservation of fruits and vegetables.

The project carried out a technical and economic feasibility study in December 2015. In addition to this study, the project asked companies to prepare technical and financial proposals for the renovation of a primary school in Boulbinet and a health post in Kimbely. Ultimately, this never saw the light of day due to the situation in the region.

The project held meetings in 2013 with the Governorate of Mamou, former USOA employees (which was to house the agricultural processing centre), and the management teams of the Boulbinet primary school and Kimbely health post.

The project for the renovation of the Mamou centre never materialised beyond the planning stage. Discussions came up against major hurdles related to the ownership of the land foreseen to house the centre. The budget provided for the project fell far short of the amount needed to bring the centre up to the necessary standard.

Furthermore, a shareholder from the Friedlander Company who had acquired the land, together with the State, as public authority, put in place a legal act to ensure transfer to its portfolio. Issues arising from this concerned both the renovation and the equipment of the site.

Finally, the emergence of the Ebola virus in Guinea during this period slowed down and practically stopped the flow of investment into this sector. The combination of these factors led to the failure to carry out project activities in Mamou.

### **3.7 Questions related to the next phase**

The youth employment project is in itself very relevant to the aims of the Japanese development authority in Guinea, the priorities articulated by the government of Guinea, UNIDO's strategic priorities in Guinea, and target beneficiaries, in that it promotes the employment of young people and women.

The project offered capacity and skills building to facilitate better socio-economic integration within their localities through a broad range of professions, such as metal joinery, carpentry, blacksmithing, hairdressing, tailoring and the processing of agricultural products (rice, corn, cassava, palm nuts, soap making, Shea butter production, etc.). All of these professions are part of the everyday world of women and young people in rural Guinea.

Initially, these women and young people faced a shortage of the equipment necessary to build their productivity and they lacked a secure framework to carry out their activities. Today, following the removal of one element of these obstacles, the project must help women and young people to insert themselves into the profit market with a working capital (or operating capital of around 6 months), technical training on procedures and the implementation of harmonized management tools to clarify and guide beneficiaries' choices.

The stakeholders interviewed during the evaluation were all unanimous in voicing the need for a second phase of the project. In fact, the social and political unrest experienced by Guinea in the past, as well as the Ebola epidemic that ravaged the country in 2014 and 2015 ensured that the project was unable to carry out all its planned activities; additionally, the fact that activities around Mamou were under-budgeted.

Because of this, several workshops and CPCs have received equipment from the project in the two months preceding the closure of the project and they were not sufficiently trained in their use. It is important to guarantee their use during the lifetime of the project, to enable recipients to receive training in the use of the equipment.

Two CPCs received solar power plants, major and expensive investments that are currently completely unused. It is important for the project to be able to continue so that this problem would be resolved and that the two CPCs can take full advantage of this type of energy.

Similarly, at present, the CPCs are facing a serious problem of sustainability. They are unable to meet their operating costs. UNIDO began by putting in place a process to provide them with business plans that would help them to be financially independent and to continue to offer services to the communities. This process was never completed as discussions did not take place with communities and work was only carried out from a distance. It is important for the communities to be integrated into the process, to discuss and come together to reach the approach that works best for themselves.

The individual workshops and the CPCs have all received equipment and training, and in return they are expected to properly manage and continue to offer services to young people in their local areas even after the end of the project. Even if the commitments are similar, they are not management tools and are not uniform. Responsibilities in relation to the monitoring of commitment are not clearly defined. For future phases of extension of the project, it is very important that problems can be solved by putting in place an adequate management system in consultation with local stakeholders.

The training modules used by the CPCs and workshops are not uniform and the content is not systematic. It is important to implement proper training modules in future phases that

are documented and taught by expert trainers. This would make trainings more interesting and better able to meet the emerging needs of the employment market.

Access to credit is important for the workshops and CPCs so that they can engage in productive activities; however, they have no links with credit institutions. In a potential phase of extension of the project, then, it is important to bring the workshops and CPCs together as a single block to negotiate access to credit with institutions in their local areas.

Finally, institutional relations between UNIDO and the ministries must be strengthened in order to ensure the sustainability of activities. UNIDO should leave more space for ministries within project implementation in order to build the capacities of field staff during the lifetime of the project, and support them to meet their needs. Similarly, the management of project field staff should be the responsibility of a single individual, preferably based within the country in order to facilitate the project and increase team effectiveness through a unified management approach.



## 4. RECOMMENDATIONS AND LESSONS LEARNED

### 4.1 Recommendations

With regard to this evaluation, the following key recommendations have been formulated for communities, UNIDO, the government of Guinea and the Embassy of Japan:

<b>For the communities</b>
1. The CPC management committees must be revitalised to guarantee transparency and ensure that the centres are correctly run. These require a clear definition of the roles and responsibilities of the management committee, the identification of members capable of serving the community by giving their time voluntarily, once a fortnight, for example.
2. Carry out an awareness raising campaign for parents to encourage them to enrol children who do not have access to formal education in the centres and to participate modestly in the funding of centre activities. Each CPC could decide on the amount, but a fixed sum of 10,000 GF could be available for each young person at the end of each month. Failing this, the young people could raise the money needed to pay the fees by periodically selling the products they make at local markets.
3. Talks with local authorities should be initiated to get their support for centres and workshops. This is even more important than ensuring that the centres and workshops participate in the development policy implemented by the government through training and the creation of employment.
4. Approach local NGOs, companies and all other actors in order for these to purchase products from centres and workshops, to place their orders locally and thus support them in the areas where they are located. In return, the CPCs and workshops enable them to promote their activities with their members and partners.
5. Participate fully in the finalisation of business plans for centres and workshops and commit to compliance with management rules and the mobilisation of funds in order to properly carry out activities.
<b>UNIDO must:</b>
1. Require suppliers who have provided defective materials to repair or replace them immediately and without additional cost to the les communities.
2. Immediately identify a qualified electrician who can carry out a diagnostic of the solar energy centres of production, and identify and repair the problem so that the two CPCs in receipt of solar equipment can carry out their activities.
3. Proceed with the finalisation of the business plans for centres and workshops so that

they can generate the resources they need and implement their work plans.
4. Organise the CPCs and workshops to enable them to negotiate loans from credit institutions, or contracts within their areas, that enable them to continue to operate.
5. Implement a clear and fair demobilisation plan that would identify urgent actions to be taken to ensure the proper closure of the project.
6. Help communities and workshops to develop high quality, uniform training curricula, and management and monitoring tools for their activities. Rapid training workshops for these curricula and tools must be carried out immediately before the end of the project.
<b>Addressed to the government of Guinea:</b>
1. Work with UNIDO to coordinate the implementation of a plan to monitor project activities beyond the life of the project and clarify for communities the role of focal points in the field in carrying out the monitoring of commitments.
2. Take responsibility for coordinating the activities of all projects in the area of employment creation for young people by facilitating a space for sharing thanks to regular meetings or exchange of information.
3. ensure that government counterpart funding is made available for the proper implementation of project, or properly communicate the financial limits of the government when necessary to ensure that beneficiaries do not expect funds that will never appear.

It is recommended that for optimal closing of the project, **the Embassy of Japan** would:

1. Approve an extension to the project for at least three months so that activities could finish in an appropriate manner and ensure that final adjustments are made to guarantee the correct transfer of project roles and assets.
2. Replicate the project in other regions of Guinea that have not access yet to the services of CPCs.
3. Ensure greater involvement of the private sector and demand that the strategy guiding the next project is to be built around this. Individual workshops offer the same services as CPCs and do not experience the same management problems.

## 4.2. Lessons learned

The lessons learned must be applicable beyond the project evaluated, but must be based on results and the conclusions of the evaluation.

The following lessons were noted by the evaluation:

- It is important to clearly describe in the initial project documents all the strategies to be implemented in a sufficiently detailed way. The proposal could be put in an appendix of the Memorandum of Understanding between UNIDO and the governments. This would reduce the scope for interpretation regarding the content of projects.
- It is important to involve those responsible for monitoring and evaluation within UNIDO in the design of projects in order to have high quality log frames with clearly defined indicators. Similarly, targets for these indicators must be documented as far as possible during the design phase, and those that are not must be as immediately after the beginning of the projects. Finally, the lack of a monitoring and evaluation system with an operations manual detailing the roles, responsibilities, protocols and monitoring tools makes project implementation more obscure and does not contribute to showing results achieved in the correct manner.
- As a general rule, project disengagement strategies must be implemented at least six months before the projects end, and these strategies must be shared with all stakeholders by this time. Any delay in this task may negatively impact on the quality of results.
- The problem of sustainability of individual workshops did not arise even though CPCs offering the same services seem to have many problems related to their performance. Greater involvement of the private sector in project activities would help to achieve planned results in a more efficient manner. This would also contribute to ensure the sustainability of investments when good safeguards are in place.
- The problem with solar power plants demonstrates the need to purchase from local markets whenever possible. Thus, any problem can be communicated directly with the supplier who could immediately offer repairs assuming the product is still under warranty, or could offer a low-cost solution to the problem.
- It is important to empower field staff to ensure the smooth running of activities by implementing an optimized level of supervision. Administering field projects from UNIDO general headquarters and not sufficiently clarifying work relationships between staff working on the same project in the field contributes to reducing team effectiveness.

## ANNEXES

### PROGRAMME DE L'ÉVALUATION

#### Programme de la mission d'évaluation du projet emploi Jeunes

Dimanche 13 – Apres midi
– Voyage Conakry-Mamou
Lundi 14
– Travail a Mamou
– Nuit à Mamou
Mardi 15
– Voyage Mamou- Kankan (7h)
Mercredi 16
– Travail à Kankan
– Nuit à Kankan
Jeudi 17
– Voyage Kankan-Beyla (4h)
– Travail à Beyla
– Nuit à passer à Beyla
Vendredi 18
– Voyage Beyla-Nzerekore
– Travail à Nzerekore
Samedi 19
– Voyage Nzerekore – Yomou
– Travail a Yomou
– Voyage Yomou-Nzerekore
– Nuit à Nzerekore
Dimanche 20
– Travail a Lola
– Travail à Goueke
Lundi 21
– Voyage Nzerekore –Conakry (Avion)
Mardi 22
– Rencontre points focaux des ministeres et ambassade Japon
Mercredi 23
– Preparation presentation
Jeudi 24
– Debriefing Conakry
Vendredi 25
– Retour sur Dakar

### Liste des Personnes Rencontrees

LISTE DES PERSONNES RENCONTREES			
	NOM ET PRENOMS	INSTITUTION	TELEPHONE
1	Issiaga Camara	Service des Finances/ Mamou	
2	Ha dy Barry	Inspecteur régional du commerce/Mamou	666.845.205
3	Ansoumane Conté	Technicien USOA	655.765.349
4	Alpa amadou Bah	Directeur école primaire de Boulbinet/Mamou	628.062.268
5	Mamadou Djouldé Barry	Préident APAAE/EP de Boulbinet Mamou	657.452.709
6	Mme Barry Aissatou TALL	Chef de poste de santé de Kimbely/Mamou	622.367.665
7	Boubacar Camara	Stagire au oste de santé de Kimbely/Mamou	628.458.916
8	Ibrahima Sidibé	Vice préident du quartier Kimbely	662.453.583
9		<b>Groupement Gbènkadi deDalako/kankan</b>	
		<b>Groupement Sabou Amana/Balato/kouroussa</b>	
10	Fanta Keita		
11	Nansira Odia Keita		
12	Tiran Fanta Keita		
13	Cissé Keita		
14	Kaba Diakité		
15	Mamdy Doumbouya		
		<b>Groupent Konkomagni de Norassoba/Siguri</b>	
16	Wodia Doumbouya	Présidente groupementSango nyoti de Fandja	
17	Nadouba Magassouba	Vice présidente	

LISTE DES PERSONNES RENCONTREES			
	NOM ET PRENOMS	INSTITUTION	TELEPHONE
18	Koté siran Magassouba	Trésorière	
19	Naba Doumbouya	Information	
20	Sako Keita	Conseillère	
21	Sanamoudou Camara	Meunier	
22	Nanténin Condé	Présidente AFTT	
23	Fantagbè Condé	Présidente coopérative	
24	Mariama Konaté	VP Coopérative	
25	Nyalèn Sylla	Commercialisation	
26	Aminata Cissé	Commercialisation	
		<b>Ateliers de la Commune urbaine de Beyla</b>	
27	Cheik Traoré	Directeur atelier de fabrication CU Beyla (avec 10 personnes rencontrées)	
28	Sidiki Condé	Directeur atelier forge traditionnelle (avec 13 personnes rencontrées)	657 14 58 73
29	Habbas Keita	Chef adjoint atelier	622 11 07 34
30	Mackagbè Sacko	Présidente Groupement Lanaya pour la saponification (avec 2 à membres rencontrés) Atelier de saponification	
		<b>CPC de Gouecké/Nzérékoré</b>	
31	Siaka Diallo	Sous préfet de Gouecké	
32	El Hadj Ousmane Lamah	Maire de Gouecké	
33	Issa Kourouma	Directeur communal de la jeunesse de Gouecké	
34	Danfo Chérif	Chef atelier Menuiserie mécanique CPC de Gouecké	666.675.541
35	Vasse Camara	Chef atelier forge traditionnelle CPC de Gouecké	
36	Djénaba Camara	Chef atelier transformation produits agricoles CPC de Gouecké	628.651.514
37	Mama victorinne Haba	Chef atelier coiffure CPC de Gouecké	624.070.348

LISTE DES PERSONNES RENCONTREES			
	NOM ET PRENOMS	INSTITUTION	TELEPHONE
		<b>CPC Yomou</b>	
38	Moussa Komara	Président CPC Yomou	622.144.562
39	Kpgomou Sevein	Responsable centre informatique CPC de Yomou	620.712.856
40	Félix Koulémou	Chef atelier technologie adaptée du CPC de yomou	
41	Patrice Haba	Chef atelier Ménuiserie métallique du CPC de yomou	620.353.603
42	Albert Honomou	Chef atelier de couture du CPC de yomou	623.014.990
		<b>CPC de Kokota/Lola</b>	
43	Alpha Issiagne	Chef atelier de Boulangerie CPC de Kokota	620.235.826
44	Mamoudou Camara	Chef atelier de transformation des produits agricoles du CPC de Kokota	620.253.720
45	Ninakoye Sagno	Chef atelier de presse à huile CPC de Kokota	
		<b>Conakry</b>	
	Sangaré	Point focal Industrie	
		Point focal Jeunesse	
		Point focal Décentralisation	
		<b>Staff ONUDI</b>	
	Naïny Condé	Responsable Zone Haute Guinée	
	Alpha Mominy Barry	Responsable Zone Guinée Forestière	
	Mme Somparé Kadiatou	Siège Conakry	
		Ambassadeur du Japon en Guinée	
		Responsable projet Vienne	
		Responsable projet Vienne	

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4.	PAFEJ proposal, UNIDO, 2012
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6.	PAFEJ progress report January-october 2015
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10.	Guinee 2012-2016, Document de strategie pays, Government of Guinea, 2012
11.	L'Enquête spécifique sur le travail et l'emploi décent (ESETD – 2012) a été réalisé par l'AGUIPE sur demande du METFP-ET et sur financement du PNUD à travers son programme ALP/GDO.
12.	Code du travail de la Republique de Guinee, Government of Guinea, 2014
13.	Poverty reduction strategy, Government of Guinea, 2000



## Termes de référence

### Evaluation finale du projet de l'ONUDI "Appui à la formation professionnelle des jeunes en Guinée"

UNIDO Project No. : TF/GUI/12/003 – 120220

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<b>Project Title:</b>	Supporting Job Training for Youth in Guinea
<b>Project ID:</b>	120220
<b>Project country:</b>	Republic of Guinea
<b>Donor</b>	Japan
<b>Executing Agency</b>	The United Nations Industrial Development Organization (UNIDO)
<b>Counterparts/ Partners</b>	Ministry of Youth and Youth Employment, Ministry of Industry and SMEs, Ministry of Territorial Administration and Decentralization, region and district authorities

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#### I. BACKGROUND

The project “Supporting Job Training for Youth in Guinea” (ID 120220) follows on from project “Community-based Production Centres and Community Infrastructure Rehabilitation Projects with Skills Upgrading in Forest Guinea” (TF/GUI/05/001), which led to the establishment of three community-based production centres (CPCs) in Lola, Yomou and Gouecke in Forest Guinea region.

With the CPCs established to provide training services to local communities, the subsequent project “Supporting Job Training for Youth in Guinea” has aimed at expanding the offer of skills development in rural communities through the existing CPCs and new production cum-training workshops in the eastern region of Guinea. By equipping them with employable practical skills, the youth and women are expected to integrate in the economic development of their communities, which, in turn, would increase the resilience and self-help capacities of their communities. The project conducted tailor-made community-based training programmes in collaboration with the CPCs, five small production-cum-training workshops in cooperation with local artisans in Forest Guinea (Beyla) and Upper Guinea (Siguiri, Kouroussa, Mandiana and Kankan).

The project covered ten districts in poor eastern corner areas of Guinea, bordering with Liberia, Côte d'Ivoire and Mali, as well as in Mamou, bordering with Sierra Leone. It started implementation in June 2012 for an initial duration of two years. Due to the outbreak of the Ebola epidemic in 2013, the project has been extended to December 2015.

## **1.1 Counterparts and Key Stakeholder**

The counterparts are the Ministry of Youth and Youth Employment, the Ministry of Industry and SMEs and the Ministry of Territorial Administration and Decentralization. Key stakeholders are the local communities.

## **1.2 Objectives and Expected Results**

Ultimately, the project aims at increasing the resilience and self-help capacities of communities in the eastern region of Guinea by equipping their youth with practical skills so as to enable them to underpin their future working life. It is expected that by the end of the project:

1. At least 3600 youth have acquired readily employable entrepreneurial and practical technical skills;
2. At least 50 entrepreneurial group-enterprises have developed managerial and technical capacities to compete successfully on the market—including ability to develop competitive products—and, in turn, have improved their profitability and increased employment opportunities;
3. At least 300 youth have acquired construction-related skills by rehabilitating at least 10 schools, clinics, youth and women centres, small bridges and the like;
4. Training facilities for entrepreneurial and technical skills development programmes for youth have been established in ten communities;
5. Social infrastructures in five communities have been renovated with participation of the youth and local artisans.

Annex 1 reproduces the project logical framework.

## **1.3 Output and Activities**

The main output of the project is establishment of training capacity to conduct entrepreneurial and technical skills training programmes for youth in:

- 1 three existing Community-based Production Centres (CPC) in Lola, Yomou and Gouecke;
- 2 six production-cum-training workshops in Forest Guinea (Goueckedou and Beyla) and Upper Guinea (Siguiri, Kouroussa, Mandiana and Kankan) in collaboration with local artisans as well as a one equipped and with trained staff.

To this end, the following activities have been planned and undertaken:

- A. Conduct socio-economic analysis and participatory workshops in targeted communities and other concerned organizations to increase the awareness on project objectives and planned activities and identify business potentials and risks and training needs for youth;
- B. Adapt and conduct contextualized training programmes for youth in entrepreneurial skills, functional literacy, collective efficiency projects, production management, production, use and maintenance of agricultural machinery and tools, metal works and wood carpentry, traditional textile and soap production;
- C. Develop and conduct contextualized training programmes to introduce new and improved agro-processing techniques to enhance agri-business value chains such as commercialization of Shea butter;
- D. Conduct on-the-job training to develop construction skills of the youth by rehabilitating flood- and conflict-affected social infrastructure such as schools, clinics, youth and women centres, small bridges, and the like in the region;
- E. Equip at least 1 community based production centre and 1 community training workshop with renewable energy power system based on a socio-economic and technical viability analysis, as well as train artisans and youth in use, maintenance and repair of such systems;
- F. Renovate and equip six small production-cum-training workshops in collaboration with local artisans to conduct training programmes;
- G. Renovate and equip a SME service support centre in Mamou to conduct training programmes;
- H. Equip three existing CPCs in Lola, Yomou and Goueke with computer and training equipment;
- I. Train management committees/staff on operational strategies for viable operations of production-cum-training on a sustaining basis;
- J. Training about 50 master trainers of centres for above training programmes.

o **Financial Information**

The total budget of the project, excluding project support costs, amounts to USD 2,521,671.

<b>Total budget</b>	USD 2,521,671
<b>Support Costs (13%)</b>	USD 327,817
<b>GRAND TOTAL</b>	<b>USD 2,849,488</b>

## II. PURPOSE OF THE EVALUATION

The purpose of the independent terminal evaluation is to assess:

- project relevance with regard to priorities and policies of the Government of the Republic of Guinea, and UNIDO;
- project effectiveness in terms of the outputs produced and outcomes achieved as compared to those planned;
- efficiency of implementation: quantity, quality, cost and timeliness of UNIDO and counterpart inputs and activities;
- prospects for development impact; and
- long-term sustainability of the support mechanisms results and benefits.

The evaluation should provide the necessary analytical basis and make recommendations to the Government of the Republic of Guinea, the donor and UNIDO.

The evaluation should also draw lessons of wider applicability for replication of the experience gained in the project in other interventions.

## III. SCOPE AND METHODOLOGY OF THE EVALUATION

The scope of the evaluation is to assess the extent to which the project has achieved the expected results, that is, whether and to what extent the project has improved the local training capacity for entrepreneurship and technical skills and, by doing so, improved youth's and group enterprises' outlooks for income-generation activities as well as communities' livelihoods.

The evaluation team should develop and apply a methodology that allows collection of sufficient information to address all evaluation questions following widespread evaluation standards and requirements, and in accordance with the principles of UN norms and standards for evaluation as well as UNIDO evaluation policies.<sup>9</sup> The methodology should be described in an inception report.

To substantiate the evaluation, the team should select and use information/data collection methods that ensure validity, reliability and credibility of the evidence gathered. By combining multiple information sources and methods, the team seeks to overcome possible judgmental biases. In the event of differences in results, the team should document and explain, to the best of their knowledge, the reasons for such differences. The following data methods and sources are suggested.

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<sup>9</sup> Documents are available on the website of UN Evaluation Group: <http://www.uneval.org/>

Information/Data Methods	Information/Data Sources
Desk review	<ol style="list-style-type: none"> <li>1. Project document, progress report, mission reports, work plans and technical reports</li> <li>2. Mid-term evaluation report</li> <li>3. Documents on strategies and programmes of other development cooperation agencies</li> <li>4. National policies and strategies</li> </ol>
Interviews and visits	<ul style="list-style-type: none"> <li>• Project focal points at counterparts</li> <li>• Key stakeholders (Municipalities)</li> <li>• Staff of the CPCs</li> <li>• International Community</li> <li>• Beneficiaries</li> <li>• Project managers and project consultants</li> </ul>

As the time of writing of this Terms of Reference, it is not known whether and when travel restrictions following the Ebola outbreak will be lifted. Should travel restrictions be still in force in December 2015, it is recommended that the evaluation make every reasonable effort to contact beneficiaries and stakeholders by alternative communication means, such as mobile telephone and skype. Project staff will assist in the logistics

#### **IV. EVALUATION QUESTIONS**

This terminal evaluation will address both general and project component-specific aspects.

##### **IV.1 General Questions**

###### **Project identification and formulation**

- The extent to which a participatory project identification process was applied in selecting problem areas and counterparts requiring technical cooperation support;
- Relevance of the project to development priorities and needs;
- Clarity and realism of the project's development and immediate objectives, including specification of targets and identification of beneficiaries and prospects for sustainability;
- Clarity and logical consistency between inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame);
- Realism and clarity in the specification of prior obligations and prerequisites (assumptions and risks);
- Realism and clarity of external institutional relationships, and in the managerial and institutional framework for implementation and the work plan; and
- Cost-effectiveness of project design.

### **Project ownership**

- The extent to which the project was formulated with the participation of national counterpart and/or target beneficiaries;
- The extent to which counterparts have been appropriately involved and have been participating in the identification of their critical problem areas, in the development of technical cooperation strategies and in the implementation of the project approach;
- The extent to which counterpart contributions and other inputs have been received from the Government as compared to the project document work plan, and the extent to which the project's follow-up is integrated into Government budgets and work plans;
- The extent to which identified counterparts (government and private sector) have supported the project into carrying out the planned activities; and
- The extent to which ownership of project's results / contributions has been transferred to relevant national counterparts for future sustainability.

### **Project coordination and management**

- The extent to which the national management and overall field coordination mechanisms of the project have been efficient and effective;
- The extent to which the UNIDO based management, coordination, quality control and input delivery mechanisms have been efficient and effective;
- The extent to which monitoring and self-evaluation have been carried out effectively, based on indicators for outputs, outcomes and objectives and using that information for project steering and adaptive management;
- The extent to which changes in planning documents during implementation have been approved and documented;
- The extent to which the steering committee has provided the required support and anticipated follow up on the project's implementation and achievements; and
- The extent to which synergetic benefits can be found in relation to other UNIDO and UN activities in the country.

### **Efficiency of implementation**

- Availability of funds as compared to the provisional budget (donor and national contribution);
- Quality and timeliness of inputs delivered by UNIDO (expertise, training, equipment, methodologies, etc.) and the Government as compared to work plan(s);
- To what extent the recommendations of the mid-term evaluation (Feb 2013) have been implemented;
- The extent to which implementation has responded efficiently to the challenges posed by the Ebola outbreak as well as other security-related difficulties ;
- Adequacy of monitoring and reporting;
- The extent of national support and commitment and the quality and quantity of administrative and technical support by UNIDO and the Government.

### **Effectiveness and project results**

- Full and systematic assessment of outputs produced to date (quantity and quality as compared with work plan and progress towards achieving the immediate objectives);
- Quality of outputs produced and how target beneficiaries use these outputs, with particular attention possibility of replication; and
- Outcomes, which have occurred or which are likely to happen through utilization of outputs.

### **Prospects to achieve expected outcomes, impact and sustainability**

1. Identification of developmental changes (economic, environmental, social) that are likely to occur as a result of the intervention, and to what extent they would be sustainable;
2. The extent to which the training capacity formed by the project is likely to enhance individuals' and communities' abilities to participate in the productive economy and its future growth;
3. Likelihood that host institutions will be able to continue and, possibly, expand their services after termination of the project.

### **Cost-effectiveness of the project**

Feasibility of the project approach and the extent to which it represented a sensible use of given resources for achieving the planned objectives.

### **Gender and environmental sustainability**

- The extent to which gender aspects have been mainstreamed and carried out in the project;
- The extent to which considerations to environmental sustainability were taken into account during the project lifecycle.

## **IV.2 Component-specific Questions**

### **Job Training at CPC**

- Are CPCs adequately and functional?
- How many value addition initiatives were undertaken and to what extent were they utilized by beneficiaries;
- To what extent had target groups benefited from the undertaken business development activities;
- To what extent had the role of national counterparts (government of the Republic of Guinea, community, etc.) supported the implementation of the project's outputs?
- To what extent had the technical capacity of the field staff developed over the lifetime?
- Which long-term development changes (economic, environmental and educational) have occurred or are likely to occur in the local community through establishment of the CPCs?

- Have CPCs developed strategic management competencies? To what extent would CPCs be able to sustain themselves (technically and financially) in the medium and long term?
- Which fields and/or directions should CPCs develop to serve better the local community?
- Have there been any unintended (positive or negative) effects of the project?

#### **Agri-business VC training**

- Are the small cum-production centres adequately equipped and operational?
- Has the training equipped the beneficiaries with the necessary skills to underpin their operations in the future?
- How effective have the financial mechanisms to access credit been?
- To what extent are these centres integrated in their respective value chains nationally, regionally and/or internationally?
- Which fields and/or direction should these centres develop for their further development?

#### **Renewable energy training programme**

- Does the solar photovoltaic (PV) plant provide sustainability?
- Does the solar PV plant contribute functionally and economically to the region?
- Has the project help to raise awareness regarding PV exploration in the country?
- To what extent has the project helped communities and locals to perceive PV has a potential field of business development and/or skills development?
- Is such technology economically and financially attractive and viable in the rural context of Forest Guinea?
- Has solar PV been overall welcome by the end-user?
- Has the implementation of solar PV plant been allocated within resources and time frame?
- Has there been any major obstacle during implementation?

#### **Agricultural Value Chain Center at Mamou**

- To what extent is the establishment of an agricultural value chain centre in Mamou a viable and sustainable option?
- What are the challenges, if any, to its realization?

### **V. EVALUATION TEAM**

The evaluation will be conducted by one independent international evaluation consultant acting as team leader and one national evaluation consultant. The evaluation team is free to contact stakeholders and discuss project matters relevant to its assignment with them. However, it is not authorized to make any commitments on behalf of the Government, the donor or UNIDO.

All evaluation consultants will be contracted by UNIDO. They will be selected by the UNIDO Office for Independent Evaluation and their CVs will be shared with the counterpart agency. The tasks of each team member are specified in the job



descriptions attached to these terms of reference (Annex 2). The members of the evaluation team must not have been directly involved in the design and/or implementation of the project. UNIDO office in Conakry as well as the project staff will assist logistically the evaluation team, as requested.

UNIDO Office for Independent Evaluation will be responsible for the quality control of the evaluation process and reports. It will provide inputs regarding findings, lessons learned and recommendations from other evaluations and ensure that the evaluation report is in compliance with established evaluation norms and standards and useful for organizational learning of all parties.

## **VI. EVALUATION PROCESS, DELIVERABLES AND TIME SCHEDULE**

### **VI.1 Process**

The evaluation will be conducted in November/December 2015. In undertaking the evaluation, the evaluation team is expected to:

- Carry out a desk review of the existing documentation related to the project as well as clarify, if and when necessary, specific aspects of the evaluation scope and material with the UNIDO Evaluation Group and Project Manager;
- Prepare the evaluation methodology and present an inception report to the UNIDO Evaluation Group, Project Manager and other stakeholders, as required;
- Undertake a mission to Guinea to hold interviews with various stakeholders and visit project sites at Kankun and Beyla as well as the CPCs at Lola, Yomou and Goueke;
- Present the preliminary findings to the counterparts, Donor and UNIDO;
- Draft the final report and submit it to UNIDO for comments and review. Draft reports submitted to UNIDO Office for Independent Evaluation are shared with the corresponding Project Managers and National Project Director to provide feedback on any error of facts highlighting the significance of such errors in any conclusions. The evaluators will take the comments into consideration in preparing the next version of the report, which will be shared with the national counterparts and the donor.
- Revise and finalize the final report, taking into consideration the comments received.

Once finalized, the final report of the Independent Terminal Project Evaluation will be available to the public, on the UNIDO website.

### **VI.2 Deliverables**

The following are to be submitted.

Inception Report: On the basis of the evaluation methodology proposed in the evaluation ToR, the Inception Report should summarize the desk review of documentation and specify the evaluation methodology, including the evaluation questions, the data collection instruments and methodological limitations to the evaluation. Its objective is to ensure that the evaluation stakeholders have a common understanding of how the evaluation will be conducted.

Presentation of preliminary findings: At the end of the evaluation mission, an oral presentation of the preliminary findings and conclusions should be shared with the evaluation stakeholders in the field and at Headquarters. The presentation should be prepared in a format that is meaningful to the different stakeholders; allow participants to provide feedback on the preliminary conclusions as well as clarify points that may have been misunderstood; and lead to future action.

Final Report: The Final Report should address the evaluation issues outlined in Section IV. It should describe the methodology used, present evidence-based findings, conclusions, recommendations and lessons learned. Conclusions should point out factors of success and failure of the evaluated project, whereas recommendations should provide advice on sustainability of CPCs. The template of the Final Report is reproduced in Annex 3.

When drafting, evaluators should:

- Substantiate evaluation findings with evidence
- Establish a logical link between findings, conclusions and recommendations
- Ensure that information is consistent throughout the reports and maintain the anonymity of informants
- Present the arguments using a well-structured, constructive, sensitive and concise style
- Include information in the main reports if it significantly affects the analysis and serves to clarify issues, with ancillary information presented in annexes

The reports should be submitted in electronic format, in Word, in black and white. Pages as well as paragraphs should be numbered consecutively using Roman numerals from the page following the cover page until the end of the Executive Summary, and Arabic numerals from the Introduction until the end of the document, including annexes.

### **VI.3 Language**

All reports and presentations are to be written in French and English. Interviews and surveys can be conducted either in French or English, depending on the language spoken by the interviewee. If information (data and interview reports) has been gathered in French, it must be translated into English. Performing a linguistic quality control of all interview reports is part of the scope of contract.

#### VI.4 Time schedule

The evaluation is scheduled to take place over the period November-December 2013. A preliminary time schedule is as follows:

2 <sup>nd</sup> half of November 2015	Desk review and telephone interviews, as required; Submission and finalization of the Inception Report
1 <sup>st</sup> half of December 2015	Mission to Guinea (ten days) Presentation of preliminary findings to counterparts
2 <sup>nd</sup> half of December 2015	Debriefing and presentation at UNIDO Headquarters. Submission of the draft final report for review and comments

The evaluation team leader is expected to come to UNIDO HQ for a briefing at the beginning of the evaluation exercise and after the field mission for debriefing and presentation of preliminary findings to UNIDO staff involved in the project.

#### VII. GOVERNANCE AND MANAGEMENT OF THE EVALUATION PROCESS

In accordance with UNIDO Evaluation Policy, the roles and responsibilities of the key actors of the project evaluation process are the following.

Constitution of the Evaluation Team	<ul style="list-style-type: none"> <li>• UNIDO will identify as well as recruit the consultants, and inform the counterparts and the Donor accordingly.</li> <li>• UNIDO will prepare an evaluation dossier and brief the evaluation team.</li> <li>• The evaluation team will present an Inception Report to UNIDO.</li> </ul>
Mission and Draft Final Report	<ol style="list-style-type: none"> <li>1. The evaluation team will undertake the evaluation mission and present the draft Terminal Report to UNIDO.</li> <li>2. UNIDO will circulate the draft Terminal Report among the counterparts, the Donor and the other evaluation stakeholders for comments and factual validation.</li> </ol>
Final Report	<ul style="list-style-type: none"> <li>• The evaluation team will finalize the Terminal Report taking into consideration the comments provided.</li> </ul>
Quality assurance on the Final Report	<ul style="list-style-type: none"> <li>• UNIDO will assess and rate the quality of the Report according to the criteria set in the Checklist on evaluation report quality.</li> </ul>

## **VIII. QUALITY ASSURANCE**

The evaluation will be subject to quality assessments by UNIDO Office for Independent Evaluation. The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality (Annex 4).

## **XI. ANNEXES**

- i) Project Logical Framework
- ii) Job Descriptions of the International Evaluation Consultant and National Evaluation Consultant
- iii) Template of the Final Report
- iv) Checklist on Evaluation Report Quality

## Project logical framework

RBM Code (main):	Results Chain (Intervention Logic)	Indicators			Achievements and comments
<b>Impact</b>	Local communities in Yomou, Lola, Gouecke, Beyla, Gueckedou, Siguiri, Kouroussa, Mandiana and Kankan. are more resilient to shocks, through improved entrepreneurial, leadership and management skills for youth and improved capacities to undertake diversified income generation activities	1. Improved levels of income for both men and women youth	<u>Baselines</u>  TBD	<u>Targets Achievements</u>  TBD	<p>Percentage point increase of the revenues of project beneficiaries</p> <p>Number (or %) of project beneficiaries recording a positive change in their incomes By December 2015</p> <p>Aggregated change in cumulative incomes for beneficiaries reporting a positive change</p> <p>The trainings and workshops carried out by the CPCs last on average between two and three years. Thus, any increase in incomes cannot take place before the end of the project, something that is impossible to verify as the UNIDO has not set up a platform to monitor activities beyond the life of the project.</p>
		2. Increased employment for both men and women youth	TBD	TBD	Full time equivalent jobs created (disaggregated by sex and age)
		3. More diverse sources of income including from non-farm sources	TBD	TBD	Number (%) of project beneficiaries reporting at least a new source of revenues
<b>Outcome</b>	Generally, increase the resilience and self-help capacities of the communities in the eastern and southern border regions of Guinea by training youth in employable practical skills to kick start the recovery of the means for livelihoods.	4. At least 3600 youth acquire readily employable entrepreneurial and practical technical skills;	<u>Baselines</u>  TBD	<u>Targets</u>  TBD	3204 to date – Most of them are still undergoing their training which is said to last between two and three years. The 3204 include the youth in the CPCs and workshops and the women and other community members who have benefitted from short term trainings.

RBM Code (main):	Results Chain (Intervention Logic)	Indicators		Achievements and comments	
	<p>More specifically, the Communities Productive Centres in Yomou, Lola, Gouecke, Beyla, Gueckedou, Sigui, Kouroussa, Mandiana and Kankan and the SME support Centre of Mamou. use the new equipments, infrastructure and training to expand and improve the quality of their commercial operations in processing local agricultural produce.</p>	<p>5. At least 50 entrepreneurial group enterprises develop management and technical skills for competitive operation including development of competitive products that meet the market needs, improve the profitability and increase the employment;</p>	0	50	<p>Double-counting. The members of the entrepreneurial groups are included in the 3204 trainees</p>
	<p>Young men and women in the communities of Yomou, Lola, Gouecke, Beyla, Gueckedou, Sigui, Kouroussa, Mandiana, Kankan and the SME support Centre of Mamou have improved their capabilities in agro-processing, agriculture, entrepreneurship, computer literacy and Internet communication.</p>	<p>6. At least 300 youth will acquire construction-related skills by rehabilitating at least 10 schools, clinics, youth and women centres, small bridges etc.</p>	0	300	<p>0 Not achieved was linked to the renovation of the Mamou center</p>
		<p>7. Training capacity in ten communities established to run entrepreneurial and technical skills training programmes for youth.</p>	0	10	<p>Achieved but “community” should have been defined Could be understood as being a village or a region.</p>
		<p>8. Social infrastructures in five communities renovated with participation of the youth and local artisans</p>	0	5	<p>0 Not achieved was linked to the renovation Mamou Center</p>
		<p>9. Each CPC and the SME support Centre of Mamou has expanded the volume of production by 10% within two years of project completion</p>	0	10	<p>Average percentage point increase of the volume of production for each supported CPC and for the Mamou center  Not achieved</p>
		<p>10. Revenues of each CPC and the SME support Centre of Mamou have increased by 10 % within two years of project implementation</p>	0	10	<p>Average percentage point increase of the revenues of each CPC and of the Mamou Center  Not achieved</p>

RBM Code (main):	Results Chain (Intervention Logic)	Indicators			Achievements and comments
		11. Profit of each CPC and the SME support Centre of Mamou has increased by at least 10 per cent within two years of project implementation	0	10	Average percentage point increase of the profit of each CPC and of the Mamou center  Not achieved
		12. At least 60 per cent of youths complete full training and receive certificates within two years of project completion.	0	60	Not measured yet  This indicator is good but it should have been linked to the other ones dealing with employment and increase of revenues
Outputs	Training capacity to conduct entrepreneurial and technical skills training programmes for youth established in three existing Community-based Production Centres (Lola, Yomou, Gouecke), six production-cum-training workshops in Forest Guinea (Goueckedou, Beyla) and Upper Guinea (Siguiri, Kouroussa, Mandiana and Kankan, in collaboration with the local artisans as well as a one equipped and with trained staff.	RBM: **** 13. Each CPC premises and the SMEs support Centre of Mamou are in good working order at time of project completion	<u>Baselines</u>  TBD	<u>Targets</u>  TBD	Partially achieved  The CPCs can be fully functional but they need more investments and support The Mamou center is not functional
		14. All purchased equipment is functional up to two years after project completion	<u>Baselines</u>  TBD	<u>Targets</u>  TBD	Not achieved. The sun dryers, the solar systems, some other equipment are not operational.
		16. Training programmes are delivered in accordance with to specifications	TBD	TBD	Not achieved. Training programmes are not systematic and CPCs and the workshops do not have the same curricula for a given group

RBM Code (main):	Results Chain (Intervention Logic)	Indicators			Achievements and comments	
			17. Communities Productive Centres have reliable access to low-cost, environmentally-friendly energy for running operations and for providing energy services to local communities	TBD	TBD	<p>Not achieved</p> <p>Two out of three CPCs have benefited from the Solar energy systems. None of them is working actually</p>
			18. Communities Productive Centres and the SME support Centre of Mamou managers have improved management capabilities for the operation of the Centres	TBD	TBD	<p>Not achieved. Activities ion the Mamou center were abandoned</p>
			19. All Managers of the CPCs and of the SME support Centre of Mamou have completed training in use and maintenance of the PV solar system	TBD	TBD	<p>Because of the wording this was not achieved. Two people were trained in the CPCs (they were not the managers). In Mamou no one was trained</p>
			20. At least 75% of trainees complete training programmes successfully.	TBD	TBD	<p>Not measurable at this point. The trainings were still being done at the time of this evaluation</p>
			21. At least 30 per cent of trainees attracted are women	TBD	TBD	<p>Achieved</p> <p>49% in Beyla for example. But the project does not have aggregated numbers across all regions.</p>