

Evaluation of Norwegian Church Aid Norwegian Government Supported Programme in Gedo, Somalia May 2007



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Acronyms and Abbreviations

ASEP	Advancement of Small Enterprises Program
DC	District Commissioner
EDP	Emergency Distribution Point
FGM	Female Genital Mutilation
GHC	Gedo Health Consortium
ICU	Islamic Courts Union
NCA	Norwegian Church Aid
NMFA	Norwegian Ministry of Foreign Affairs
SADO	Social Life and Agricultural Development Organisation
SGBV	Sexual and Gender-Based Violence
SMART	Specific, Measurable, Achievable, Relevant and Timebound Indicators
ToR	Terms of Reference
TNG	Transitional National Government
Trocaire	Irish Charity and Development Agency working for a just world
UNICEF	The United Nations Children's Fund
Watsan	Water and Sanitation
WFP	United Nations World Food Programme

1. Introduction

A four-person evaluation team visited Nairobi and the Gedo region of Somalia from 21st – 31st May 2007 to evaluate the performance of Norwegian Church Aid (NCA) in their delivery of humanitarian assistance. Activities evaluated included those supported by the Norwegian Ministry of Foreign Affairs (NMFA), Action by Churches Together (ACT) and several other sources. The evaluation pays particular attention to activities in 2006 when NCA responded to a number of emergencies in Gedo. The team comprised SJ Kirkby and J Rose ETC UK, Dr. M Katui-Katua CMTS-EA, and B Woldemichael NCA. Annex A covers the Terms of Reference for the evaluation and Annex B lists the mission timetable, mission activities, places visited and people interviewed.

2. Mission Methodology

The evaluation employed the standard evaluation methods, which included:

Review of existing information and secondary data: Reports and other documents were provided by NCA enabling the consultants to familiarise with project status and to meet their reporting requirements. The documents made available to the evaluation team included project proposals, briefing notes to the NMFA, country programme reports, the 2006 annual report and other documentation pertinent to the evaluation.

Focus group discussions: These were used with groups of community members and their representatives. Focus group discussions were held with women groups, Water and Sanitation Committees, Education Committees, farmers groups, Elder's Committees, religious leaders and local authorities. Other members of the community were present on some occasions. Several focus group discussions were held with NCA staff and one with the Advancement of Small Enterprises Program (ASEP), a local implementing partner of NCA.

In-depth, individual interviews (semi-structured): These were used with management, project officers, technical staff, and key actors and as a follow up to focus group discussions.

Informal (unstructured) discussions: These were largely used with members of the public and NCA staff.

Direct observations: During community visits observations were made with regard to the status of activities, condition of physical outputs delivered by the project and the extent of utilisation of installations. Observations by the mission also allowed an assessment of the context of the implementations.

3. The Context of the NCA Intervention

NCA has been operating continuously in Gedo in southern Somalia (see Map 1, Annex C) since 1993, with support from a variety of donors, including the NMFA. The physical, social, economic, political and security environment of Gedo make it one of the world's most demanding environments for humanitarian intervention. Gedo's environment is difficult both for the local population and for NCA's implementation of activities. The scarcity of agencies willing to work in Gedo indicates the difficulty of working there.

The central Government of Somalia collapsed in 1991 and since then Gedo has been in a state of chronic emergency, with frequent periods of severe emergency since the initiation of NCA's activities in 1993. Somalia is often cited as the paradigm case of the collapsed state. This lack of effective governance and disruption of the economy has contributed to extreme poverty. Health and education services have been severely restricted and trained personnel have been attracted by better opportunities elsewhere thus migrating from Somalia. One effect of the number of Somalis emigrating is the emergence of a relatively

prosperous diaspora many of whom have been willing to give support to Somalia. The generosity of this diaspora is one of the few positive aspects of the economy of Somalia.

NCA is one of very few agencies with a long-term presence in Gedo. At times the level of severe violence and conflict in the continuing complex political emergency in Gedo has been extreme; at no time has there been effective territorial or administrative control by the Government of Somalia and there has been no structure of ministries with which to coordinate NCA activities and programmes. The lack of government agencies in Somalia also severely threatens the sustainability of interventions since there is no long-term agency to which responsibility can be transferred.

The Transitional National Government (TNG) is now attempting to extend its control over Gedo and has appointed a new District Commissioner (DC) in Garbaharey; NCA has established a link with the DC who, during the time of the mission, allocated a plot of land to NCA for the construction of a field office, storage site and accommodation.

Though the formal state scarcely exists, Gedo is not anarchic; even if chaotic, the chaos is structured. *De facto* governance remains in the hands of local community leaders, members of the Marehan Clan. Unfortunately, from time to time the sub-clans within the Marehan fight over resources. NCA's *Additional Information on Gedo Region* in the PID 12294 Application (2006) suggests that the power of these traditional leaders has reduced during the last decade, yet they remain the most significant source of control. In practice warlords and militia leaders can also determine local humanitarian access and whether activities can be carried out.

In February 2002, May-June 2004 and December-July 2004-05 sub-clan conflicts in different areas of Gedo led to deaths, injuries, displacement and severe

humanitarian need. At such times insecurity can threaten the continuity of projects but NCA has managed to maintain its presence and activities and in doing so has earned the approval of the communities with which it works. Some other agencies, including the UN have withdrawn at times from Gedo in response to insecurity and as a result communities have little confidence or respect for these organisations.

Gedo's physical environment creates further problems. The insufficiency and unreliability of rain is the most significant of these. Droughts are frequent and, paradoxically, they often end in floods. Major floods occurred on the Juba River in 1993, 1997 and again in 2006; these floods devastated the agricultural system, destroyed irrigation canals and washed away irrigation pumps. In 2005 the early Gu rains were below normal, the late Dehr rains were poor and it was clear that malnutrition was widespread. In October 2005 a nutritional survey by the Red Crescent, Gedo Health Consortium (GHC) and NCA found that in Mother and Child Health centres about one third of children were malnourished with acute malnutrition was over 20 per cent, an indicator of severe nutritional emergency. Therapeutic feeding was necessary. Drought and food emergency continued into 2006. A further effect of the scarcity of water was that pastoralists competed for diminished water sources, leading to violent conflict, reinforcing insecurity.

4. NCA's Programme in 2006

During 2006 NCA responded to a number of natural and man-made tragedies in Gedo. Severe drought during 2005 continued into 2006, with water resources becoming scarcer, leading to conflict between users. In April 2006 the drought ended in a major flood that devastated the livelihoods of farmers along both Juba and Dawa Rivers. Conflict between the Islamic Courts Union and TNG in Mogadishu led to the displacement of perhaps 400,000 people, many coming to Gedo. NCA responded to the drought and then the flood by distributing food to communities and schools, setting up emergency schools and trucking in water.

These activities supplemented longer-term activities in education, water and sanitation, and food security, responding to the chronic state of emergency in Gedo. NCA also carried out cross-cutting activities in HIV/AIDS, gender-based violence, women's empowerment, female genital mutilation (FGM), peace building and capacity building of staff and stakeholder institutions. Key NCA priorities were the principle of do-no-harm and the development of rights-based programmes.

5. NCA's Core Values and Priorities

Norwegian Church Aid is a non-governmental ecumenical organisation working to ensure the individual's basic rights. *"Together for A Just World: Working to Uphold Human Dignity, 2005-2009, Updated Version February 2007"* summarises NCA's aims and the principles underlying its activities from 2005. The five core values of NCA are built around: compassion, justice, participation, the integrity of creation, and peace. In addition to these values NCA prioritises the upholding of human dignity with rights and security. In relation to rights and the upholding of human dignity (discussed further in Section 11) three critical aspects are: participation, equity and protection. Within the adjusted global strategic plan, nine aspects are identified as significant strategic changes. They are: rights based programming; the right to food; HIV/AIDS; water and sanitation; gender-based violence; conflict transformation and peace building; climate change; the Code of Conduct; and communication. It is noteworthy that the first six of these figure largely in the Gedo programme.

6. Specific Objectives of the Evaluation

The report is structured around the following specific objectives of the Terms of Reference (ToR), incorporating the ToR's specific questions as appropriate within this framework:

- Review the way in which the project was designed and implemented with a view to learning lessons for replication in the future.
- Review the appropriateness of the project's purpose and the results in respect to the core problems faced by the project document; taking into account the physical and socio-economic environment in which the project operates.
- Assess the appropriateness and relevance of the methods used by NCA.
- Assess the efficiency of project implementation considering timing, targeting, technical solutions and community involvement.
- Assess the appropriateness of the Do-No-harm and Rights based strategies used in the programme.
- Assess the perception of the stakeholders in terms of NCA's added value and the level of participation and ownership of projects by the target communities.
- Review the quality of the day-to-day programme management (management of the budget, of personnel, relations and coordination with local authorities and beneficiaries).

6.1 Project Design and Implementation

6.1.1 NCA Strategy

The first and a key aspect of the NCA strategy was the 14-year history of the intervention and the continuity of relations with communities and longer-term planning that this allowed. Thus, in effect the planning of the chronic emergency interventions has been a cumulative and continuous process since 1993.

But as emergencies demanding specific responses occurred, as in 2006, projects have been designed to relate to specific needs: it is noteworthy that when the

drought suddenly ended NCA was able to quickly respond to new circumstances through stopping the water trucking activities and diverting resources including human resources elsewhere.

Second, long relations with communities were backed up by the recruitment of knowledgeable and competent local staff who were well-known and trusted by the communities.

Because NCA has long been operating with local staff it has been able to build close links and mutual understanding with de facto powers in the communities, principally the committees of elders. Through these relationships it has been possible to gain access to the vulnerable and needy; who have been identified by the community leaders but with subsequent verification by NCA staff. This mode of identification used the communities' knowledge and ensured that there was no resentment of an attempt by an outside agency to interfere in community affairs in the tight sub-clan system. Identification of beneficiaries through the sub-clan system carries the risk of nepotism and may be subject to a different communal view of vulnerability and rights; but is an effective, efficient, culturally appropriate method provided that NCA verifies the lists identified.

The case of NCA's rapid support following a fire that damaged shops and houses in a village during the evaluation is an example of successful pragmatic targeting – that is achieving the aim of targeting needy people by an indirect but transparent and verifiable method. NCA provided non-food item (NFI) kits from its store of emergency distribution items. Community leaders identified people who had lost their houses and shops in the fire, but NCA was able and willing to include a number of *prima facie* needy people, including widows and IDPs who had arrived recently from Mogadishu without support. It was notable that in a male-dominated society the majority of the beneficiaries here were women. Thus NCA, working through the communal leadership succeeded in reaching needy people and were seen to verify this.

Third, NCA uses the principle of do no harm and rights based programming in all its activities. These are discussed in detail in sections 10 and 11.

The fourth component of NCA's strategy was the structuring of the programme in two components: emergency interventions and capacity building interventions. The latter have a developmental timescale but essentially respond to the continuing chronic complex emergency. Gedo experiences frequent natural hazards, particularly drought and floods but also violent conflict that relates partly to these hazards and partly to the socio-political phenomena of the sub-clan system. The December 2005 Inter-agency Assessment identified a severe drought, accompanied by malnutrition and livelihood destruction; water resources become scarcer and led to conflict between users. In April the drought ended with a major flood that further devastated the livelihoods of farmers along the Juba and Dawa Rivers. Pressure on resources intensified further due to the displacement of almost half a million people from Mogadishu with many coming to Gedo.

NCA responded to these severe emergencies, in association with UN humanitarian agencies, by distributing food to communities and schools, setting up emergency schools and trucking in water. NCA had the competence to implement the emergency interventions in water, food provision and education particularly as these sectors are amongst those in the capacity building longer-term programme of NCA.

Fifth, in its long-term chronic emergency programme NCA focuses on a limited number of activities, avoiding over-extension, seeking synergies between the different areas of activity; this is sought by concentrating the implementation of activities in geographical areas. Close links to the committees of elders strengthen this synergy. NCA also trains all committees to be aware of the full range of activities including NCA's cross-cutting activities; this was evident

particularly in the meetings in which women showed sound knowledge of each other's projects. NCA carries out cross-cutting activities in HIV/AIDS, gender-based violence, women's empowerment, female genital mutilation (FGM), peace building and capacity building of staff and stakeholder institutions.

Sixth, women are important participants in the strategy, both as targets and as agents of change. Gender is particularly problematic in Somali society and NCA has adopted a gradualist and incremental approach to changing gender relations in the capacity building element of the programme. This should in turn allow the improvement of gender issues in the severe emergency elements. NCA's acceptance that it is not possible radically (and meaningfully) to alter gender relations in the short term is realistic. Female membership of committees (though not of the Elders Committee) is now normal, even though it is clear in the seating patterns that women are peripheral in mixed committees. The fact that the numbers of women on committees rarely reaches that of men is also indicative of inequality; but NCA continues to advocate for increased participation of women and women members have proven very active within these committees.

A seventh element of the strategy is the principle of co-ordination and cooperation with other agencies and institutions. Most important of these is working with the community and facilitating their empowerment through training and advocacy. The elders and religious leaders are critical links in this relation, both in allowing access to beneficiaries and in advocating for changes in the ways in which Gedo society works. It was clear during the evaluation visit that continuing negotiation with the elders was key to progress. Significant change in many of the cross-cutting issues depends also on productive dialogue with religious figures; the evaluation also witnessed such dialogue, with evidence of progress. District councils are slowly becoming more significant and NCA has developed dialogue with them at an early stage, in anticipation of the time when they may become more powerful.

It has been essential to have a working relation with warlords, militias and those involved in sub-clan conflict, even if this is more through dialogue than co-ordination. Such relations depend on the sensitivity and relationships of local NCA staff to powerful groups; some of the local staff are critically important to these relationships. Though there have been tense episodes that could have led to withdrawal, NCA has managed to achieve a successful *modus vivendi*¹ with these potentially disruptive powers. The tenacity of NCA in maintaining a presence in Gedo when others such as the UN withdrew during periods of insecurity has been a powerful aid to their credibility and reputation among local communities.

There are few other agencies operating in Gedo, but NCA has had working relations with most of them, in the UN particularly with WFP in food delivery and school feeding, and with UNICEF in water and sanitation and schools. NCA has also coordinated with ICRC, the members of the Gedo Health Consortium (GHC) and with its implementing partners ASEP and Trocaire.

7. Relevance and Appropriateness of NCA Activities in the Physical and Social Environments of Operation

Relevance

Gedo is a physical environment of extreme difficulty due to the unreliability of rain, limited availability of water and its susceptibility to droughts and floods. The socio-economic environment also presents great problems through the lack of effective government, low level of development, prevalence of poverty, high risk of violent conflict, tensions between and within clans, presence of militias and restrictions on the behaviour and participation of women. High levels of malnutrition that appear to be chronic, so far as the limited data can reveal, but acute malnutrition associated with extreme events have led NCA to prioritise food

¹ An agreement between those who agree to differ or a way of living that implies an accommodation between disputing parties to allow life to go on.

security. High levels of illiteracy are also a limit on the building of livelihoods and support for services and subsequently NCA has long supported primary education with a particular stress on increasing girls' participation. Hence, placing great emphasis on both food security and education is most relevant throughout Somalia and the region of Gedo.

The projects are relevant to the intentions of the Norwegian NMFA humanitarian programme, NCA's mission and the immediate and strategic needs of the people of Gedo. NCA has the competence and capacity to tackle the key aspects of living conditions and livelihood. Structuring the projects as short-term responses to severe emergencies and longer-term support to the chronic emergency situation that has existed since 1991 is the best approach to humanitarian assistance in this context. If interventions were solely in response to extreme events there would be no development of local capacity to improve responses to future events or to build the ability to reduce their impacts. Each recurrence of an extreme event would (inadvisably) be treated as an isolated event.

Capacity to respond to future emergencies are continuously built and strengthened through the interventions in education, water and sanitation, food security, income generation and the cross-sectoral areas. Community resilience is being increased among the critically important groups of women and children. The longer-term interventions are relevant first in terms of the fulfilment of rights for women and children. But second through strengthening their capacities and building their competencies these otherwise vulnerable groups are able to participate fully in responding to emergencies and in their mitigation.

Appropriateness

The projects are designed to fit within the cultural norms of Somalia so that beneficiaries are accessed through the prevailing politico-cultural and social system. There is a high level of negotiation with communities ensuring that activities and operations are highly appropriate.

8. Relevance and Appropriateness of the Methods used by NCA

Strategically NCA has concentrated on a limited range of activities such as education, water and sanitation, and food security for which it has built long experience in Gedo. Comments have already been made on the strategic division between severe and chronic emergency interventions, stressing that interventions in the chronic emergency significantly supports those in severe episodes. Notably, however, NCA has not attempted to be involved in health with the exception of water and sanitation and HIV/AIDS. Interventions in watsan are preventive and do not involve curative health, which is much better left to specialist health agencies such as the GHC. In HIV/AIDS NCA has responded in a timely fashion before the condition becomes critical; but here too the activities have been (appropriately) in the social as opposed to the medical arenas, with awareness raising and information spreading rather than, for example in counselling.

In Gedo NCA has used methods that, while they follow standard technical lines and approaches, have appropriately been tailored to the specifics of Somali culture. In the absence of central governmental agencies, but in the hope that these may eventually develop as functioning entities able to provide structures to support the delivery of programmes, NCA has made links to the nascent local administrative system.

For actual delivery of its projects, however, NCA works closely with and through community structures and the main *de facto* powers within the sub clan system – the elders. This has a number of benefits: first in establishing a level of security for staff; second in securing humanitarian access, using the communities' knowledge of their own needy people; third in sensitising gatekeepers to critical issues and fourth in allowing detailed discussions that elucidate community

perceptions of needs, rights, limitations and opportunities. There is scope and need for further dialogue with religious leaders on many cultural issues, since they can obstruct changes in practices but conversely they can support them if common ground can be created.

To an extent Somalia is a dual culture with separate men's' and women's worlds². NCA has made great efforts to advocate and support the empowerment and protection of women. To achieve this they have worked with both groups; they have worked with elite men to achieve greater space for women in decision making, as well as seeking to reduce some of the many disparities in the treatment of men and women and restrictions on women's rights. In a separate track, working directly with women they have sought to sensitise and provide support, while at the same time being aware of inequalities within the category of women. This work with women would be easier if the front line field staff included more than one woman.

Such community- and gender-focused appropriate approaches are of course in tune with NCA principles and practices, but in truth they constitute the only approaches that could work in Somalia.

NCA seeks to achieve coordination between the different components of the programme so that the synergic achievement is greater than the sum of the parts. Initial limitations in the availability of transport had the fortunate effect of ensuring that different project areas had to coordinate in accessing communities and this helped establish a commonality of purpose and cooperative team work. The lack of other agencies able to take on activities reinforced this need to cover community needs through internal coordination.

² Whereas women are certainly a subaltern group in Somalia, the common view that they are completely powerless and dependent is not an accurate representation of power relations. As a group, women do have a firm position, as seen in meetings with them. During meetings power struggles within groups of women were visible, even though their dress code apparently emphasises equality. Within household's women, even if subject to abuse may have much power.

Again because of the limited number of other agencies NCA has perhaps the best stock of information available in Gedo on needs, opportunities, social structures, sources of income, key people, problems, accessibility, hazards and so on. This information will be an invaluable resource when local government becomes feasible. The methods used by NCA, and indeed its local staff, could also be a valuable heritage to achieve a quick and effective start to development. This is the basis of an excellent exit strategy for NCA or a stage in transition to other types of activity if NCA remains long-term in Gedo.

9. Critical Assessment of Project Implementation

9.1 Capacity Building Programme

9.1.1 Education

The survey of primary schools in Somalia for 2003-2004 estimates there are 1,172 operating schools with a total enrolment of over 285,574 children representing 19.9 per cent gross enrolment ratio (GER) (UNICEF, 2007). This places Somalia among the lowest enrolment rates in the world. Gender-related disparities are high as slightly over one third (37 per cent) of pupils are girls at the lower primary school level. This disparity increases rapidly in higher grades. The low enrolment and high drop-out rates of girls in most areas are due to a combination of traditional attitudes, timing of classes and economic considerations. Furthermore, this survey did not include data from the Gedo region as these areas were inaccessible due to flooding and insecurity. Despite these challenges NCA has made remarkable strides in access to primary education in Gedo.

NCA has established and continues to support 23 primary schools in Gedo. NCA constructed schools where there were large numbers of children and no existing education facilities. Teachers were hired locally and NCA provides teacher training, payment of teachers, learning materials, and organises school examinations and certification.

Learning materials supplied were of a good standard and the teachers appeared competent. Teachers are examined and interviewed before they are employed. All classrooms visited were full and pupils all had writing books, which indicates that schools are operating effectively and attendance rates are good. School enrolment rates have rose from 2,030 to 4,392 and female enrolment rose from 766 to 1,940, while the boys rose from 1,264 to 2,452.

Schools were designed and constructed depending on the size of the community. It was decided permanent schools would be built as part of the capacity building/development programme as these would provide a greater sense of stability and permanence for communities. Also permanent structures were needed to offer a long-term educational environment and allow the education project to function effectively. Materials for construction were sourced locally and local labour was utilised wherever possible. This community participation is vital in creating a sense of ownership towards the school amongst the community. If a community has participated throughout the implementation of an education project they are more likely to ensure their children attend the school. Thus, enhancing the sustainability of the project.

Lesson Learned: *Local materials and labour should be utilised wherever possible to ensure the community participates as far as possible in the project creating a sense of ownership and enhancing the overall effectiveness and sustainability of the project.*

Each school had 2 ventilation-improved pit latrines and most were used. The effective use of latrines in the schools was due to the hygiene promotion within the education programme.

Recommendation: that NCA should strongly support hygiene promotion in schools: this should also include the Community Education Committees. These respected members of the community will help to raise awareness and acceptance of behavioural changes such as these.

Each school has a Community Education Committee. The committee is elected by the community and has both male and female members. The community Education Committees have received training from NCA to enhance their capacities. Committees hold regular meetings and are responsible for mobilising the wider community when necessary. One area, for example, was suffering a serious outbreak of diarrhoea, the committee and in particular the female members, mobilised the community to fetch clean water supplies daily to the school to prevent pupils becoming ill and to ensure attendance rates remained high. This was extremely successful and very few pupils were sick as a result of the community action taken.

Lesson Learned: Community Education Committees are a critical component of the education project. They enhance the sustainability of the school and assist in maintaining attendance rates. Any new schools supported by NCA should continue to adopt this system.

The schools benefit from WFP school feeding, which helps attendance rates and ensures children are receiving a nutritious diet. WFP import the food from Nairobi.

Education facilities are in short supply throughout Somalia. The primary schools have provided a sense of stability and future hope to many people. Unfortunately, there are no secondary schools throughout the region. Pupils with relatives in Mogadishu or Kenya are able to relocate to attend secondary schools, however, these opportunities are few.

A secondary school in this region would be one step in capacity building and towards sustainable development. Primary schools would also prove more sustainable if the possibility of moving to secondary level education was available as pupils and families can maintain aspirations and hope therefore, pupils would be encouraged to regularly attend and complete primary school.

Recommendation: that NCA should explore the opportunity of constructing a secondary school in the region. Either directly or through lobbying other agencies. Somalia lacks educated personnel, for example, teachers and doctors and secondary education is necessary to provide these.

9.1.2 Food Security

The failed rains in 2005 left approximately 1.7 million Somalis in urgent need of humanitarian assistance. According to the 2006 Food Security and Livelihood Survey by FAO's Food Security Analysis Unit (FSAU), an estimated 1.5 million people in North, Central and Southern regions are in a state of acute food and livelihood crisis. These figures do not include up to 400,000 internally displaced persons previously identified as in need of assistance and protection. In 2006 FSAU estimated crop production to be 50 per cent of the post war average – the lowest cereal production in over ten years. Cattle deaths rose over 30 per cent and malnutrition rates reached over 25 per cent. Gedo was one of the worst affected areas and at moderate risk of famine throughout 2006. The drought is affecting communities in areas beset by years of high malnutrition and morbidity

rates, chronic food insecurity, clan fighting and suffering from consecutive bad harvests.

One element of NCA's response to this problem was to develop a food security project. The food security component of the project targeted both rain-fed and riverine farmers. 6 locations were selected – 3 rain-fed and 3 riverine. NCA implemented these projects through 2 local NGOs – Social Life and Agricultural Development Organisation (SADO) and Advancement of Small Enterprises Program (ASEP).

Recommendation: that NCA encourage WFP to collaborate with food security projects to explore the future possibility of sourcing locally and providing a market for these farmers.

NCA, SADO and ASEP distributed seeds and tools and trained 140 farmers on conservation tillage using animal traction. The farmers provided donkeys and oxen for training while ASEP provided ox plough, sub-soiler, yoke and harnessing equipment. 50 irrigation diesel water pumps have been distributed to 500 vulnerable flood affected households in 15 villages along the Juba River. 50 cartons of oil lubricants and 1,500 pieces of farming hand tools were also distributed to beneficiaries.

Communities were involved extensively throughout the project. The project began through consultations with local leaders, district councils, religious leaders and local community-based associations including women traders' associations. Beneficiaries in Bardera and Burdhubo contributed 43 per cent of fuel costs and 15 per cent of irrigation water pump costs. As a result, expenditures on the project were reduced by USD 28,000. NCA was able to reinvest this money in micro priority projects developed in consultation with the communities.

Excessive flooding meant some farmers were unable to exercise the skills learnt from ASEP or plant seeds effectively. It is hoped these farms will improve during the next season.

The plough equipment is proving effective as farmers have adopted the new techniques and are now using donkeys and oxen to plough their fields. Despite these interventions, ploughs are in short supply. NCA should seek to continue supporting these farmers and increase the number of these projects whether by direct support as previously or by facilitating the import of a number of ploughs and thus allowing their purchase at lower prices than if farmers had to import them.

The water pumps on the farms visited were operational and proving effective. The farmers appeared highly competent in using the water pumps, which suggests training was also effective. The major threat to these farmers is the reliance on a river and rainfall in a drought prone region. NCA could access early warning information on floods and weather patterns and distribute this information to the farmers allowing them to better time the planting and harvesting of crops.

Recommendation: that NCA should utilise early warning information on floods to facilitate timely procurement.

9.1.3 Water and Sanitation

Access to safe water is a significant problem in Somalia that has been aggravated by the destruction and looting of water supply installations during the civil war, the continuing conflict, and a lack of maintenance. This situation is compounded by erratic rainfall patterns that produce both droughts and flooding. More than 70 per cent of the population is without access to improved water

sources and almost 75 per cent of the population has no access to sanitation facilities. Domestic water supplies are met primarily from rivers and unsafe wells. During the dry season, many communities have to walk over 5km to the nearest water source.

NCA has rehabilitated El Gudud and El Adde water systems; this included the extension of water distribution pipes and construction of 8 water points. Preparations have been made for the rehabilitation of Burdhubo water system, which should be completed mid 2007. Eight shallow wells have been rehabilitated; ventilation-improved pit (VIP) latrines have been constructed for each primary school; and eight VIP latrines have been constructed for El Adde and El Gudud. Water Committees have been established for each water point, however, these committees have not yet received training. Training was delayed due to insufficient staff to carry out the training. This has been addressed with the recruitment of two new staff members – a Water Technician and Hygiene and Sanitation Officer.

Recommendation: *that in future the rehabilitation of shallow wells and water points should occur in parallel to the training of Water and Sanitation Committees.*

The technical design of water points was effective. The location of water points in El Gudud and El Adde was done in consultation with the local community. The diffusion of water points throughout the village has reduced congestion around the water tank and also reduced the likelihood of both contamination and conflict as large numbers of people and animals are not all trying to access one water point. Water points were constructed using local materials where possible. Water points were designed to enable multiple users and ease of water extraction whilst also taking into account local methods of carrying water.

NCA has not used a standard design for shallow wells in Gedo. Shallow wells have been designed based on community consultations and pre-existing structures. The effectiveness of the shallow wells could be improved through minor alterations in well design. Shallow wells in seasonal rivers silt up during the rainy season. Temporarily covering the wells during the rainy season would prevent this. However, this would require extensive community consultations to maintain confidence in the water point and reassure that ownership lies with the community.

Recommendation: that one shallow well be selected as a pilot to be covered during the rainy season. The community and NCA should undertake extensive discussions. The covering should be simple and easily removable. The community themselves should be able to decide when to cover and uncover the well. NCA should closely monitor this water point to assess any challenges and benefits.

Traditionally people use large branches, for ropes to be hauled against, to aid in water extraction from shallow wells. Traditional wells would have stones positioned to steady these braches. NCA could consider adapting the apron design to accommodate this, see photo 1 below.

Recommendation: that NCA consider the apron design shown below for use in the future as it combines the new shallow well with traditional features encouraging a wider use. This design also enables easier extraction of water.

Photo 1: Shallow well apron in Mudug, Somalia, designed to allow the traditional method of two large branches to be used effectively.



(Source: Rose, 2007)

VIP latrines were designed as standard and communities believed the latrines to be well designed. Latrines were used mostly when located at primary schools. Hygiene promotion outside schools has not yet taken place due to the aforementioned lack of staff to carry out these activities, however, this issue has now been addressed. Latrines would be more effective and more widely used if hygiene promotion was undertaken.

Recommendation: that NCA's proposal to conduct training of Water Committees and hygiene promotion be undertaken as soon as possible.

The school latrines were largely proving effective although at one location a latrine had collapsed leaving only one latrine compartment in use. This had reduced the use and effectiveness of these latrines.

Recommendation: that NCA encourage staff and Education Committees to monitor school latrines and report any collapsed latrines. Education Committees are provided with a list of materials required to construct latrines. Should a school latrine collapse, Education Committees can immediately mobilise the community to begin sourcing the necessary materials.

Communities participated throughout the implementation of water projects. They were involved in initial consultations and supplied labour and materials wherever possible. Communities were proactive and established Water Committees despite a lack of training. The evaluators witnessed the Water Committees in operation managing water points and collecting payments. The Water Committees were formed through consultations with the local community and village elders. Through NCA maintaining dialogue with the elders Water Committees were formed and respected, which improves the sustainability of the project.

Lesson Learned: through initially utilising and respecting the traditional elders system projects receive village wide support and prove more sustainable.

NCA did not request Water Committees to be gender balanced. Rather they encouraged communities to initially place 1-2 women on the Water Committee. This allowed traditional systems to be respected whilst also enabling a gradual acceptance of women in respected positions. In several villages the elders commented on how proactive and capable the women members of the committee have proven and they were now seeking more women to join the committee.

Lesson Learned: *A gradual, rather than rapid, introduction of women onto committees has proven extremely effective in ensuring the acceptance of women in different roles.*

When implementing water projects in an area where water is a finite resource it is sustainable to develop a good understanding of the water resources available. NCA does not hold data on water quality or quantity, for example, yield capacities and rates of recharge. 'The Central Rangelands Project' (USAID funded) was undertaken in 1979 and provides some details on water sources in the region. NCA is in the process of obtaining a copy of this document, which will be distributed to field staff. This will aid staff in planning sustainable water points whilst also reassuring that water resources are tapped responsibly.

Recommendation: *that NCA acquire a copy of The Central Rangelands Project to distribute in the field, but NCA should undertake studies to confirm or reassess the findings as the Central Rangelands Project was conducted in 1979 and since then Somalia has suffered major droughts, great variations in weather patterns and social, economic and demographic changes.*

9.2 Emergency Interventions

9.2.1 Emergency Education

In addition to the 13 permanent schools with which NCA is involved, NCA has also been implementing an emergency education programme of nine emergency schools, with support from UNICEF for the temporary (tent) buildings and teaching materials, and WFP for school feeding. These schools were intended to be for six months but the investment has been extended. The evaluation visited two such schools, at different stages of their development. The first school, Libahlow, had been built to serve a community that had recently moved away from a nearby flooded area where malaria had become problematic. NCA started

work on the temporary school in October 2006, the concrete base for the tented schoolroom had been completed though there was no furniture and children sat on the floor; a second tent was being used for the storage of WFP school-feeding food and some constructional and educational materials. Two latrines had been built at the school site.

NCA had trained Education Committees; the evaluation met some of them at Libahlow School with the head teacher. Currently there are four teachers there in addition to the head. NCA trained the teachers in two periods of 10 days. In fact there had been within the community a number of suitably educated people to act as teachers: this reflected the number of people who had been displaced from urban areas during the emergencies since 1991. The head teacher was clearly a well-educated person and very suitable for the position. NCA supports one staff member with an incentive; it is intended that the community will pay the others. At present there are 197 pupils 85 of whom are girls; the head teacher expected that numbers would rise to 300. Although pupils are taught in shifts it is clear that more accommodation would be needed for such a number.

At the second emergency school, Qalwo, set up by NCA following a visit that showed a large number of children in need of education, the local population had suffered from drought and some were displaced to the area from Mogadishu. They saw the advantage of education and with NCA's help had built additional classrooms to supplement the two UNICEF tents. School feeding witnessed by the evaluation provided nutritional benefits and an incentive to attend school. NCA had built two latrines but there was no water supply. The head teacher commented that in view of the large demand for education there were too few teachers but they hoped that the school could be made permanent.

Lesson Learned: *The communities surrounding both emergency schools were very keen to access education though there had previously been no schools. This reflects the fact that many of them had probably been originally displaced*

from environments in which they had seen the benefits of education³. Their construction of additional accommodation was evidence of their perception of its value. Although the educational experience could not compare with that in the permanent schools, in both of the emergency schools there was evidence of the sound quality of education being delivered and the keenness of the pupils. Within a short time the emergency schools have been able to make a considerable difference to pupils' lives. It was notable that at the second school children from previously conflicting sub clans were being educated together and that some of the pupils were in their mid and late 20s – it was explained to the evaluation that they had previously been part of militias. In both aspects the temporary schools were contributing to the development of peace.

Recommendation: *that NCA should follow up their hope and the community's hope that the emergency schools be made permanent. Although the schools were built in response to emergencies, their becoming permanent schools is part of the response (appropriately, effectively, efficiently and sustainably) to the chronic emergency of Somalia: for instance by creating hope, an impetus towards development and a focus in life for young people, by helping create peace and by helping develop an educated population able to rebuild and maintain society and economy. The community perceives education as a key need and many benefits for individuals and communities would follow from this. The community should be expected to contribute to such a development but an approach to the diaspora, possibly supported by NMFA, could help mobilise resources.*

9.2.2 Emergency Water

As drought conditions in Somalia peaked, wells and rivers ran dry, and people in Gedo faced extreme water shortages. NCA responded with an emergency water

³ Many Somalis have been displaced several times, living part of their lives in urban areas. Consequently people living in remote rural areas may previously have experienced a very different lifestyle.

trucking service to Garbaharey and Burdhubo districts with assistance from UNICEF.

NCA supplied 143,000 litres of water to 1,700 households. This was 40 per cent of the planned output as the project was terminated midway as fortunately the rains began. Each household received 175 litres of water. No household reported livestock deaths as a result of water shortages.

The project contracted private suppliers to draw water from various sources then using water trucks they were transported to communal water delivery pans (constructed by the target groups). The communities were involved as far as possible in project implementation. Furthermore, NCA prevented harm to local businesses through utilising local private water suppliers where possible.

Through involving local populations wherever feasible in emergency interventions, NCA have ensured people are not viewed as 'helpless', which is important in maintaining the respect and dignity of local communities.

Lesson Learned: *To help communities feel empowered and respected they should be involved in projects as far as possible. This also generates good relationships between an organisation and the community and strengthens respect for the organisation.*

Water trucking is response to severe emergency and is not sustainable otherwise for local communities, however, NCA are additionally implementing a developmental water and sanitation project to provide a more long-term and sustainable solution to the continuous water shortages. It is hoped through the continued implementation of water and sanitation projects that water trucking in the future will not be needed.

The emergency water trucking project also involved the distribution of water containers and hygiene promotion. Clean water containers are important as large

numbers of people collecting water from one source could easily become contaminated. Risk of contamination becomes further reduced through the hygiene promotion element. These initial hygiene messages will also support the developmental water and sanitation project, which will reinforce this information. There were no reported outbreaks of waterborne diseases among the targeted households throughout the operation.

NCA completed the water trucking project successfully under extreme working conditions. Despite the emergency context of the project they were still able to actively involve communities and implement elements of software in addition to the hardware. This project was implemented effectively and efficiently largely as a result of dedicated, well informed and high quality local staff.

Recommendation: *that in future emergency projects NCA should continue to use this strategy of involving local communities and private businesses wherever feasible to ensure activities and future work is supported, sustainable and not harmful to the local economy.*

9.2.3 Emergency Food Aid

Somalia has been experiencing a decade-long drought. Crops failed in three consecutive seasons, thus exposing an estimated 230,000 residents of Gedo to famine conditions. NCA responded to the 2006 drought by distributing food in the districts of Garbaharey and Burdhubo in partnership with WFP.

To combat dropout rates in schools administered by NCA it was also found necessary to implement a school-feeding programme with support from UNICEF. These projects began mid 2006.

Recommendation: that NCA and WFP should purchase local produce where possible for distribution to support local producers from the market being flooded by free products and generate cash in the local economy.

NCA distributed 6069.17 MT of relief food to 18,327 households (109,962 people). The food distribution was implemented in collaboration with local communities led by community structures. Members of these structures received training on various aspects of relief distribution at all the Emergency Distribution Points (EDPs).

The school feeding programme ensured 4,351 pupils and 69 teachers received 130 MT. This had a significant impact as the retention of pupils and teachers was improved, which enables the education project to function effectively.

100 per cent of the food aid was distributed successfully. This highlights the importance of using community members for implementation as access was guaranteed and security was not a problem.

Lesson Learned: it is effective to utilise traditional community structures and members of the community to assure security and enable access to the most vulnerable people.

NCA faced a lack of storage capacity in the field and therefore, had to rely on transporters in dropping food supplies at designated EDPs. Bureaucratic procedures at both UNICEF and WFP led to delays in delivery of partner contributions hence delays in project implementation.

Recommendation: that NCA should acquire warehousing facilities for storing food relief supplies. NCA should liaise with WFP to develop future plans to avoid bureaucratic delays and misunderstandings during implementation.

During emergency operations communication with communities can diminish and arrangements and agreements can be misunderstood. During NCA's food distribution some community members insisted in payments (in kind) for their contribution to the project, for example, loaders requested increased rations as payment for off-loading food rations.

Recommendation: *that in future operations NCA should fully engage communities to clarify roles, prevent raised expectations and avoid unreasonable demands.*

9.2.4 Emergency Non-Food Items

Somalia and in particular the Gedo region, has been through a number of emergency situations including floods, droughts and conflicts. This has resulted in large numbers of internally displaced persons (IDPs). These people are often forced to flee their homes with no possessions. NCA developed a standard non-food item (NFI) kit in response to the major flooding that affected a large part of southern Somalia in 1997. Since then NCA have distributed thousands of the emergency NFI kits. Some 6,060 kits were distributed in early 2007 to the large numbers of people displaced due to the conflict in Mogadishu. NCA stores the kits in Garbahare so should an emergency arise the kits are ready to be distributed immediately.

Upon notification of an emergency, NCA staff visit the area and meet with community members including the elders. Those in need of assistance are identified by both NCA and the community. NCA then transports and distributes the required number of emergency NFI kits to the site. The evaluators were able to witness this process in operation as a fire outbreak left a number of people homeless. NCA were able to respond and effectively distribute 100 IDP emergency kits within less than 24 hours.

Methods of transportation and distribution have proven effective in quickly distributing the kits to the intended persons. Through respecting and utilising the traditional community structures, NCA has been able to effectively access populations.

Lesson Learned: *that using traditional community structures and members of the community can assure security and enable access to the most vulnerable.*

9.3 Cross-Cutting Advocacy Issues

9.3.1 HIV/AIDS

Public awareness of HIV/AIDS is relatively low in Somalia compared with other regions in Africa. The information available on HIV prevalence and its causes has been limited leaving communities vulnerable through lack of information.

NCA has been involved in HIV/AIDS awareness raising activities since 2000. NCA has been attempting to reduce the stigma and discrimination towards HIV/AIDS and has held several sensitisation workshops during 2006 involving a range of different community members including youth groups, Community Based Organisations, head teachers and teachers, Community Education Committees, women's groups and local NGOs.

The field project coordinator conducted follow-up and monitoring activities within the communities. HIV/AIDS awareness raising activities were integrated into other projects such as the education and women's empowerment projects. This integration strengthened and reinforced the HIV/AIDS project and enhanced its effectiveness.

HIV/AIDS remains unaccepted and stigmatised among many Somalis and in particular religious leaders. Despite this NCA has made significant progress in raising awareness of HIV/AIDS. The evaluators met with many beneficiaries and most openly discussed the issues surrounding HIV/AIDS and were clearly well informed.

The progress achieved through this project can partly be attributed to dedicated local staff. Another strength of the project has been to hold workshops for a wide variety of community members and to integrate the project with others to ensure a continuous and reinforced message is sent to the population resulting in a greater chance of behavioural change and social acceptance.

9.3.2 Gender and Women Empowerment

NCA runs a women empowerment project and has distributed micro-credit amounting to \$37,100 to 308 beneficiaries from 5 locations. The women involved receive business training followed by capital to run income generation activities.

Generally, a group of 25 women from each village were selected by the community through consultation with NCA. These women would then divide themselves into 5 groups and each group would establish and run their business. The businesses usually involved selling animals, clothes, food or medicines. Unfortunately, the businesses involving animals and food were badly affected by the drought as many animals died and food shortages were severe or food aid was provided free of charge. The clothes and medicinal stores, however, were proving highly successful and sustainable. Clothes and medicines were bought from Mogadishu and transported north to be sold by the women. The major challenge faced by these women is affording the cost of passing the illegal road blocks that have been established. If conflict reduces, illegal road blocks are removed and the region stabilises these businesses will certainly prove

sustainable. There was a problem for NCA in ensuring that non-identified members were not in fact more needy than those who were identified; this is a problem of identification by the community and subsequent verification **of those selected**. There is a need to check those who are not selected.

Recommendation: NCA should encourage women to adopt sustainable income generating activities and explore further possibilities in addition to clothes and medicinal stores where women could invest their money.

The business training involved managing accounts, books and profits. The evaluators met with several women's groups and they were all capable of discussing their training in detail and appeared more than capable of managing their businesses. The training also involved gender awareness activities aimed at promoting gender equity and equality in Somali society. Activists discussed female genital mutilation and HIV/AIDS. This method of training proved highly effective as the women trained returned home to teach their neighbours and friends about these issues. One activist, who had suffered injury by FGM and whom NCA supported for an operation in Nairobi had visited many villages to sensitise women. The evaluators spoke with a number of women who had not received training themselves, however, they were well informed and able to discuss all the issues.

Lesson Learned: Sensitive issues are best treated through Intensively and effectively training a group of local women who can then distribute information and effectively raise awareness throughout a community in a culturally appropriate way without the direct involvement of NCA staff except in the initial training.

During 2006, this project involved for the first time, 20 people with disabilities. Somalia's past has left many women widowed and disabled. The evaluators met one widow who had not been included in the project and she expressed extreme

disappointment in this as she highlighted that she was already at a greater disadvantage compared with the other women, as she did not have a man to help provide for the children.

Recommendation: *NCA should seek to involve the most vulnerable women in communities. It is understandable that not all can be involved or assisted, however, NCA could ensure many are through undertaking thorough verification checks throughout the village to assess the women proposed or not proposed by the community. This could be done most effectively through involving the elders and constantly stressing the importance of involving these women to prevent them later becoming dependent on the community.*

9.3.4 Female Genital Mutilation (FGM)

Female Genital Mutilation is the most pervasive form of gender-based violence in Somalia. It is estimated the practice has a prevalence of 98 per cent, owing to century-old cultural customs. Although FGM is practiced on young girls, its effects are felt through puberty and long into adulthood, thus inhibiting women's right to better health and enjoyment of reproductive rights.

NCA ran an international 16-day campaign of activism on violence against women. Anti-FGM messages featured prominently in songs, drama, workshops and processions to propagate and disseminate messages. The local Somali media provided wide and favourable coverage of the events. NCA also held regular FGM awareness and sensitisation workshops in original project areas as well as new locations throughout 2006. A total of 333 leaders comprising 60 per cent women and 40 per cent men were trained and provided with information on the various effects of FGM. It is hoped this group will form a pool of critical change agents to spread anti-FGM messages.

One vital component of the project was a meeting organised with religious leaders where the Koranic interpretation of FGM was deeply discussed. It emerged that FGM had no specifically Islamic basis and this gave impetus to the ongoing anti-FGM campaign. NCA also organised a 3-day health education day in Gedo attended by 109 women, 78 men and 130 children, where the medical effects of FGM were openly discussed. NCA organised a monthly networking forum to support local Community Based Organisations and past beneficiaries of FGM awareness meetings. This ensures the issues surrounding FGM remain at the fore and information and lessons learned are continuously reinforced.

In discussions including religious leaders and spokesmen the evaluation witnessed contrasting views offered by the spokesmen. Some said that the practice was not negotiable and others that it was possible to reach a compromise⁴.

The project linked ex-FGM practitioners with women empowerment projects for financial assistance to start alternative livelihood projects. Counselling services are also provided by the Gender Officer to young girls suffering traumas associated with FGM.

Lesson Learned: *When addressing sensitive, cultural and religious issues, including those relating to women, projects must meet all key members of the community in particular the male elders and religious leaders. Behavioural changes will only occur if these powerful and respected members are in support of the project.*

Recommendation: *to reduce FGM significantly, NCA must continue to seek to meet with religious leaders and elders to guarantee their sustained support for the project.*

⁴ According to some commentators it may be possible to make the operation symbolic without the need for cutting.

The project supported and used Somali activists to effectively disseminate messages. These passionate and dedicated women proved a valuable tool in successfully delivering messages and encouraging change.

Recommendation: that NCA continue to use and support the work of these activists as they are valuable members of the team.

10. Do No Harm Strategy

Following work by Anderson⁵ and others, the fact that humanitarian aid can be harmful has been widely recognised. Aid can cause harm in two different ways: first, it can prolong or intensify violent conflict through being diverted to support militias, combatants or other power groups. Second, aid may do harm through creating dependence, reducing communal self-reliance and raising the expectation that the agency or some other outsiders will continue to provide aid so that there is no incentive to maintain equipment or plan for its replacement.

In relation to the possibility of fuelling conflict, whether violent, or conflict for resources, the challenge is to go further than simply avoiding conflict but to create peaceful conditions: peace creation rather than conflict avoidance. NCA has sought actively to create peace through specific activities and through a broad community-based approach.

Specific activities aimed directly at peace building include training of technical staff in do-no-harm principles during 2006. This focused on developing skills in relation to dividers and connectors relevant to conflict. NCA also provided training for elders, religious leaders, administrators and other key civil society actors in Garbahare and Bardubo in conflict transformation; this was supported

⁵ Anderson MB (1999) Do No Harm: How Aid Can Support Peace or War, Boulder, Lynne Rienner.

by the institution of a 21 member Mediation and Appeal Committee in the community to facilitate the settlement of disputes. This committee was to examine the grievances of both sides of conflicts; one case of conflict by sub-clans was resolved using the traditional mechanism of slaughtering a camel as an acknowledgement of mutual guilt and indication of the wish to maintain peaceful relations; the effect of this is to allow more secure access throughout the area but also recognition of the legitimacy of clan leadership. In December 2005 NCA commissioned a study of the cause of conflict in Gedo so as to identify community-based strategies with traditional leadership that could build sustainable peace.

It is noteworthy first that in these initiatives NCA has focused on traditional authorities and traditional conflict resolution models. This appears to have had some success. The state legal apparatus is not involved though there is scope for the involvement of emergent civil society. Second, there is a range of initiatives both within and without the agency and a significant range of actors and interests are involved. This is a realistic strategy which may be expected to have a cumulative, rather than radical effect.

Lesson Learned: *that basing conflict resolution interventions on traditional conflict resolution techniques can be an effective, efficient and appropriate approach.*

Apart from these activities aimed specifically at peace building, the broader aim of reduction of dividers and strengthening of connectors is built into many activities. An example is the improvement of water supplies which reduces the likelihood of competition for scarce resources – a common source of conflict.

The process of working in all activities through existing communal structures, keeping all key actors involved reduces the risk of resentment and obstruction. The use of special committees for each activity adds to the number of people

involved in decision-making, builds capacity, empowers, creates a sense of ownership and a stake in the activities. This is a form of democracy and contributes to a civil society based on cooperation and active participation. For women this is a new opportunity to participate in social processes.

Recommendation: that NCA consider the possibility of facilitating a meeting with other Nairobi-based agencies operative in the different areas of Somalia to share experiences and develop models of good practice on the do-no-harm principle. This could be linked to the recommendation below on rights-based programming which makes a similar recommendation.

11. Rights Based Strategies

In the Global Strategic Plan NCA notes that it is now challenged by an agenda of protection relating to violence, to complex emergencies and to natural disasters. In addressing protection the concepts of rights holders and duty bearers are used in an approach to empower the poor and vulnerable. A critical concept here is that of the affirmation of human dignity and the fact that the needy are not simply victims or survivors but that they hold rights (which may also be expressed more strongly as legal entitlements).

Rights Holders

NCA places particular emphasis on support for the rights of women who, through gender inequalities and the feminisation of poverty have specific needs. Youth are a second prioritised group, particularly in view of their marginalisation within traditional institutions. A third prioritised category is minority groups: in this case the Bantu, against whom there has been institutionalised discrimination in the Somali political economy. Finally NCA intends to support the rights of uprooted people, in this case IDPs.

Duty Bearers

In NCA's policy these are people or institutions who are able to and thus have an obligation to deliver basic rights. A distinction is made between legal and moral duty bearers. Legal duty bearers are strictly speaking mainly government agencies; though NCA intends to work towards making 'market actors' become legal duty bearers. Moral duty bearers are those in positions of power, whether rich or poor, who could uphold the rights of members of NCA's four prioritised groups as part of the agenda of protection.

Because there is no functioning government in Somalia, it is not possible for NCA to work with them as internationally recognised duty bearers either through advocating for rights, capacity building or any other such action. In seeking to build links with the developing local administration, NCA is making the necessary first steps towards building an acknowledgement of rights through making them aware of the nature of NCA's involvement.

In the absence of a central government NCA spends much time in negotiation with *de facto* powers, principally councils of elders, but also with others such as existing women's groups and farmers' cooperatives, and the committees that they themselves have been responsible for forming, for instance in relation to water, schools, women's income generation. In such negotiations NCA is rightly able to argue for conditionality. The evaluation witnessed many such meetings and negotiations. NCA used advocacy, persuasion and sensitisation in these meetings with in some cases long discussions to elucidate contrasting interpretations and positions. The evaluation also witnessed NCA's discussions with gate-keepers, particularly some religious leaders; in this case the matter of FGM was discussed in some detail and an agreement was made to discuss this further in the future. In the case of FGM it quickly became apparent that the religious position was more flexible than might have been anticipated.

These negotiations mentioned in the preceding paragraph are the first type of protection: environment building. In Gedo NCA has sought to influence the existing social, cultural, economic and customary legal environments to build respect for the rights of the individual, with emphasis on their prioritised groups. Because it involves changes in deeply held attitudes towards, for example gender, cultural systems, religious beliefs and age, environment building is necessarily a long-term activity and it was seen that NCA was dealing with this as a cumulative process, for example in urging the need for a progressively stronger women's participation in committees. Response to FGM, HIV/AIDS and sexual and gender-based violence (SGBV) are rights-related matters where the creation of a protective environment requires and receives patient long-term action, with targeting to men and women. In the case of FGM this was carried out on a village-by-village approach.

Second, NCA has also been involved in responsive actions to support human rights; this is particularly in acute emergencies. Responding to the 2006 and 2007 acute emergencies the agency acted quickly to import water and food, provide NFIs for destitute people and provide emergency education. During the response to the fire-damaged shops and houses that was witnessed by the evaluation it was noted that the distribution system attempted to maintain the dignity of recipients, that most were women, some of them old; a small number were youths, and, significantly, many were IDPs; this group strictly speaking had not been affected by the fire but were in severe need. In the case of the two emergency schools visited, the population served were dominantly displaced people, in one case displaced by flood and an outbreak of malaria and in the other conflict-displaced IDPs.

Third, NCA has sought to build and protect rights through remedial action; this has largely been longer-term. Examples are the continuing support for primary education, support for livelihood-generating activities for women and support for

the development of sustainable agricultural systems in which many of the beneficiaries are Somali Bantu farmers.

Though it is possible to identify the three types of protective and creative activities for human rights it is significant that synergies are sought and found between these; for example the creation of protective environments allows more and more effective responsive action. The activities may alternatively be classified as: preventive, remedial, ameliorative or mitigational.

NCA's actions to support rights-based interventions have included: advocacy; negotiation; persuasion; sensitisation; mobilisation through information sharing; and empowerment through structural support by the support to or creation of institutions such as committees. These activities have been coordinated with the targeted provision of material and non-material humanitarian assistance.

In all cases targeting has made use of community structures and processes; ensuring that these structures and processes are in accord with humanitarian principles and human rights is a major challenge, since one of the aims in human rights-based intervention is to change these very structures. It is the evaluation's view that through the employment of competent staff able to coordinate with the local cultural system they have responded successfully to this challenge.

NCA has succeeded to a considerable extent in the difficult Gedo socio-cultural environment in meeting its current targets for rights-based programming. NCA's prioritised groups have been targeted and the short and longer-term interventions are mutually supportive in strengthening human rights. Communities visited were seen to be well-aware of NCA's human rights priorities and to be aware that while negotiation is possible these priorities are firm. Much of the success is due to sound working relations with communities; these have been built up over a long period. It is notable that rights-based targeting has not compromised response in relation to needs.

Lesson learned: that successful rights-based programming can succeed even in difficult environments if culturally aware local staff maintain a continual dialogue with key local actors and gatekeepers.

Recommendation: that NCA seek to maintain progress in rights-based programming through exchange of information on good practice with other agencies working in Somalia and by specific research in key areas.

Somalia is an extremely difficult environment for rights-based programming. Many agencies working elsewhere in Somalia have offices in Nairobi; NCA might host a meeting or advocate for another large agency to host a meeting to exchange information on good practice (and bad practice) in rights-based programming in Somalia. This could be high or low profile as NCA saw fit. Certainly NCA has good practice to share with others but from the evaluation team's knowledge other Somalia, Puntland and Somaliland-based agencies have good information too.

A number of areas could be investigated internally; though, and particularly considering that there is only one female staff member, good work has been done with women there could be a fuller gender analysis. Human rights-based needs assessment, vulnerability and capacity analyses could also be carried out. It would be helpful to examine the current self-protection coping mechanisms both of vulnerable individuals and groups. Finally it would be helpful to develop SMART (Specific, Measurable, Achievable, Relevant and Timebound) indicators to allow monitoring of one of NCA's key areas.

12. Stakeholder Perceptions, Participation and Ownership

Apart from NCA itself the stakeholders are principally the different sections of the communities in Gedo, the very small numbers of other agencies in the field, principally the UN (WFP and UNICEF) and the implementing partners: SADO and ASEP. The vestigial government has little power and the TNG virtually none in Gedo. The perceptions of all the stakeholders other than NCA itself, are similar. NCA is one of very few international organisations with any presence in Gedo and one of the most active. It is highly valued first because it is one of the few sources of any assistance, including incomes from labour and material benefits. Second local people appreciate NCA because of its tenacity to stay when things got hard through insecurity and some unwillingness of parts of the community to work according to NCA principles. Third, NCA has been very willing to work with and through community structures in accessing targets. Fourth NCA has managed to maintain neutrality and impartiality in the complex local and national cultural political environments. Fifth (and this message came through in all the field visits) the different components of the community perceive that NCA is delivering a valued programme: this showed partly in the warmth with which individual staff were welcomed but also in the remarkable openness of some discussions of sensitive issues.

Participation was achieved through careful negotiation with key stakeholders and gatekeepers within the clan and religious systems. While the elders keep a close control of activities, NCA has worked with already existing committees and set up specific ones for activities. Through these routes the community has shown willingness to participate at some cost to themselves. It is never surprising if people work for cash, but if they initiate activities themselves such as the construction of semi-permanent buildings at an emergency school site to supplement the UNICEF tent buildings, this shows a high level of meaningful participation. In many cases communities participated through provision of materials for construction.

Ownership was expressed partly through the level of participation in management committees. The communities did not view the committees as something required or needed by NCA. Quite the opposite, the communities themselves viewed the committees as an essential aspect of the various projects and expressed these opinions throughout the evaluation. Communities with help and advice from NCA had selected strong community members including both men and women, to work on the committees. As a result committees took their responsibilities seriously and were highly active. Committees held weekly meetings and effectively motivated the wider community whenever necessary. Communities feel a greater sense of ownership towards projects such as schools and farms, as they are continuously involved through the committees and are required to regularly provide inputs to ensure their sustainability. For example, at Garbahare the community provided the school with a donkey cart so sufficient quantities of water could be collected for the pupils and the community paid for a sick teacher to go to hospital.

Community members have participated throughout NCA's programme. In all projects community leaders have been involved in discussions and negotiations from the onset. Community members have also participated in projects as far as feasible through the provision of local labour and materials. Consequently, community members present a strong level of ownership towards NCA projects.

Lesson Learned: *that enabling communities to participate in projects from the onset and allowing their continuous involvement, for example, through committees ensures a higher level of community ownership towards a project.*

13. Programme Management

The NCA Somalia programme is highly complex both due to the context in which work must be undertaken and through the parallel implementation of both capacity building/developmental projects and the emergency response projects and the high level of coordination required between these. Strong, culturally aware and knowledgeable management has been essential to the implementation of effective projects.

Overall management of the programme lies with NCA Nairobi office under the NCA Programme Coordinator for Somalia and the NCA Area Representative for Kenya/Somalia and Uganda. The Programme Coordinator is assisted by a Programme Officer and Programme Engineer. Major decisions, payments, project proposals and funding requests are made at this level. Day-to-day management of the programme lies in Garbaharey with the NCA Programme Team Leader. Decisions to respond to acute emergencies are generally taken in the field due to the urgency required. The Programme Team Leader in the field has proven highly competent and effective in managing and coordinating the field staff, the projects and overall programme whilst ensuring continuous dialogue and good relations with local communities.

The relationship between the field and Nairobi is good. The Programme Officer and Programme Engineer based in Nairobi undertake field visits on a regular basis and there is frequent correspondence between offices. Staff have a good understanding of where the different levels of decision-making responsibilities lie and there is confidence and trust amongst staff, which further enables decisions to be made and implemented quickly at both levels.

To implement and manage effective, efficient and sustainable projects an excellent knowledge of the field is required. Projects could benefit from regular visits from the NCA Programme Coordinator for Somalia. This would strengthen

relationships with community members and field staff whilst enhancing the efficiency of the programme management through information sharing and generating a better understanding on all sides.

Recommendation: *that the Programme Officer and Programme Engineer in Nairobi continue to undertake regular field visits and the NCA Programme Coordinator for Somalia undertakes more frequent visits to the field.*

List of Lessons Learned

- Community Education Committees are a critical component of the education project. They enhance the sustainability of the school and assist in maintaining attendance rates. Any new schools should continue to adopt this system.
- Through initially utilising and respecting the traditional elders system projects receive village wide support and prove more sustainable.
- A gradual, rather than rapid, introduction of women onto committees has proven extremely effective in perceptions of gender and the acceptance of women in different roles.
- To help communities feel empowered and respected they should be involved in projects as far as possible. Local materials and labour should be utilised wherever possible to ensure the community participates as far as possible in the project creating a sense of ownership and enhancing the overall effectiveness and sustainability of the project. This also generates good relationships between an organisation and the community and strengthens respect for the organisation.
- Utilise traditional community structures and members of the community to assure security and enable access to the most vulnerable.
- When addressing sensitive, cultural and religious issues projects must meet all key members of the community in particular the male elders and religious leaders. Behavioural changes will only occur if these powerful and respected members are in support of the project.

- Basing conflict resolution interventions on traditional conflict resolution techniques can be an effective, efficient and appropriate approach.
- Successful rights-based programming can succeed even in difficult environments if culturally aware local staff maintain a continual dialogue with key local actors and gatekeepers.

List of Recommendations

- Hygiene promotion and sensitisation is a long process and therefore, hygiene promotion within schools is encouraged and continued. Hygiene promotion should also include the Community Education Committees. These respected members of the community will help to raise awareness and acceptance of behavioural changes such as these.
- WFP is encouraged to collaborate with food security projects to explore the future possibility of sourcing locally and providing a market for these farmers.
- NCA explore the opportunity of constructing a secondary school in the region. Somalia greatly lacks educated personnel, for example, teachers and doctors.
- NCA should utilise early warning information on floods to facilitate timely procurement.
- In the future the rehabilitation of shallow wells and water points should occur in parallel to the training of Water and Sanitation Committees.
- One shallow well is selected as a pilot to be covered during the rainy season. The community and NCA should undertake extensive discussions. The covering should be simple and easily removable. The community themselves should be able to cover and uncover the well. NCA should closely monitor this water point to assess any challenges and benefits.
- An alternative apron design such as the one in photo 1 should be considered for use in the future as it combines the new shallow well with traditional features encouraging a wider use. This design also enables easier extraction of water.

- NCA's proposal to conduct training of Water and Sanitation Committees and hygiene promotion is undertaken as soon as possible.

- NCA encourage staff and Education Committees to monitor school latrines and report any collapsed latrines. Education Committees are provided with a list of materials required to construct latrines. Should a school latrine collapse, Education Committees can immediately mobilise the community to begin sourcing the necessary materials.

- The Central Rangelands Project should be distributed in the field but NCA should undertake studies to confirm or reassess the findings as the Central Rangelands Project was conducted in 1979 and since then Somalia has suffered major droughts, great variations in weather patterns and social, economic and demographic changes.

- NCA should follow up their hope and the community's hope that certain emergency schools could be made permanent. Although the schools were built in response to emergencies, their becoming permanent schools *are part of the response* (appropriately, effectively, efficiently and sustainably) to the chronic emergency of Somalia: for instance by creating hope, an impetus towards development and a focus in life for young people, by helping create peace and by helping develop an educated population able to rebuild and maintain society and economy. The community perceives that education is a key need and many benefits for individuals and communities would follow from this. The community should be expected to contribute to such a development but an approach to the diaspora, possibly supported by NMFA, could help mobilise resources.

- In future emergency projects NCA should continue to use this strategy of involving local communities and private businesses wherever feasible to ensure activities and future work is supported and sustainable.
- NCA and WFP should purchase local produce where possible to distribute to prevent local markets being flooded.
- NCA should acquire warehousing facilities for storing food relief supplies. NCA should liaise with WFP to develop future plans to avoid bureaucratic delays and misunderstandings during implementation.
- NCA should engage communities fully to clarify roles, prevent raised expectations and avoid unreasonable demands.
- NCA should encourage women to adopt sustainable income generating activities and explore further possibilities in addition to clothes and medicinal stores where women could invest their money.
- NCA should seek to involve the most vulnerable women in the communities. It is understandable that not all can be involved or assisted, however, NCA could ensure many are, through undertaking thorough verification checks throughout the village to assess the women proposed by the community. This could be done most effectively through involving the elders and constantly stressing the importance of involving these women to prevent them later becoming dependent on the community.
- To reduce FGM significantly, NCA must continue to actively meet with religious leaders and elders to guarantee their sustained support for the project.

- NCA continues to use and support the work of these activists as they are valuable members of the team.

- NCA should consider the possibility of facilitating a meeting with other Nairobi-based agencies operative in the different areas of Somalia to share experiences and develop models of good practice on the do-no-harm principle. This could be linked to the recommendation below on rights-based programming.

- NCA seek to maintain progress in rights-based programming through exchange of information on good practice with other agencies working in Somalia and by specific research in key areas.

- The Programme Officer and Programme Engineer in Nairobi continue to undertake regular field visits and the NCA Programme Coordinator for Somalia undertakes more frequent visits to the field.

Annex A: Evaluation Terms of Reference



Evaluation of the Norwegian Government Supported Programme in Gedo Region, Somalia

TOR for Consultancy Undertaking

I. CONSULTANCY SUMMARY

The Consultancy will endeavour to evaluate the program being implemented by NCA in Gedo region since 1993 in terms of its responses to emergencies as well as the impact it has made on the livelihoods of the target communities.

II. PROGRAM DESCRIPTION

NCA's program in Gedo follows an integrated approach where by the hard-ware components (water supply, education, agriculture and income generating activities) are made to benefit from the soft-ware components such as hygiene and sanitation education, gender and HIV/AIDS. Again NCA's strategy has been to apply the principles of Do-No-Harm and aspects of Rights Based Approach in the course of implementing the program.

Because of the length of time the program has been in operation, the consultancy is expected to rely for full description on the documents to be provided by NCA.

III. RATIONALE FOR THE CONSULTANCY

In all the years since the program has been in operation, it has not benefited from an independent evaluation and all concerned agree that this task is long overdue. Therefore the rationale for having the current evaluation is two fold:

- To determine the impact of the program on the beneficiary communities given the constraints and the many problems encountered, and
- To identify the lessons learned and to recommend on the best way forward for the program.

IV. SCOPE AND OBJECTIVES

a) Scope

The scope of the evaluation is the entire life of the program although, for practical reasons, emphasis will have to be made on the activities implemented in the year 2006.

b) Overall objective

The overall objective of the evaluation is to determine whether or not the project has achieved its stated objectives and has made an impact both as a life saving activity as well as being a long-term intervention for livelihood security.

c) Specific Objectives

- Review the way in which the project was designed and implemented with a view to learning lessons for replication in the future
- Review the appropriateness of the project's purpose and the results in respect to the core problems faced by the project document; taking into account the physical and socio-economic environment in which the project operates.
- Assess the appropriateness and relevance of the methods used by NCA
- Assess the efficiency of project implementation considering timing, targeting, technical solutions and community involvement.
- Assess the appropriateness of the Do-No-harm and Rights based strategies used in the program
- Assess the perception of the stakeholders in terms of NCA's added value and the level of participation and ownership of projects by the target communities
- Review the quality of the day-to-day program management (management of the budget, of personnel, relations and coordination with local authorities and beneficiaries)

Based on the project proposal, the consultancy may need to address the following specific questions to the project components:

- Was the project appropriate (relevant) in relation to the needs of the population?
- Has the project achieved its targets to date? If not, why not?
- Are the established targets reasonable?
- Have planned activities been carried out appropriately?
- Has the community fully participated in the implementation of the project?
- Have the local government authorities supported and participated in the project?
- Does the project relate to the local development plans?
- Has the project ensured women's participation at all levels? How does the women evaluate their situation and what are their suggestion for improvements?
- How does clan issues influence program implementation? What are the reasons for possible conflicts? What intervention may be implemented to enhance cooperation between clans?
- What is the status and level of collaboration of the international organizations' working in Gedo region? What are some of the major challenges?

V. COMMUNITY PARTICIPATION

Community participation is fundamental to NCA's work as, in the absence of any effective central authority; the sustainability of projects was achieved by empowering the beneficiaries. Therefore, the consultancy is expected to conduct a participatory analysis and assess the meaningful involvement of project partners, beneficiaries and other interested parties.

VI. ACCOUNTABILITY AND RESPONSIBILITIES

NCA has assigned Dr Berhane Woldemichael, the Somalia Program Coordinator, to direct and co-ordinate the consultancy.

The Coordinator will:

- Have overall responsibility and accountability for the consultancy;
- Guide and arrange meetings and direct the field visits
- Approve all deliverables; and
- Co-ordinate the internal NCA review process.

The consultants, on the other hand, will be expected:

- To perform their consultancy task in a spirit of team work, efficiency and professionalism
- To prepare a work plan for the duration of the consultancy thus bringing refinement, specificity and elaboration to this TOR
- To deliver a report which must be intrinsically linked to the findings and establish clear analysis of lessons learned.

IX. DELIVERABLES

The deliverables are to be:

- Prepared in English only;
- Submitted to NCA electronically via e-mail and/or on diskette, in Microsoft Word file format
- Submitted in hard copy format (2 copies)
- Submitted within reasonable time after completion of consultancy

All reports are to be submitted to NCA, Nairobi office, and will remain the property of NCA.

Annex B: Evaluation Schedule: Interviews and Field Visits

21/05 Norwegian Church Aid, Nairobi

Introductions and evaluation briefing

NCA Area Representative Kenya/Somalia and Uganda (Kirsten Engebak) and NCA Programme Coordinator Somalia (Berhane Woldemichael)

22/05 Travel to Dolo

Meeting with Advancement of Small Enterprises Program (ASEP) one of NCAs implementing partners. Small presentation by ASEP in the field.

Field Visits

Dolo: food security interventions targeting riverine-fed farmers.

Observations, focus group discussion with farmers and informal discussions.

Geedweyne: food security interventions targeting riverine-fed farmers.

Observations, focus group discussion with farmers and informal discussions.

23/05 Travel to Garbaharey

Field Visits

Labahlow: Emergency Education for IDPs after flooding. Provision of teaching tents, learning materials and 2 latrines. School feeding through collaboration with WFP. Observations and discussions with staff.

24/05 Norwegian Church Aid, Garbaharey

Introductions and planning of evaluation timetable.

Presentations from NCA staff: Programme Team Leader, Education Coordinator, Education Officers, Peace Building and Security Coordinator, Administration and Finance Officer, Logistics Officer and Emergency Project Assistant.

25/05 Field Visits

Pur Puris: 2 shallow wells constructed during 2006. Observations and discussions with staff.

EI Adde: Water and sanitation – water system rehabilitated including the rehabilitation of the borehole and construction of 4 new water points and 4 VIP latrines;

150 IDP kits distributed;

Income generation – 25 women received USD200 each;

Education – School construction in 2001 and Education Committee is established and active; and

Peace building, HIV/AIDS and FGM training has been integrated into all projects.

Focus group discussions with the elders council and various committees followed by informal interviews and observations.

EI Godgod: Income generation - 25 women received USD200 each. Focus group discussions with the Elders Council, Education Committee and women's group.

26/05 Field Visits

Garbaharey: School with 350 pupils and 13 teachers. School feeding programme through collaboration with WFP. School tour and discussions with pupils and teachers. Interviews with headmaster and Education Committee.

Qalwo: Emergency School. Tour of school followed by interviews with staff and the Education Committee.

Garbaharey: Evaluation team meeting

27/05 Field Visits

Libehlow: Distribution of 100 IDP NFI Kits after fire. NCA responded within 24 hours. Observed and participated in the distribution of kits.

Garbaharey: Focus group discussions with religious leaders, the elders and the women's group for HIV/AIDS, FGM and income generation.

28/05 Garbaharey

Individual discussions with Norwegian Church Aid staff members and wrap up meeting.

Travel to Dolo then diverted to Mandera due to UNCAS flight cancellation. Overnight in Mandera.

29/05 Travel to Nairobi for 2 evaluation team members (Kirkby and Rose). Due to limited flight availability 2 evaluation team members remained in Mandera (NCA Programme Coordinator Somalia (Woldemichael) and Munguti)

30/05 Nairobi

Literature review and debrief preparation (Kirkby and Rose)

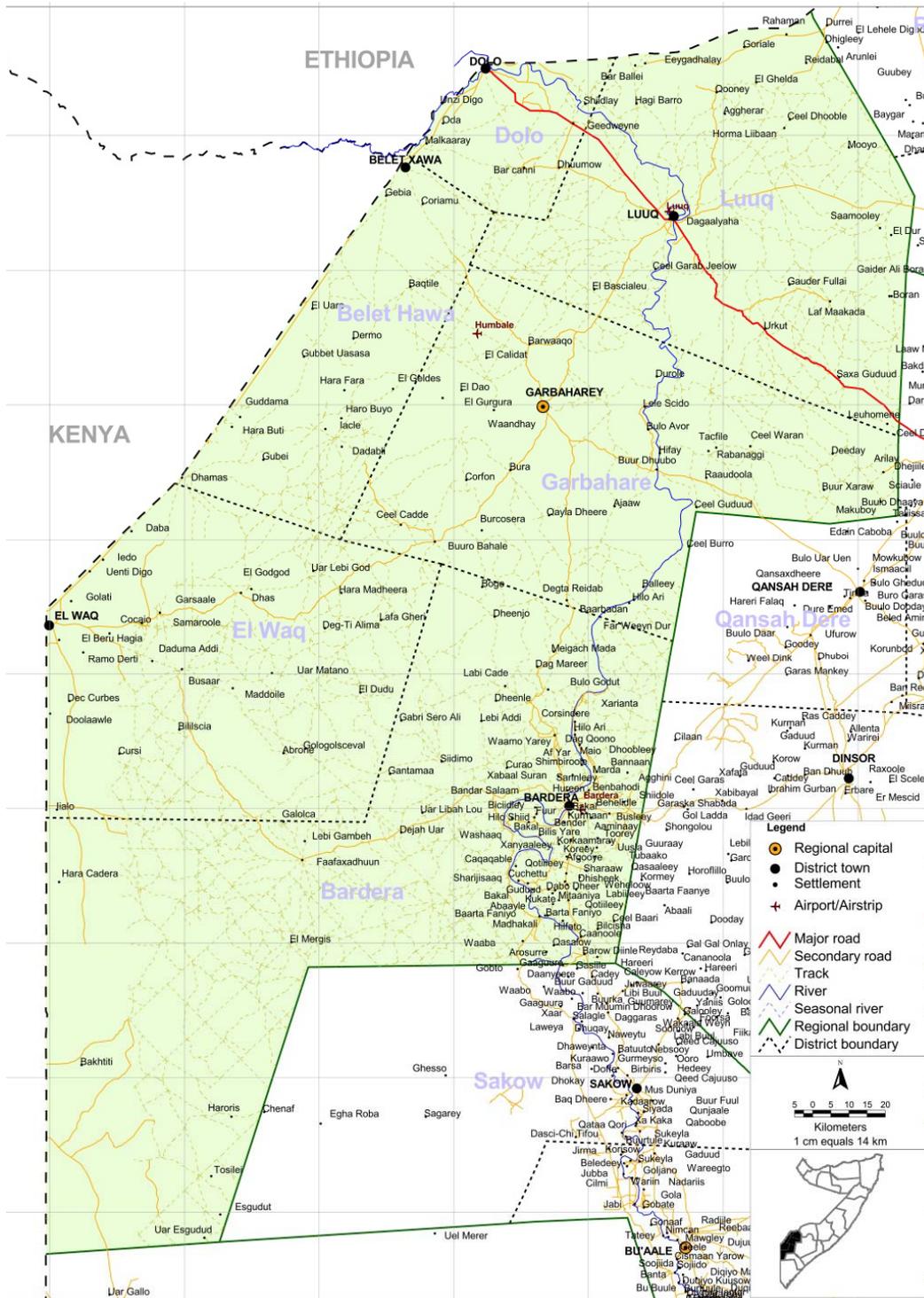
Travel to Nairobi for 2 remaining evaluation team members.

31/05 Nairobi

Evaluation team meeting and report writing

Debriefing at Norwegian Church Aid Nairobi for Area Representative Kenya/Somalia and Uganda, Programme Coordinator Somalia, Small Arms and Security Officer for the region, Water and Sanitation Engineer, Programme Officer Somalia and Administration.

Annex C: Map 1. Gedo Region, Somalia



(Source: Food Security Analysis Unit – Somalia, www.fsasomalia.org)