

# **The Day The Sea Died**

## **Evaluation of the ACT Response to the Tsunami Disaster in Somalia**



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## Acronyms

ACT	Action by Churches Together
ADRA	Adventist, Development and Relief Agency International
FOPAG	The Forum for Peace and Governance
HADMA	Humanitarian Affairs and Disaster Management Agency
HRG	Humanitarian Response Group
IASC	Inter Agency Sectoral Committee
INGO	International Non Governmental Organisation
NCA	Norwegian Church Aid
KDO	Kulmiye Development Organization
PSAWEN	Puntland State Agency Water, Energy and Natural Resources
SC UK	Save the Children UK
SDO	Samo Development Organisation
SSS	Somalia Support Secretariat, formally the Somalia Aid Coordination Body (SACD)
SWV	Somali Women's Vision
UNDP	United Nations Development Program
Unicef	United Nations Children's Fund
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs

## **1. Introduction**

A three-person team visited the Puntland region of Somalia from 20 October – 29 October to evaluate the Action by Churches Together (ACT) Tsunami disaster response in Somalia.

ACT's response was implemented by one of their members – Norwegian Church Aid (NCA). The evaluation examines the period between 2005-2007 when NCA responded with a range of water and sanitation activities covering 15 villages and towns in the districts of Bender Beyla, Eyl and Dangoroyo.

The evaluation report follows the structure of the Terms of Reference, which are provided below. The 'General Impact' and 'Appeal Goal and Objective' provide broad information on the overall programme. The following sections then offer more detailed information on the various aspects of the programme.

## 2. Terms of Reference

### TERMS OF REFERENCE (TOR) ASRE51 FINAL EVALUATION: ACT RESPONSE TO THE TSUNAMI DISASTER IN SOMALIA

#### Introduction

This evaluation will be carried out in order to determine the impact of the ACT response in assisting population in the 2004 Tsunami-affected areas of Somalia. The immediate goal of this evaluation is to assess the degree of attainment of the objectives stated in ACT appeal ASRE51. A strong participatory approach will be taken to ensure that a clear and concise description of the beneficiaries' own assessment of how the assistance provided aided their survival and recovery is captured.

#### Purpose of the evaluation is:

- ⇒ To evaluate the achievement and impact of planned interventions;
- ⇒ To evaluate the sustainability of achievements and impact, including through the participation of the assisted communities
- ⇒ to provide learning that may be applied to future operations, including key issues to consider for transitioning between humanitarian assistance to long term development

#### EVALUATION OBJECTIVES

##### Section 1 – Process and Impact

- 1) **General Impact:** to evaluate the immediate and longer term impact of the emergency response in order to determine how adequately men, women, children and the most vulnerable people in the affected population were assisted by ACT member NCA. This will consider gender, cultural and conflict sensitivities amongst others.
- 2) **Appeal Goal and Objectives :** to assess, the degree of attainment of the goals and objectives as stated in the Appeal ASRE51.
- 3) **Factors facilitating or hampering appeal implementation :** to assess,
  - a. the timeliness, appropriateness, effectiveness, cost-effectiveness, gender-sensitivity, and flexibility of the response.
  - b. the level of participation of the affected communities in the needs assessment, planning and implementation.
  - c. the level of transparency and accountability towards the primary stakeholders and donors.
- 4) **Sphere, Code of Conduct and Code of Conduct on sexual exploitation:** to examine the extent to which SPHERE minimum standards, the NGO Code of Conduct and the ACT Code of Conduct on sexual exploitation are known and have been applied during the period of implementation.

##### Section 2 – Organizational Issues

- 1) **Organisational capacity, program tools and systems:** to assess, the effectiveness of program tools utilised in the implementation and management of the response (needs assessment, human resources, administrative and financial systems, program equipment, reporting, internal evaluation and monitoring). And to review the strengths and weaknesses of NCA's capacity in relation to implementing this appeal programme.
- 2) **Collaboration:** to review the way the response was implemented in relation to other (non-ACT members) institutional players, such as relevant national and local government

departments (including the military), coordinating bodies, bi- and multilateral agencies, national and international NGOs, and the leadership of affected communities. In addition, the effectiveness and degree of collaboration between different parts of NCA itself (internal) and within the ACT mechanism (with other ACT members and the Coordinating Office).

- 3) **Transition**: to review the effectiveness and efficiency of NCA's planning and interventions in transitioning from relief activities to recovery and rehabilitation work.
- 4) **Fund mobilisation**: to evaluate the effectiveness of the ACT ASRE51 appeal as a mechanism for mobilising funds through the ACT Alliance.
- 5) **Mandate**: to consider the extent to which ACT was able to fulfil its emergency response mandate.
- 6) **Information and communications**: to assess the flow of information between field, NCA, ACT Coordinating Office in Geneva, and funding members.
- 7) **Visibility and Perceptions**: to review –
  - a. The degree of (corporate) identity of ACT at the various levels (target population, humanitarian relief organizations, national and international media, and implementing member agency staff etc.)
  - b. The extent to which the various stakeholders (people, government, other NGOs etc.) are aware of ACT-International and the programs and priorities of the ACT members involved in emergency response.

### **Section 3 – Outcome**

- 1) **Lessons learned and recommendations from this appeal**: to present a number of lessons learned - successes and failures - and make suggestions how these might be useful in future disaster appeals as applicable to NCA and to the wider ACT alliance.
- 2) **Lessons learned and recommendations for future evaluations**: to draw lessons from the experience of this appeal evaluation which in turn will benefit the further refinement of the ACT evaluation mechanism.
- 3) **Accountability to funders**: To enable the organisations who have contributed funds to this appeal to be accountable to their own constituencies and funders.
- 4) **Accountability to communities**: To enable NCA to share lessons and recommendations with the assisted communities in an appropriate manner.

### **EVALUATION METHODOLOGY**

In line with the *ACT Evaluation Guidelines*, April 2001, common principles and approaches will be followed –

- a focus on impact at beneficiary-level
- beneficiaries' perception of what the assistance provided did for them
- participatory fieldwork
- common interview approaches

The detailed approach will be developed by the members of the evaluation team during its initial team briefing/orientation + mission preparation and confirmed with the ACT members in Kenya/Somalia. This will include sampling, tools, selection criteria etc.

An initial briefing will be held with ACT members together with an end-of-evaluation debriefing workshop prior to the team's departure.

### **Structure of evaluation team**

**The team will consist of** two consultants who will be co-evaluators. They will be

accompanied by and NCA staff who will act as a resources person for the consultants.

### **Specific tasks for the consultants**

- Drafting and finalizing a mission plan.
- Coordinate and guide the evaluation throughout its field work
- Coordinate all evaluation related issues and movements with the ACT co-ordination Office.
- Responsible for the allocation of the special focus between the consultants.
- In charge of the final editing and submission of the evaluation report.
- If requested, act as reporter on the Evaluation Report and endeavors towards ACT members who are funding the NCA ACT Tsunami Response evaluation in Somalia.

### **Mission plan**

A draft mission plan should be written by the External Consultants ASAP once an External Consultants is selected. Three weeks before the starting date of the mission, the second version of mission plan should be expected to be received by ACT CO in Geneva. During the Geneva briefing before the mission the third version will be discussed according to possible new findings. The Final Mission Plan will be presented after at the very beginning in Somalia (after the lead consultant of course consulted NCA Somalia over the mission Plan) during an in country meeting.

### **Final Evaluation Report composition**

The final report composition will include the following elements clearly and in detail:

1. ToR
2. Methodology
3. Background information on the context of the disaster
4. Description of victimised population
5. Critical narration of all objectives of the Appeal evaluation, take into account the structure of the TORs of the entire evaluation.
6. Recommendations and Lessons to be Learned by NCA and the ACT CO coordinating Office in Geneva, NCA who are working under the evaluated appeal, and Funding members (time frame for proposed action/changes to be included)

### **Timetable**

The Somalia Appeal evaluation will take place from the 20th October 2007 up to 31 October 2007.

Orientation: with both consultants will be done over a series of teleconference calls in September and October. There will also be one telephone calls with the consultants, and IM NCA and ACT CO to support the finalisation of the mission plan compiled by the consultants.

There will be a briefing session on 18-19<sup>th</sup> October 2007 with the ACT implementing member NCA in Nairobi before leaving of for Somalia. At the end of the field work, there will be a *debriefing* session at Nairobi, hosted by NCA and with the same participants. Highlights, lessons learned and possible remedial actions of the mission's findings will then be presented and discussed. One of the consultants will be invited to debrief the ACT CO and NCA HQ in Geneva sometime in November 2007.

**Final Report**

The draft final evaluation report shall be submitted by the Consultants to the ACT-CO by 15th November 2007.

Our implementing member NCA will get a maximum of 10 days to give comments for factual corrections to this draft report to be used by the Consultants to finalize the report by 30<sup>th</sup> of November 2007.

The Final Report will be distributed to NCA and funding members of the appeal. The NCA will be requested to provide their comments related to the findings and recommendations and to prepare a follow-up Action Plan.

The Final Report, with the comments of the implementing members, will be shared with ALNAP (Active Learning Network for Accountability and Performance in Humanitarian Action).

### **3. Methodology**

The evaluation was participatory in character and focused upon beneficiaries. The evaluation made use of several qualitative methods and applied various tools in order to enhance learning and ensure triangulation of findings and results. The methods were facilitated and conducted by the consultants, covering their different areas of expertise. The methods included:

**Review of existing information and secondary data:** Reports and other documents were provided by the ACT International Coordinating Office (CO) and NCA Nairobi Office. These documents enabled the consultants to familiarize themselves with the programme, context and background to the situation. The documents made available to the evaluation team included the Appeal ASRE51 Revisions 2 and 3, the programme proposal, interim reports, progress reports and a number of other documents pertinent to the evaluation.

**Teleconferences and electronic correspondence:** Three teleconferences were held between ACT International (Michael Hyden, Geneva) and the evaluators (Joanne Rose, UK and Abdi Hassan Muse, Somalia). The final teleconference prior to the evaluation fieldwork included NCA Nairobi (Dr Berhane Woldemichael). The teleconferences provided an introduction and briefing to the evaluation and outlined expectations from ACT International.

The evaluation team utilised the review of existing information, secondary data and teleconferences to identify the key stakeholders. The key stakeholders identified included:

- Local communities and representatives
- NCA personnel
- NCA's local implementing partners
- Diakonie Germany the only other ACT member operational in Somalia
- Other agencies operating in the area including Save the Children UK (SC UK)

**Focus group discussions:** These proved most useful for groups of community members and representatives. Focus group discussions were held in each community with the Elders Committee, Water and Environmental Sanitation (WES) Committee and the wider community. It is traditional in Somali society for visitors to first meet the Elders Committee

and District Commissioners upon entering a village/town. The elders are the most respected and influential members of society and generally the most knowledgeable in regards to the areas history and the major issues affecting the community. Meeting the elders enabled effective access to other members of the community including the WES committees. The elders also provided good background information and their views on the needs and priorities within the communities. Most Elders Committees comprised of 5-6 men and 1-2 religious leaders. The evaluation met six WES committees. Most committees contained 5-11 members each with 2-7 female members. The evaluation held discussions with each committee for approximately two hours and both male and female members of the committees were involved equally in discussions. For further information on questions and issues covered within these discussions see Annex 3. Two focus group discussions were also held with NCA's local contractors SWV (Somali Women's Vision) and KDO (Kulmiye Development Organization) in Garowe, Puntland.

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

**Direct observation:** During the visit to the communities observations were made with regard to the status of activities and condition of physical outputs delivered by the project. Observations were made during focus group discussions and interviews to gauge the power relations amongst community members. The evaluation also walked throughout a number of the villages and towns to meet and observe beneficiaries, daily activities and the use of facilities.

#### **4. Background**

In 1969 Somalia's government was toppled in a coup d'état and years of political unrest, civil war and clan conflict followed. Somalia has suffered almost three decades of chronic instability and most of the country is without access to basic services. Somalia does not appear in UNDP's Human Development Index of 177 countries due to a lack of comparable data since 2001. However, malnutrition rates are believed to be high and exceed 20 per cent in some areas. Life expectancy at birth is 46.2 years and a quarter of children die before they reach the age of five. Somalia is one of the poorest, least developed countries with some of

the world's worst health indicators (WFP, 2007). Furthermore, Somaliland and Puntland have suffered four years consecutive drought and periodic flash floods.

On the 26<sup>th</sup> December 2004 near the coast of Sumatra in Indonesia, the world's most powerful earthquake in 40 years struck. The earthquake triggered a series of large Tsunami waves across the Indian Ocean. Somalia was the worst affected country in Africa. Approximately 650 kilometres of the Somali coastline primarily between Hafun (Bari region) and Garacad (Mudug region) in the state of Puntland were severely affected. The Tsunami resulted in the death of some 298 people, thousands of homes were destroyed and an estimated 50,000 people were displaced. Water and sanitation facilities were destroyed or contaminated, food stores swept away, roads and other infrastructure were damaged and thousands of fishing boats were lost, devastating lives and livelihoods and leaving people vulnerable, exposed and in need of emergency assistance.

*“It was a calm midday, things were all normal. Then the sea disappeared it went three miles back. The beach was full of fish, lobsters and shrimps so everyone ran to the beach to collect the catch. After 15 minutes we heard a roaring noise so loud and terrifying you would not believe it. Then the wave came, we could see it coming towards us. It was 10-15m high and coming straight to our beach. Everyone ran, they ran as fast as they could up the hill. People were screaming and terrified. It destroyed our houses. It destroyed our fishing nets and boats. It destroyed everything. The next day's people tried to catch fish and lobster for food but there was nothing in the sea. The sea died”* (Village Chief, El Dhirdir, 2007).

#### **4.1 The Response**

In response to the Tsunami, UN agencies, intergovernmental organisations and INGO's, in cooperation with local government authorities, conducted a multi-sector assessment. The Humanitarian Affairs and Disaster Management Agency (HADMA, the humanitarian wing of the Government) and UN OCHA coordinated the response, allocating different Agencies to different areas to avoid overlap and duplication of activities. A Humanitarian Response Group (HRG) developed a Tsunami Task Force to facilitate the coordination of the humanitarian response on a daily basis (UNDP, 05).

Norwegian Church Aid selected 15 villages and towns in the Districts of Bender Beyla and Eyl that were in serious need of assistance. NCA initially planned to provide relief services in

the fields of water and sanitation, and the provision of fishing gear. Further assessments and information from the inter-agency coordination forums, however, identified that few Agencies had scheduled relief programmes in the water and sanitation sector in comparison to the fishing sector. Therefore, NCA decided to concentrate all its intervention activities in water and sanitation projects and community capacity building for sustainability. NCA introduced projects in 15 villages and towns that included: nine mechanised water projects<sup>1</sup> in areas directly affected by the Tsunami, six *Berkad*<sup>2</sup> water projects in areas indirectly affected by the Tsunami, 96 Ventilated Improved Pit (VIP) latrines and one slaughter house.

NCA has implemented the water and sanitation projects through a mixture of contracting arrangements and in-house construction methods. NCA implemented the capacity building element of the programme through a local implementing partner – The Forum for Peace and Governance (FOPAG).

#### **4.2 Affected Population**

The areas most affected by the Tsunami were the Hafun, Bender Beyla and Eyl Districts in the State of Puntland. Prior to the Tsunami, approximately five per cent of the population were in a state of humanitarian emergency while 40 per cent of the population were facing livelihood crises<sup>3</sup> (NCA Interim report, 06).

Livestock production is the main economic activity of Somalia and is dominant throughout Puntland (UNDP, 2004). This sector, however, has been seriously affected over recent years as four years successive droughts and flash floods have caused many livestock to perish and intermittent bans on the sale of livestock has made income unreliable (NCA Progress Report, April 05). Subsequently, many pastoralists have turned to part-time fishing for a source of income. The resident coastal communities of Puntland depend heavily upon the commercial

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<sup>1</sup> The mechanised projects used water pumps at natural springs and then either generators or solar power to pump the water. NCA constructed seven and rehabilitated two mechanised systems.

<sup>2</sup> A *berkad* is a traditional human-made reservoir usually filled by rainfall and runoff. They are typically shaded with small bushes, have a capacity of 30 to 400 m<sup>3</sup> and used for both livestock and human consumption. *Berkads* were traditionally privately owned by households and provided a source of income.

<sup>3</sup> Persons in a humanitarian emergency who access less than 7.5 litres of water per day, face complete loss of livelihood assets and are unable to meet their dietary needs (this is the second worst humanitarian condition). Persons in acute livelihood crises are able to meet their daily dietary needs through asset stripping and receive little more than 7.5 litres of water per day (this is the third worst humanitarian condition) (NCA, 2005; FSAU, 2007).

fishing of lobsters, shark and kingfish for export. Pre-tsunami, the majority of households purchased 90-95 per cent of their food using income from fishing or fishing related sources.

Approximately 600 boats were destroyed by the Tsunami and an estimated 75 per cent of fishing equipment was lost or destroyed. The Tsunami occurred in December, the peak fishing season, which made the losses higher and even more devastating. Households adopted various coping strategies, which mainly included reducing expenditure on food through reducing meals per day, seeking credit on food, selling assets and migrating to urban centres and less affected villages to seek employment.

## **5. Evaluation Objectives: Process and Impact**

### **5.1. General Impact**

#### **5.1.1 Immediate Impacts**

NCA has implemented 15 water and sanitation projects. Prior to NCA's intervention these villages and towns were paying what they could for water trucking and when their money ran out they relied completely on humanitarian organisations trucking water in to survive. Water trucks were extremely unreliable as insecurity in the region and a lack of roads and other infrastructure caused many problems. NCA's projects have ensured all members of the community have immediate and reliable access to water, without which life would not be possible. These new water sources were protected and clean resulting in fewer incidences of water related illnesses and since NCA's interventions there have been no serious outbreaks of cholera, dysentery or diarrhoea in any of their project sites. Hence, NCA's activities generated immediate health improvements within the communities and increased survival chances, especially amongst the children. After the Tsunami fresh water was extremely scarce and several communities informed the evaluation that many conflicts began to erupt over access to water sources. NCA's water projects ensured all members of the community had access to sufficient quantities of water and as a result conflicts over water in these towns and villages stopped immediately. The prevention of conflicts can also be attributed to the detailed discussions of ownership and access held between NCA and village/town leaders and representatives from the communities.

The 15 villages and towns agreed with NCA that schools, hospitals and mosques in their area should receive free water and this had a number of immediate impacts. This strategy

acknowledged the importance of mosques, which ensured the projects had support from local religious leaders. Additionally, clean, free water in schools gave a small incentive for children to attend school and they were able to do so more regularly as their health improved and fewer children were sick from water-related illnesses.

96 latrines were constructed in six towns. The latrines had a number of immediate impacts. Firstly, the reduction in outside defecation means contamination of the environment and water sources is reduced. Secondly, the risk of contracting genital infections, particularly for women, is significantly reduced. Thirdly, it provides a safe place that can be used in daylight, which means women do not have to wait for darkness and their risk of being attacked is greatly lowered.

In each community a Water and Environmental Sanitation (WES) committee was established. At the nine mechanised water projects 11 community members were trained for the WES committee and at the six *berkad* water projects five community members were trained for the WES committee. This training had immediate impacts on the lives of committee members. The WES committees were trained using material from the Koran and local proverbs making the content and information culturally and religiously relevant resulting in immediate behavioural changes to incorporate this new information into their daily lives. The members firstly adopted good hygiene practices themselves to set an example for others. The WES committees then began educating and raising awareness on the importance of cleanliness and hygiene in their communities.

### **5.1.2 Longer Term Impacts**

After NCA's interventions communities no longer needed to pay for expensive water trucking and were able to purchase other necessities including food and fishing equipment lost in the Tsunami. Additionally, several communities with the new mechanised water sources have been able to sell their water to trucking companies. The profits have been used to purchase fuel and spare parts enhancing the sustainability and long term impacts of the project. A number of international organisations that were previously unable to introduce any projects within these villages/towns due to a lack of water for construction have now been able to implement activities, for example, Save the Children UK (SC UK) have begun constructing a school in two of the locations and a housing project in another.

Water collection is primarily the responsibility of women and children. NCA's mechanised projects included the construction of several communal water points in each village/town. As a result the time taken to collect water has been reduced from almost a whole day to less than a couple of hours during peak demand allowing women and children to focus their efforts on other activities including income generating activities and more time in school. The water points are in central locations meaning water collection is much safer for women and the risk of attack is reduced. In a number of the towns, in particularly El Dhirdir and Suuj, women had to walk up steep cliffs carrying water from the freshwater springs below. As a consequence, miscarriages were common in these areas and many women died carrying water up the steep cliffs. Due to NCA's interventions women in these areas no longer have to carry water up the cliffs and as a result the overall health risks to women and their children have declined and their survival chances have increased.

NCA constructed 96 Ventilation Improved Pit (VIP) latrines in six locations. NCA utilised local labour and local materials to construct these latrines and they also encouraged members of the community to build their own. The safe disposal of human waste creates the first barrier to excreta-related diseases reducing transmission through both direct and indirect routes. The provision of appropriate facilities for defecation is essential to the dignity, safety, long-term health and well being of men, women and children. The change from defecating outside to using a latrine has additional indirect long-term benefits, for example, the safe disposal of human excreta improves health enabling more people to work and more children to attend school. The WES committees in each village/town were trained to teach and educate their communities about good hygiene practices and the importance of cleanliness. As more people improve their hygiene and standards of cleanliness less families risk contracting preventable diseases and as a result the long-term health and survival chances of families is improved.

## **5.2 Appeal Goal and Objectives**

**Goal:** *The aim of the project is to restore human dignity and to restore survival chances for over 44,000 people affected directly or indirectly by the Tsunami by providing clean drinking water for the human population and livestock, and adequate sanitation.*

NCA have achieved their broad goal as it can be estimated that NCA's projects have directly or indirectly affected between 30,000-44,000 people. During the peak fishing season pastoralists travel to the coastal areas to fish and during the low fishing season men migrate to

find work elsewhere therefore the number of people who have benefited from NCA's projects varies between seasons.

Where NCA have implemented water and sanitation projects survival chances and human dignity have certainly been improved for men, women and children. In the nine locations with mechanised water point's survival chances have been significantly improved as communities sell their water to purchase food and other items.

**Objective A:** *Provide clean drinking water to 44,000 affected population in 15 villages in Bender Beyla, Dangoroyo and Eyl Districts.*

NCA successfully completed water projects in 15 villages/towns. The six *berkad* sites are fully functional and still providing adequate water supplies. Six of the mechanised projects are fully functional and providing safe water to the communities. In two of the mechanised water project sites (Falah Falah and Suuj) the water pumps were stolen. The communities apprehended the thieves and retrieved the stolen pumps. NCA is soon to assist the communities in re-installing the pumps. Hence, within the following two months eight of the nine mechanised water projects will be fully functional. One of the mechanised water project sites is not functional due to a blockage. The local community want this water source covered to prevent future blocking, however, the nomadic community do not want it covered. This site has suffered two previous blockages and NCA has removed these. Continuously unblocking the water source is not a sustainable option and therefore, NCA are not planning to remove this blockage until the local community and nomadic community reach a decision. Overall, NCA has succeeded in supplying clean drinking water to 14 of the 15 villages/towns (see Annex 4, Table 2).

**Objective B:** *Improve on environmental sustainability, by mobilising and supporting the community to dig pit latrines in the 15 villages/towns.*

NCA constructed 96 VIP latrines in six locations (Aris, Baq Baq, Dhuudo, Dhuur, El Dhirdir and Suuj). NCA had planned to construct latrines in the nine locations where they were implementing mechanised water projects. NCA decided early on that it would not be effective or appropriate to construct latrines at the six *berkad* sites during this phase and that funds would be better spent on the water projects. During the early phases of the projects NCA requested a number of communities to begin digging pit latrines and then NCA would later provide the final superstructure. In several locations such as Dhuudo, the community were

requested to dig and prepare 10 pits, however, they actually prepared 26 pits. NCA decided to provide the superstructures for all 26 latrines. This, however, meant resources to construct latrines were not available for three locations (Bender Beyla, Falah Falah and Qundheed). Thus, in these three locations NCA was unable to fulfil its objective.

NCA has undertaken a number of measures to prevent this from re-occurring in the future. NCA's Team Leader who made the decision to overspend in some locations has been replaced. NCA Nairobi staff visited Puntland and held workshops and meetings with the staff covering a range of issues including the limitation of funds and resources and the importance of not overspending in one location and the consequences this has on other projects. The town of Bender Beyla is now recovering well from the Tsunami and their fishing economy has stabilised. Subsequently, since NCA implemented the water project and trained the WES committee households began constructing their own latrines without support from NCA. It is estimated that over 100 households in Bender Beyla now have latrines. NCA is continuing its work in Puntland and has planned to construct latrines in the remaining two locations that did not receive latrines as planned during the first phase.

NCA provided training in the 15 villages/towns on preventing contamination and rubbish disposal. In all locations visited by the evaluation the environments were clear of most rubbish and in several locations garbage pits had been dug and were being successfully utilised. NCA's activities have contributed to improving the environmental sustainability in all of their 15 project sites. In the six locations where NCA constructed latrines there have been significant improvements in environmental sustainability. With NCA's continuing work in the region they will eventually be able to fulfil this objective in significantly improving environmental sustainability in all 15 locations.

### **5.3 Factors Facilitating or Hampering Appeal Implementation**

#### **5.3.1 Timeliness**

A number of outside factors hampered the timeliness of NCA's interventions. When the Tsunami struck organisations were not able to enter areas and begin planning projects as they needed to coordinate with one another first to prevent overlap. The Government of Puntland is relatively new and inexperienced in managing or coordinating a disaster response. The government established HADMA (Humanitarian Affairs and Disaster Management Agency) and with assistance from UN OCHA began coordinating the response. This slowed the

coordination process but was necessary to ensure a holistic approach was adopted; strong working relationships were developed between the government and the international community; and capacity within the government was strengthened for future emergencies. The security situation in the region means caution must always be taken. Organisations receive regular security briefs and must follow the necessary steps to ensure safety, for example, evacuation procedures must be in place and travel at night outside cities and towns is not advised. The issues of security, coupled with the limited infrastructure in the region, means transporting equipment is a slow and expensive process.

### **NCA's Timeliness**

NCA Somalia has a strong regional headquarters in Nairobi who have the capacity, experience and resources to support an emergency programme in Puntland. NCA's long history in the Gedo region of Somalia meant they had an excellent understanding of the country, the people, religion, traditions and cultures. This enabled NCA to quickly propose an effective response and establish a local team.

NCA's decision to respond was immediate and during January 2005 NCA carried out a joint needs assessment with SC UK. Unfortunately, this needs assessment was not useful to NCA. The needs assessment contained chapters on food security, health, education and shelter. It highlighted water and sanitation as the most immediate and priority need of the affected communities, however, there was no further information provided on water and sanitation and the actual needs of the affected communities. The needs assessment team from NCA consisted of the Programme Coordinator and a Water and Sanitation Consultant. They were to provide SC UK with the necessary information on water and sanitation, which would be included in the needs assessment report, however, SC UK did not receive the information and published the needs assessment without a water and sanitation section.

NCA undertook a second needs assessment during April 2005. NCA delayed in undertaking the second needs assessment to ensure they hired appropriate and highly capable experts. NCA employed two water and sanitation engineers to carry out this needs assessment. Whilst conducting the assessment the engineers also designed the projects and prepared the plans for each of the nine mechanised water project sites in consultation with the local communities. Subsequently, a separate visit to the project sites to prepare engineering plans and designs was not needed after the needs assessment. This reduced the time between conducting a needs

assessment, producing designs and plans, and actual implementation, and therefore improved the overall efficiency of the programme.

*Lesson Learned: That including experts in a particular sector for a needs assessments enables realistic proposals to be quickly produced and enhances overall efficiency.*

Prior to implementation, PSAWEN accompanied NCA to each of the 15 project sites. PSAWEN introduced NCA to the communities, elders committees and local authorities. The reassurance provided by PSAWEN meant communities quickly trusted NCA and were willing to support and actively participate in the projects. Alternatively, it enabled NCA to discuss in depth with the communities their needs and priorities. In communities that have suffered much from corruption and have seen many illegitimate organisations it can be difficult to build trust and confidence. PSAWEN are highly respected and therefore, through their visible support for NCA's projects, communities trusted NCA from the onset. Consequently, this allowed NCA staff and each of the communities to quickly form strong relationships. This enhanced the timeliness of the projects, as NCA had trust and respect, local communities were willing to actively participate as far as possible in each phase of the project.

*Lesson Learned: That a formal introduction of an outside organisation to local communities by a respected government body or local organisation enables trust, respect and strong relationships to be quickly formed.*

During the initial phase of NCA's response, water pumps and equipment not obtainable in Puntland were purchased in Nairobi and flown to Garowe. The aircrafts and flight operators were not specialised in transporting these goods and several pieces of equipment including a number of generators were damaged during transportation. This caused delays in implementation as NCA Puntland staff had to repair damaged equipment upon arrival before it could be dispatched to project sites. NCA examined the logistics and discovered the required equipment was available in Dubai for shipping and as a result it no longer arrives damaged or in need of repair. Thus, the timeliness of operations has improved.

NCA prioritised the nine mechanised water project sites as most in need. They decided to complete the nine locations and then begin the six *berkad* projects. This ensured NCA's staff

were not overstretched. The engineers developed an implementation timetable that allowed them to concentrate on 1-3 locations at any time. This was the most efficient course of action as it enabled the engineers to be present on-site during the majority of implementation work, which allowed them to immediately identify and correct any problems or issues that arose. Local materials were used wherever possible to both reduce costs and the time required for procurement, which also enhanced the timeliness of NCA's interventions.

When NCA's field staff were more established and a number of the mechanised projects had been completed they hired two local contractors – SWV and KDO – to complete the six *berkad* projects. SWV and KDO underwent a thorough tendering process to obtain these contracts. This ensured only reputable and highly capable organisations were hired to undertake activities. During the construction at all *berkad* sites limestone rock was unexpectedly encountered. This hard rock delayed the projects and both contractors hired specialist equipment to remove the limestone. Despite the problems encountered as a result of the unpredictable limestone rock all the *berkad* projects were completed successfully and in good time.

NCA Puntland hires vehicles locally as opposed to purchasing their own. During the emergency phases of the response this was highly efficient as there was no time required for the sourcing of appropriate vehicles. In these locations vehicles require high maintenance and breakdown frequently due to the terrain. Through hiring vehicles, NCA did not face these problems or delays, and should a hired vehicle breakdown or require maintenance the local hiring agency would simply replace the vehicle, and replacements usually occur within the same day. This helps build the capacity of the local vehicle hiring agencies, provides employment for local drivers and is cost effective.

### **5.3.2 Appropriateness**

The decision to implement water and sanitation projects was definitely appropriate to the needs of the affected population.

The six communities selected for *berkad* projects are largely inhabited by pastoralists. However, due to livestock losses over recent years, men in these communities had begun travelling to coastal areas to fish during the peak seasons. The loss of income from fishing as a result of the Tsunami meant few people could afford to purchase water for themselves and

their livestock. These communities had previously drawn water from Berkads and when these Berkads dried up they would purchase water from nearby communities. NCA's decision to implement Berkads in these areas was appropriate to both the needs during an emergency response and the livelihoods of these communities where large numbers of livestock require watering. The new Berkads were also appropriate to the surrounding nomadic population who rely on these water sources for their livestock. Boreholes or mechanised water projects would not have been appropriate in these areas as during the peak fishing season many people migrate, which would leave expensive equipment vulnerable to vandalism or theft.

The nine mechanised water projects were appropriate to their locations and the communities. These were developed within coastal communities directly affected by the Tsunami. Most of the communities previously relied on fresh water springs and these were contaminated by the Tsunami. For various reasons *berkad* projects would not have been acceptable or appropriate in these areas, for example, Berkads were not previously used in these communities, few people have livestock and the environment is hilly therefore, it would prove difficult to find a suitable location for a Berkad.

Solar power was selected by NCA in conjunction with the communities for use in four projects. Solar power was opted for in these areas as the solar panels could generate enough power to meet the needs of the local community and there would be no fuel costs.

Communities throughout this region have an understanding of solar power as Unicef and several other organisations have implemented solar power projects in towns and villages in the past. Unfortunately, two of the solar projects were damaged soon after their implementation. The technology was appropriate to the environment and the need, however, the lack of security, local authorities or police in the areas mean the technology is prone to theft and vandalism. Additionally, due to the insecurity in other regions large numbers of IDPs have since settled in many of these areas causing populations to swell resulting in pressure on the solar powered water projects. Hence, the solar power projects have become less appropriate to these areas than originally envisaged.

Generators were selected for use in five projects for two reasons. Firstly, these locations had larger populations and solar panels would be unable to supply sufficient quantities of power to pump water to the various community water points. Secondly, at these locations it was

necessary to pump the water over farther distances or have the water pumped up steep hills and cliffs for which solar power would be ineffective.

NCA constructed water tanks that were appropriate to the size of the local communities and the emergency context of the programme. Despite population growth within the communities since the interventions, the water tanks have remained functional and appropriate as most communities have been able to extend their water tanks through the profits accrued by selling water.

NCA decided with the communities to implement VIP latrines. These latrines have been constructed throughout Somalia, most people have seen them before, some already had a good understanding of how they work and several had latrines prior to the Tsunami. The VIP latrines are easy to construct and the materials are available locally, thus they are easy to maintain and re-produce. These latrines were appropriate to the communities and their needs.

WES committees were trained according to the type of project – *berkad* or mechanised – to ensure they received training that was appropriate and relevant to their needs. At the mechanised water project sites, for example, two members of the WES committee were selected by the community to receive an additional two days training to become technicians and oversee the daily running and maintenance of the equipment. At the *berkad* sites this training was not necessary and therefore the training focused upon other relevant issues. All training sessions utilised the Koran, local proverbs and poems to illustrate the importance of hygiene and cleanliness. Once WES committees realised the importance of good hygiene and sanitation for their religion as well as to reduce illness and improve health they became highly active in spreading the messages to the rest of the community. Evidently, WES committees were trained on appropriate topics using appropriate methods.

*Lesson Learned: That using traditional, cultural or religious beliefs to emphasise issues ensures training and awareness raising is appropriate to the local population and therefore, more likely to be sustainable and effective.*

### **5.3.3 Effectiveness**

Soon after the Tsunami the government knew which communities had been affected both directly and indirectly. With advice from HADMA and needs assessments, NCA selected its

15 project sites. The five mechanised water projects powered by generators have proven highly effective. They deliver sufficient quantities of clean water to all members of the community. In each of these locations NCA constructed several water taps in various areas of the towns to prevent long queues or conflicts over access to water and therefore, it is highly unlikely that any member of the community would use water from an alternative unsafe water source.

### **Mechanised Water Projects**

The solar powered water project in Dhuudo town is operating effectively. The solar panels for the project in Aris town were stolen, however, the community were able to purchase a generator through money saved from selling their water. NCA assisted Aris community to install the generator. The community have also replaced the original two inch piping with three inch piping to cope with the new demands as the population has grown. Subsequently, SC UK has established a housing project in Aris that was previously not possible due to a lack of water available to produce the bricks. Hence, this project has proven extremely valuable and effective in this area in meeting the needs for water and improving the lives of the community. The solar powered water project in Dhuur town was partially damaged. One of the solar panels was vandalised. The system is still operational but not to full capacity and as a result many people have reverted to using unsafe sources including the nearby river and open shallow wells. Hence, this project has proven less effective in delivering clean water to the community. The community, however, are currently saving for a generator and NCA have agreed to assist with the installation.

The solar powered water project in Baq Baq town is currently not functioning. The nomadic community in this area protested against the covering of the water source and therefore it was left unprotected. The water source has been contaminated and blocked with rubbish twice and both times NCA assisted in unblocking the source. The resident community requested the source to be covered however, the nomadic population continued to protest. Recently the source was blocked again and continuous assistance from NCA would only drain resources and prove unsustainable therefore, they decided not to intervene until the community have reached a decision with the nomadic population as to whether the source will be covered and if not how they can prevent continuous blockages. This also indicates the WES committee is not functioning effectively in this area as according to their training it is their responsibility to clean the water source of rubbish and ensure the surrounding areas of the water source are

free from litter. The disagreement between the resident community and nomads has made this project less effective in delivering water to the community.

*Lesson Learned: That until the communities resolve their dispute the project will not function sustainably and the organisation must refrain from entering a cycle of short-term solutions that will constantly drain resources.*

*Recommendation: That NCA open a dialogue between the nomadic population and resident community to raise awareness; discuss the issues; investigate amongst the nomadic population the reasons for protesting against covering the source; establish the reasons why the WES committee are not able to prevent rubbish blocking the water source; and ultimately seek possible solutions. It is possible the WES committee require further training or need greater incentives from the community that will allow them to spend more time policing the system and ensuring people clear their rubbish.*

Unicef and CARE International had both previously assessed the water situation in El Dhirdir and Suuj. They informed the communities it would be impossible to implement an effective and sustainable water system that would be low-technology maintenance. In El Dhirdir and Suuj the fresh water springs are at the bottom of steep cliffs and most organisations believed large and expensive power cables would be necessary. NCA's engineers, however, designed a simple overhead cable system whereby small, inexpensive cables could be utilised. These two projects in particular have proven highly effective and have transformed the communities. The collection of water is now safe and quick; children are able to attend school on time as opposed to collecting water; and other organisations have entered these towns and began building local hospitals and schools as there is now sufficient water for the construction work. Furthermore, a number of international organisations have visited these sites to photograph and record the details of the work and they have begun copying these systems for other similar locations, which means as a result of these projects people elsewhere will also benefit.

*Lesson Learned: That the quality and dedication of professional, skilled staff is key to the effectiveness and reach of a project.*

## Berkads

Traditional Berkads are used throughout Somalia, however, their basic open design means risk of contamination and loss of water through evaporation is high. NCA improved the traditional design in consultation with the communities. The improved Berkads were covered to reduce contamination and the covering was sloped allowing rainwater to run off into the Berkad. The covering also reduces water loss through evaporation. There were a series of channels dug to direct the rainwater into the Berkad. These channels all lead to a siltation pit, which catches rubbish, debris, sand and silt before the water enters the Berkad. Hence, further reducing the risk of contamination. The *berkad* projects visited by the evaluation were operating effectively and it is believed all the *berkad* projects are functioning well. At the locations visited a number of old style Berkads were present, however, all these Berkads were completely dry. The communities highlighted that without the new Berkads the women and children would have to walk long distances each day to collect water that would be highly contaminated. Thus, NCA's interventions within these locations have proven highly effective as the communities have access to adequate quantities of safe water.

Photo 1. NCA Berkad, Budan Buto



## **Latrines**

All the communities visited by the evaluation had decided to privatise the latrines and they also determined which members of the community should have access and ownership. This mainly resulted from the large numbers of IDPs entering the towns and villages. The original residents decided the latrines would only be cleaned, well maintained and sustainable if the number of people using them were limited. In most areas there were five households per latrine. This has proven extremely effective. Firstly, the latrines constructed with assistance from NCA are in use and cleaned daily on a rotational basis by the families with access. Secondly, as the materials are inexpensive and available locally this has encouraged other members of the community and IDPs to construct their own latrines. At all locations visited by the evaluation where NCA had implemented latrines the communities had built additional latrines themselves.

*Lesson Learned: That the fewer households per latrine mean there is a greater likelihood they will be cleaned and well maintained and therefore, used effectively and sustainably.*

*Recommendation: That NCA considers refresher training in the future for WES committees in areas that have received large numbers of IDPs. This training should encourage the WES committees to continue raising awareness amongst the community whilst educating any new members of the community about hygiene and sanitation practices and latrine construction. This will ensure the overall health risks to the community are reduced as everyone uses good sanitation and hygiene practices water-related illnesses will decline.*

As mentioned in section 5.1.2, two locations – Falah Falah and Qundheed – did not receive latrines as planned due to the overproduction of latrines in other locations. Therefore, the proposed sanitation activities in these areas have not been as effective as originally planned in for example, reducing outside defecation. NCA has maintained a dialogue with these communities and is hoping to deliver VIP latrines in the future, which would greatly enhance the effectiveness of the WES committees and the hygiene and sanitation practices.

*Recommendation: That NCA investigate whether these communities have since constructed any latrines and if not they undertake small latrine construction projects in these two*

*locations. This will reinforce the WES training and will reassure communities that NCA is a sound organisation, fully committed to achieving its objectives.*

## **Training**

NCA discussed the roles and responsibilities of a WES committee with the communities and provided criteria to help guide their selection of members. The criteria emphasises that several members should be literate and others should at least be respected, trusted and able to carry out the necessary tasks. NCA also highlighted that as women were the primary collectors and users of water the WES committee should contain female members, however, NCA did not force this issue or request that WES committees comprised of equal numbers of men and women instead they allowed the communities to decide. All the communities established WES committees and there are female members present on 13 of the 15 committees (see Annex 3, Table 1). In regards to the nine mechanised water projects all the communities decided that female members of the committee should take charge of operating the communal water points and collecting payments as in Somali society women are most trusted with money. Two men were selected by the community to be the technicians on the WES committee. These men conduct the daily maintenance of the generators, pipes and other equipments. Most WES committees (certainly the ones met by the evaluation) meet on a regular basis with the elders committees and Chiefs to discuss current issues and any problems. This has proven effective in ensuring the women are active in community debates and their voices heard.

*Lesson Learned: That to generate a WES committee accepted and respected by the community, whilst the organisation can facilitate and provide guidance the ultimate selection criteria and election of members must lie with the community. In Somali society women are respected and trusted, however, it has not been common in the past for women to be on the same committees as men. Hence, an organisation must not force their inclusion it must be a gradual approach whereby women are able to demonstrate their own capabilities therefore, gaining further respect and responsibility and encouraging the inclusion of more women in the future.*

Initially NCA decided to contract a local NGO to train the WES committees. The Forum for Peace and Governance (FOPAG) was selected and they designed a training manual and materials. They worked in collaboration with NCA's Community Development Officer. The

Community Development Officer identified gaps in the hygiene training and disease transmission elements in the training manual and collaborated with FOPAG to ensure these topics would be effectively covered. FOPAG trained six communities – Baq Baq, Dhuudo, Dhuur, Aris, Bender Beyla and El Dhirdir – and the NCA Community Development Officer was present during each training to ensure the it was conducted effectively. The Community Development Officer would also try and identify the weaknesses in each community and then ensure these topics were covered thoroughly or in greater detail.

*Lessons Learned: That when using standard training manuals and materials there must be a level of flexibility to adapt the training to the needs of the community if the training is to achieve its potential.*

After the completion of the sixth training session by FOPAG they received an opportunity for work elsewhere and therefore could not conduct any further training for NCA. NCA's Community Development Officer hired co-facilitators and used the same resources to train the other communities. Due to his close collaboration with FOPAG, he was able to provide the remaining communities with the same level and standard of training as FOPAG had provided. The technicians were all trained by NCA's technician and engineer to assure they would be capable of conducting technical work and had full understanding of how the system functions.

*Recommendation: That NCA consider employing a female Assistant Community Development Officer. NCA is planning to continue their activities in the region and the Community Development Officer is primarily responsible for capacity building, which is a massive task and it will become difficult for him to carry out this work alone. Additionally, the presence of a strong female member on NCA's team will have many benefits such as setting an example, encouraging women to speak out in discussions, encouraging more women to be further involved in future projects, providing a strong role model for young women and allowing men to see how women are highly capable of reaching positions of responsibility and achieving good results.*

The WES training was five days with an additional two days training for the technicians at the nine mechanised project sites. The training covered many topics for example, water management including payments, disease transmission and prevention and community health.

The hygiene and sanitation training highlighted the relevant issues through utilising the Koran, local proverbs and poems. This ensured these new topics were placed in a relevant, local context and therefore, the actions and procedures being introduced to achieve good hygiene and sanitation were adopted effectively throughout the community. All the communities visited could relay this information to the evaluation, for example, the various actions to prevent contamination of water and food and the importance of cleanliness and good sanitation to prevent diseases. More importantly, there were signs evident in all communities visited they had adopted good hygiene and sanitation practices – Dhuudo previously had serious problems with litter, outside defecation and contamination, since the establishment of the WES committee a series of garbage pits were created and the area surrounding the water points and nearby river were cleaned. The community informed the evaluation this area had suffered greatly from outbreaks of cholera, diarrhoea and dysentery, however, there have been no serious outbreaks since NCA's interventions. In El Dhidir, diarrhoea, dysentery and genital infections, particularly amongst the women, were extremely common but the women were pleased to highlight that since the hygiene training and establishment of latrines these were no longer major problems. The reduction in infections and diseases was a point emphasised by all communities visited, which is a good indicator of the effectiveness of these projects. Furthermore, in all the communities visited with latrines it was evident they were used, however, well maintained and very clean.

Two technicians were trained at the nine mechanised sites. This training ensured they had a good understanding of how the system operated, were able to carry out daily checks and understood how to maintain the equipment. NCA provided the technicians with a set of tools, which enabled them to put their new training into practice. Providing people with tools as opposed to training alone is a very empowering process that can greatly restore human dignity. The new technicians have proven effective in most communities; they carry out daily maintenance on the systems and are able to correct minor breaks or problems themselves without requesting assistance from outsiders. Overall the WES committees and training they have received has proven effective and with the exception of the Baq Baq WES committee (see page 23-24) they are all active and functioning well.

*Lesson Learned: That before an organisation undertakes awareness raising or training projects they should ensure the facilities, resources and tools are available to allow people to use their new knowledge, for example, teaching people the importance of not defecating*

*outside but also ensuring they have the resources locally to construct latrines enables them to act on the new information. Additionally, training technicians to repair and maintain systems but also providing them with the tools to be able to carry out these repairs.*

In addition to training they provide for communities, NCA staff also receive regular training sessions. Within NCA Puntland, the Team Leader, Technical Project Supervisor, Community Development Officer and Field Accountant have all attended training sessions in Nairobi, Bosaaso, Hargaisa or Garowe. Regular training encourages staff development and continuous improvements. Additionally, offering staff training improves motivation and encourages the retention of staff. NCA Puntland staff have been pleased with their training opportunities to date and all highlighted how their training has helped improve the quality and effectiveness of their work.

*Recommendation: That NCA continue to offer staff training where appropriate as staff development must be a continuous process to ensure high standards are maintained, capacity is built and that projects and programmes can constantly be improved.*

#### **5.3.4 Sustainability**

At the nine mechanised project sites a payment scheme has been established and people pay on average 1,000 Somali Shillings (USD 0.40) per 20 litres of water. This money is utilised to pay for fuel for the generators, spare pieces of equipment to repair breakdowns, and to provide the technicians with an income. The technicians are required to spend large quantities of their time maintaining the systems and must be dedicated to the water system therefore, the communities decided they should receive an income for their work to ensure their positions are sustainable. The communities decided schools, hospitals and mosques should receive free water, which has generated long-term support for the water project from the religious leaders, school teachers and hospital workers. The communities also selected a number of households that would be unable to afford the water and therefore, these families receive free water, for example, in Bender Beyla 20 vulnerable households were identified by the community and these households are not charged for water. These community decisions have greatly enhanced the sustainability of the projects and the livelihoods of the most vulnerable.

Two months after each project was complete PSAWEN accompanied NCA staff to the village or town for a handing-over ceremony. NCA waited two months before handing over

projects to ensure there were no immediate problems and this also demonstrated NCA's dedication to the communities. During the initial discussions with the community it was made clear this was their project and they would own it and be responsible for its management. The formal handing over ceremony ensured all members of the community understood they were responsible for the future of the project. This reinforces the issue of ownership and therefore, improves sustainability.

*Lesson Learned: That ownership must lie with the community if the project is to prove sustainable and this ownership must be emphasised from the onset and throughout the various phases of the project.*

After the projects were completed a number of communities contacted NCA in regards to theft or damage of equipment. In Falah Falah and Suuj the pumps were stolen and they contacted NCA for replacements. NCA explained it was the communities' responsibility and if NCA replaced it this would actually encourage more thefts in more locations in the future. NCA suggested the communities attempt to catch the thieves and retrieve the pumps. In both Falah Falah and Suuj the communities successfully found the thieves and retrieved the pumps. NCA then re-visited the areas and provided technical support to reinstall the pumps. In Dhuur one of the solar panels was vandalised which has prevented the system operating at full capacity. The community requested a new solar panel from NCA who explained the same issues. Subsequently, this community began saving money and they almost have sufficient funds to purchase a generator and NCA have agreed to provide technical assistance for its installation.

*Recommendation: That this approach is continued in Puntland and encouraged in other programmes elsewhere. An organisation that replaces stolen goods without discouraging future thefts is actually encouraging an increase in crime and a vicious cycle of thefts and a dependence on replacements from organisations.*

Upon completion of the project in Bender Beyla town the project suffered a number of minor breakdowns, which all required savings to be spent on new parts. The Mayor of Bender Beyla called a community meeting to discuss the likelihood of future problems and the poor outlook for the project as he explained running costs were exceeding payments for water. Three local businessmen offered to establish a private organisation and they would use their own funds to

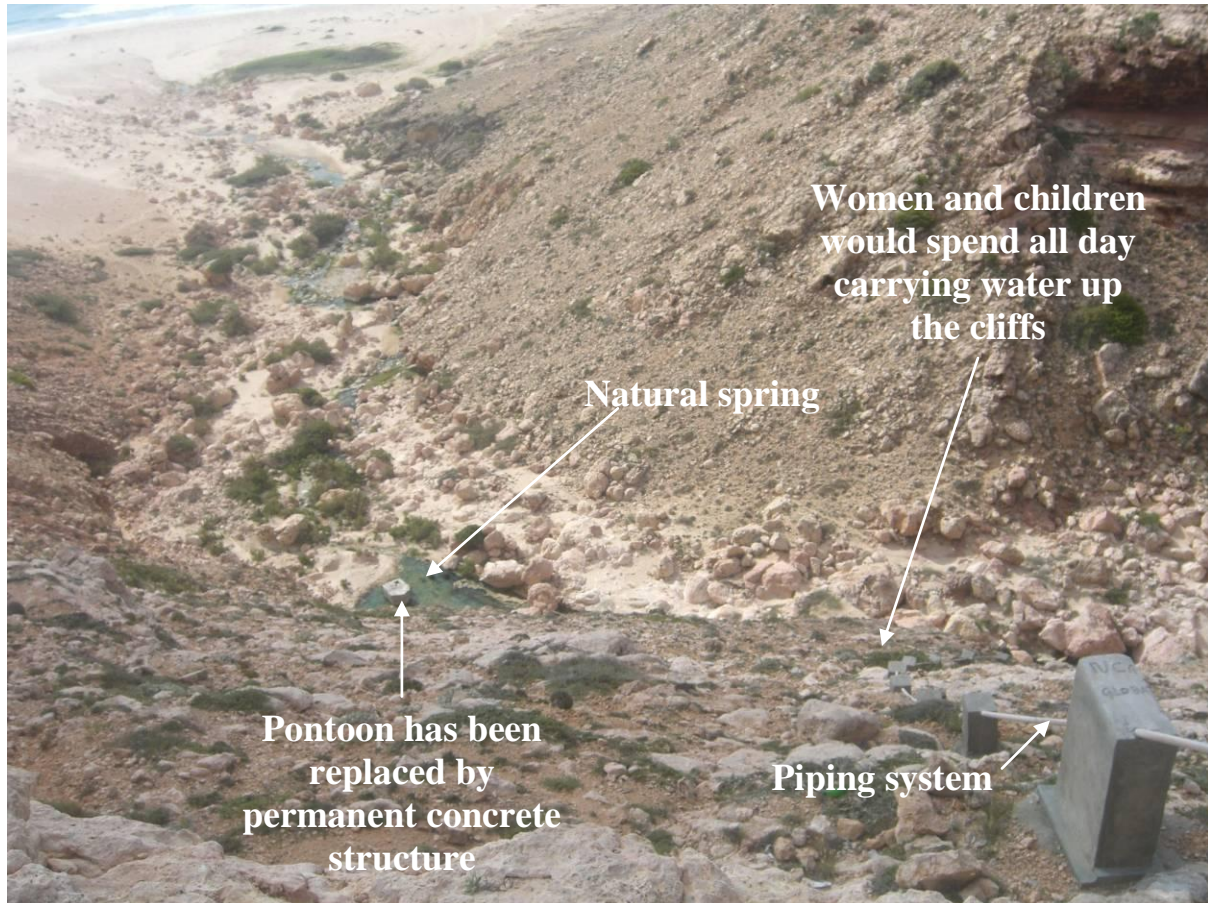
purchase spare parts, fuel and payments for the water technicians. At present the cost of water is 1,000 Somali Shillings per jerry can, however, in the future as people rebuild their livelihoods this price will increase. Also as the population of the town increases the number of payments will rise. The community agreed this was the most sustainable option and now the private organisation – Anjeel – oversee the running costs of the project and the WES committee verify Anjeel’s accounts and check their work. Anjeel also police the system and prevent theft and vandalism. Anjeel has installed water meters and taps in 180 households and each month collect the payments. This has transformed the lives of these households and greatly raised the standard of living. The most vulnerable households, schools, hospitals and mosques still receive free water. The community are extremely pleased with the system, which has never broken down since Anjeel’s takeover. The community also emphasised that water-borne diseases are now uncommon in this area.

The Mayor of Bender Beyla visited Aris town to inform the community of the new system in place in Bender Beyla. The community of Aris later contacted Bender Beyla to enquire whether Anjeel could take over their project. Aris town had also realised their payment scheme was not sufficient to cover any spare parts and the payments for water were too difficult to police. Anjeel were now well established and had the capacity to take over the Aris water project. The Aris community are very pleased with Anjeel’s work.

In El Dhirdir NCA had originally constructed a floating pontoon on the spring as this maintained low costs and was appropriate under the emergency nature of the programme. The pontoon suffered minor problems particularly during a flood in August 2006, but the communities were able to carry out the necessary repairs. Then a major flood in May 2007 completely blocked the system and damaged the pontoon. The community had saved USD 800 from the selling of water and intended to purchase a permanent structure to replace the pontoon, however, this money was stolen. In June 2007 the community of El Dhirdir contacted Anjeel and requested them to take over their project. Anjeel have replaced the pontoon with permanent concrete anchor blocks and the spring has been sealed to prevent future contamination from flooding. NCA provided Anjeel with technical assistance for this work. Subsequently, El Dhirdir is extremely pleased with Anjeel’s management of their system. The communities’ initiative and the handover of the projects to a trustworthy and reliable private organisation with the WES committees verifying their work has greatly improved the sustainability of these projects.

*Recommendation: That NCA continue to support and encourage Anjeel and encourage other communities to consider privatising their water projects. This reduces theft and vandalism and ensures any breakdowns can be quickly amended. This type of privatisation that is policed by the WES committees has greatly enhanced the sustainability of the projects.*

Photo: El Dhirdir Water Source



The *berkad* projects were constructed with labour inputs from the community and used locally available materials. The *berkad* projects visited by the evaluation all had sufficient quantities of water for the local communities, which demonstrates their sustainability despite the lack of rains in the region. At these locations the communities had also copied the new design of Berkads and reproduced them. At both Budan Buto and Badweyn village there was one *berkad* completed through NCA and a second identical *berkad* that had been completed later by members of the community who were able to purchase the necessary materials. Communities that continue to develop projects themselves and duplicate the work of an organisation provide a good indication the project has been effective and will be sustainable.

*Lesson Learned: That utilising local materials and labour wherever possible in a project increases the likelihood and opportunity for that project to be well maintained, duplicated by the community themselves and thus, more sustainable.*

The WES committees were selected through lengthy discussions with the communities and the WES committees were trained significantly for their roles. This detailed training has improved the sustainability of the committee. The evaluation is aware that short training sessions of one-two days and limited discussions with the communities generally produces short-lived committees, which lack the dedication or confidence to continue their work effectively. WES committees were trained on hygiene, sanitation and cleanliness using the Koran, local proverbs and poems to emphasise their importance. This not only made the training culturally appropriate and relevant for the WES committees but it provided them with strong tools to educate and raise awareness of these issues amongst their communities. The Koran and local proverbs are part of daily life in Somalia, which in turn ensured good hygiene, cleanliness and sanitation became part of daily life. For example, many people began digging their own pit latrines. The change in daily behaviour required to achieve good hygiene and sanitation occurred quickly and is likely to be sustainable as these societies all strive to live by the Koran and uphold its values.

*Recommendation: That NCA consider providing WES committees and technicians with refresher training and they encourage WES committees to visit one another to share experiences and problems encountered. This also continues to motivate WES committees and strengthen their roles within the society. NCA should consider further training for the WES committees where the water projects have been privatised. This will help the local private organisation and also ensure the WES committees understand their new roles and continue to take responsibility ensuring corruption is limited and water remains accessible for all.*

### **5.3.5 Cost Effectiveness**

The first joint needs assessment conducted by NCA and SC UK did not prove cost effective to NCA and they had to undertake a second needs assessment to identify actual needs in water and sanitation and identify possible project sites (see section 5.3.1 NCA's Timeliness, page 18 for further details). NCA ensured the second needs assessment would be much more

efficient through hiring experts in the water and sanitation sector and requesting them to design the projects as they conducted the needs assessment.

*Recommendation: That future needs assessments be conducted by experts in the necessary sectors. This will enable initial plans, designs and ideas to be discussed during the needs assessment, which is of particular importance in emergency contexts where timeliness is crucial. This will also allow realistic projects to be proposed.*

Some of the equipment for the mechanised water projects is not available in Somalia and therefore, materials were sourced from Nairobi. This caused problems as inappropriate aircraft were used to transport the goods many pieces of equipment arrived damaged. NCA explored alternative options and found the materials could be shipped from Dubai at lower costs. The Government of Puntland has also removed taxes on the import of equipment for international NGO's, which further reduced the costs. The equipment now arrives undamaged and this process has proven much more cost effective.

*Recommendation: That when sourcing materials from abroad a series of options are explored to ensure the most cost effective option is adopted from the onset. In addition having alternative options available means should any problems be encountered with the existing source the materials can be quickly sought from elsewhere and the projects will incur no or few delays.*

The six *berkad* sites were constructed by SWV and KDO. Hiring two local contractors meant work was ongoing in more than one location at any one time. Local contractors are often able to source labour and local materials cheaper than an international organisation. NCA staff monitored these projects closely to ensure the contractors fulfilled their agreement and work occurred in a timely fashion. This method was cost-effective whilst building local capacity.

*Recommendation: That NCA continue to use reputable local contractors where they will be cost effective in order to strengthen local organisations and build capacity.*

NCA originally utilised the traditional Hawala finance system. This Somali banking system is extremely effective and quick. It is based on trust within clans and has been operational for many years. It is possible to pay the appropriate Somali member or bank in Nairobi (or in

most countries throughout the world) and they telephone or email the appropriate location in Somalia and the money can be released in the same day to NCA staff in Puntland. This was extremely appropriate during the emergency phase. The Hawala system, however, is expensive with charges as high as five per cent. Once NCA were established in Puntland they explored other possibilities and found a system where they could enter a special agreement as an international NGO and receive a charge of only two per cent. This has proven much more cost effective.

### **5.3.6 Gender Sensitivity**

It is important in Somali society to respect the traditional roles of both men and women. Upon entering a community NCA staff would always meet first with the village elders committee and village chiefs (all males). This is the correct protocol in Somalia and a sign of respect for the community. An organisation that does not respect this procedure is likely to receive little support from the community. NCA would then be introduced by the elders committee to any education committees, women's committees and the wider community.

Women are the main collectors and users of water in Somalia. Therefore, it is vital they are included in the decisions surrounding water, as the system will ultimately rely on them to make it work. The women have the best understanding and knowledge of the daily water needs and issues and their input in designing and planning a water system is vital. Thus, NCA involved a number of men and women from the communities throughout the implementation of the projects.

The communities had to establish WES committees that would undertake a number of tasks such as repair minor technical problems; collect payments for water; oversee usage of the communal water points; educate the community about good hygiene and sanitation practices; encourage the community to construct latrines; and ensure latrines are well maintained and cleaned regularly. NCA suggested that the WES committees should have female members and all communities agreed. The communities divided the WES committee tasks between the men and women depending on what was appropriate for them in Somali society. The women manage the communal water taps and collect payments as women are generally more trusted with money than men in Somalia; the male water technicians who received two days additional technical training carry out maintenance and minor repairs on the system; and both male and female members of the committee encourage latrine construction and undertake

education and awareness raising within the community. The WES committees usually organised meetings with the community, elders and chiefs to raise awareness of the issues. Then female members would identify any households not using the appropriate behaviours and visit them to encourage better hygiene and sanitation. In most communities, however, all members of the community adopted the good hygiene and sanitation practices due to its importance for their religion. NCA respected and supported the division of labour. These small steps in men and women working together have given women great respect and emphasised their important role and status within the community.

“Before women never sat with us and were not included in our meetings now they are always in our meetings. Men and women work very good together” (Village Elder, El Dhirdir town).

*Lesson Learned: That including women in projects whilst respecting the traditional gender roles will ensure their inclusion is sustainable and respected as opposed to tokenistic.*

*Recommendation: That NCA maintain and strengthen their focus on the inclusion of both men and women in their projects.*

### **5.3.7 Flexibility**

NCA was flexible in its technical approach. NCA did not have a standard water project they implemented a Berkad, solar powered project or electro-mechanised project depending on what was most appropriate for the location and community. This approach was relevant and effective. This size and pieces of equipment ordered for each location differed depending on what was needed. A standard water system design would not have been effective in these locations. The areas directly affected by the Tsunami all vary greatly in terms of landscape, population size and capacity. For example, the piping system for the heavily populated town of Bender Beyla is completely different to the piping system required for the steep cliffs of El Dhirdir town. NCA had the flexibility to adapt each water system appropriately to ensure each system would function effectively.

NCA prioritised the nine mechanised water projects and when these were all approaching completion they began work on the six *berkad* sites. Other organisations, however, had already begun working in NCA’s proposed *berkad* sites from the needs assessment. NCA were able to contact HADMA and UNOCHA who were coordinating the overall Tsunami

response and were provided with a list of other locations indirectly affected by the Tsunami and where no or little other assistance had been given. NCA visited the areas and selected six suitable locations that were in need of such a project. In emergency responses where large numbers of organisations are operational plans and proposals must be flexible to avoid overlap and duplication and to ensure the maximum number of people are reached and benefit from the aid.

During the implementation of the Dhuudo mechanised water project the community expressed the need for a slaughter house. NCA reviewed the situation and as the current slaughtering area was near the water tank it was decided this posed a significant health and environmental hazard. Thus, NCA and the community adapted the project to include the construction of a slaughter house in a safe location.

NCA were also flexible in their ability to change the Hawala finance system they were utilising in order to reduce costs and change the sourcing of materials from Nairobi to Dubai to both reduce costs and improve the condition of the goods when they were imported.

*Lesson Learned: That situations, particularly emergency situations, are dynamic and in order to produce an appropriate and effective response an organisation must be able to adapt to circumstances as they change and maintain a level of flexibility that allows them to continuously seek ways to improve their response.*

### **5.3.8 Community Participation**

PSAWEN introduced NCA to the communities and NCA involved the communities in the projects from the onset. During the needs assessment NCA had a series of discussions with the communities about the effects of the Tsunami and the priorities for the area. In all locations water was flagged as the ultimate priority. Communities were involved as far as possible in the needs assessments and were kept informed of all ideas and plans. During the planning stage, NCA staff discussed the project designs with the community and the community decided with technical advice from NCA where the systems should be located and in particular where the communal water taps would be placed. The communities then decided how many people they would provide NCA to carry out the manual labour for the projects. They understood the more people who participated the faster the project would be completed and as this was their priority there were many people willing to actively

participate. The communities provided most of the manual labour for all the projects, for example, at the mechanised water project sites an average of 50 people from the community provided labour inputs. The high level of community participation throughout each project meant the work was carried out effectively and received the full support of the community.

At each project visited by the evaluation, communities detailed in depth the work they had undertaken to aid the completion of the project. There were also visible signs the communities had been deeply involved in the implementation. A number of the communities copied NCA's designs and constructed more latrines, additional water tanks and Berkads after NCA left the area. A community that is able to reproduce an organisations work demonstrates their understanding of the original project and their knowledge of the required materials, methods and labour.

*Lesson Learned: That it is essential to actively involve communities as far as possible in each stage of a project to enhance its effectiveness, ownership and sustainability.*

### **5.3.9 Transparency and Accountability**

During 2006 it emerged NCA Nairobi had suffered a case of fraud. NCA informed their headquarters and donors. NCA conducted a forensic audit, sharing the results with all relevant parties and replaced the stolen funds. The Somalia Programme Coordinator had committed the fraud and he was replaced immediately and court proceedings were filed. NCA's open and immediate response to the fraud demonstrates their transparency.

NCA hired two local contractors to undertake the construction of the Berkads (SWV and KDO) and one local NGO to undertake the WES committee training and awareness raising activities (FOPAG). NCA firstly advertised these contracts locally and after receiving numerous tenders in the open bid they short-listed several candidates. The short-listed organisations were interviewed and the best were hired. The posts were well advertised in various locations and the tendering process was transparent. When procuring local materials NCA's local staff search various channels and contact all possible local suppliers to find the most reliable and the cheapest whilst ensuring their systems and processes are transparent.

*Lesson Learned: That when contracting local organisations and procuring local equipment the processes must be transparent and open to ensure all local organisations have equal*

*opportunities and to prevent resentment and conflict amongst them. This openness and willingness to strengthen local capacity will gain NCA further respect from the local population.*

NCA informed each community from the onset about their capabilities and limitations in terms of the size of projects possible and their limitations in terms of funding to ensure expectations were realistic. NCA local staff remained in close contact with the communities during the implementation of projects and have maintained regular communications since the projects were handed over. NCA have been as transparent as possible in regards to the beneficiaries.

## **5.4 Standards and Codes of Conduct**

### **5.4.1 Sphere Standards**

The NCA Team Leader, Technical Project Supervisor and Community Development Officer were interviewed and they were all aware of the Sphere standards and guidelines. According to the Sphere guidelines a person requires a minimum of 15 litres of water per day. NCA's mechanised and *berkad* water projects have ensured everyone living within these communities has access to 15 litres per day. At the mechanised projects where there is a charge for water use all households unable to purchase adequate quantities of water receive free water and there are no limitations on the amount of water these households are allowed to collect.

NCA's constructed communal latrines, however, NCA encouraged these latrines to be used as demonstration latrines that allowed the communities to understand the materials and labour required in order for them to construct their own latrines. This has been effective in five communities to date – Baq Baq, Bender Beyla, Dhuudo, Dhuur and El Dhirdir. As detailed in section 5.2 (Objective B), NCA exceeded the allocated number of latrines to be built in two locations and therefore it was not possible for NCA to construct any latrines in two locations – Falah Falah and Qundheed. Thus, the Sphere standard for number of households per latrine (50 people per latrine during the immediate emergency, reducing to 20 people per latrine as soon as possible) was not achieved at these sites. NCA are planning to construct these latrines during their next phase to fulfil their initial plans in those communities and it is hoped that these communities will also use the demonstration latrines to construct their own as other communities have done.

The latrines were all constructed safe distances from the water sources and the latrines in every location but one were less than 50 metres from dwellings. In Aris the latrines were approximately 100-150 metres away from dwellings. This was decided as SC UK are implementing a housing project and the houses under construction are further inland compared to the beach where the community are currently residing. Hence, NCA did not construct latrines too close to the current area as the community are soon to move approximately 200 metres inland. Hence, NCA have largely met the Sphere standards in terms of locating latrines.

#### **5.4.2 The Red Cross and NGO Code of Conduct and the ACT Code of Conduct on Sexual Exploitation**

All members of NCA Nairobi and NCA Puntland have received an induction whereby they are introduced to the relevant Codes of Conduct. When NCA staff are recruited or each time their contract is renewed they must sign the Red Cross and NGO Code of Conduct and the NCA Puntland staff also signed the ACT Code of Conduct on Sexual Exploitation. The staff all abide by the codes of conduct and they show respect for all members within the communities. They ensure both men and women are included where possible and that dignity is upheld for everyone involved in each activity and process. The ACT Code of Conduct on Sexual Exploitation is posted largely over the entrance door of the NCA Office in Puntland. All NCA local staff in Puntland read, write and speak English extremely well and fully understand codes of conduct whether written in Somali or English.

### **6. Evaluation Objectives: Organizational Issues**

#### **6.1 Organisational Capacity**

NCA had the capacity in the water and sanitation sector and the experience in Somalia to implement an effective emergency response. NCA's first needs assessment was not effective, however, this can be largely attributed to the incompetence of the staff involved who have since been replaced (see section 5.3.1). NCA's second needs assessment was efficient and highly effective thus, demonstrating their capacity to conduct a timely and useful needs assessment.

NCA's Puntland staff are all well educated and three previously worked for other international organisations. They are certainly capable of completing their work effectively and do so to high standards. NCA Nairobi has the capacity to effectively support this programme and the NCA Nairobi staff involved in the Somalia programme are highly competent and provide their field staff with both continuous and effective support. NCA Nairobi has the capacity to meet the training needs of their field staff and all NCA Puntland staff have received appropriate training, which in turn further strengthens their capacity. NCA Nairobi has well established, experienced and highly capable logistics, finance and administration departments that provide support to the NCA Puntland Office. This enabled NCA to respond immediately to the emergency without needing to firstly establish new departments that would have delayed the response.

The Finance and Administration Officer in Puntland produces reports, which are forwarded to NCA Nairobi's finance and administration department where they are verified and copies retained to ensure both offices have comprehensive files. The NCA Nairobi finance and administration department also provides feedback to the NCA Puntland Office providing suggestions for improvements and strengthening the reporting capacity of the Puntland Office. NCA Nairobi's Logistics Department sourced the materials not available in Somalia from Nairobi and then later travelled to Dubai to conduct the tendering process for the procurement of equipment. Evidently, they have the capacity to support the required logistics in Puntland in both emergency and developmental programmes.

The Somalia Programme Coordinator has visited the field a number of times and the NCA Nairobi based Water and Sanitation Programme Engineer visited the project sites every two months during the initial phases of the programme and now the Puntland office is better established he visits the field and project sites every three months to provide technical advice and monitor progress. The Water and Sanitation Engineer monitors the projects using a series of indicators such as, the pumps average discharge, number of VIP latrines constructed, presence of an active WES committee, presence of women within the WES committee, cost of water in the village/town, average distance to the water point, and the actual expenditures on the project in relation to the budget. The Water and Sanitation Engineer also monitors NCA's projects in the Gedo region of Somalia, which enables him to compare project costs, timeframes and progress to ensure project proposals and plans are realistic and cost-effective. NCA's Puntland staff informally monitor projects during and after implementation through

their close and regular communications with the communities and therefore, allow any problems to be quickly identified and dealt with appropriately and timely.

*Recommendation: That if NCA are planning on expanding their programme in Puntland they consider employing a local monitoring officer to ensure that progress at all project sites is closely monitored enabling any problems to be identified and dealt with immediately and to improve the planning of future projects to prevent these problems reoccurring. This detailed monitoring will also aid future evaluations.*

NCA Puntland staff send monthly reports to NCA Nairobi who then edit the reports and provide feedback. The NCA Puntland staff are all computer literate and have good English therefore, are all capable of producing quality reports and fully understanding the feedback provided. Both NCA Puntland and NCA Nairobi have the capacity to meet their reporting requirements.

### ***Strengths and Weaknesses***

NCA were not established in Puntland prior to the Tsunami disaster, which slightly weakened the timeliness of their response. NCA, however, has strong experience in the water and sanitation sector and a long history of working in Somalia, they have been operational in Gedo since 1993. Furthermore, NCA has never withdrawn from Gedo or Puntland due to security risks unlike many other organisations, which has gained them great respect from the local communities. These strengths contributed greatly to the effectiveness of their programme in Puntland.

During early 2006 NCA's reputation was tarnished by the fraud case of the previous Programme Coordinator. NCA has worked hard to restore their reputation and regain trust. NCA Nairobi's reputation as a reliable and effective organisation amongst both international agencies and local communities in Somalia is now an asset. Furthermore, as a result of the fraud case NCA Nairobi's financial systems have been strengthened increasing their ability to prevent such cases in the future.

NCA's Somalia Programme Coordinator is well educated and informed, reliable and dedicated to the programme in comparison to the previous Programme Coordinator whose communications and reporting appeared weak. The NCA team operating in Puntland all

appear very committed and hard working. Ultimately, the success and effectiveness of a project depends upon the quality of staff implementing and supporting the project. Hence, the impact and effectiveness of NCA's projects can be largely attributed to their strong field team supported by a strong Programme Coordinator.

## **6.2 Collaboration**

During the immediate emergency phase, prior to the establishment of the HADMA and UN OCHA coordination meetings, both NCA and Unicef had separately planned to implement a water project in Bender Beyla. NCA's previous Team Leader was very weak in collaborating with other organisations and NCA began implementation without informing Unicef. This caused some disagreements between Unicef and NCA in the field, although these differences were quickly diffused and Unicef provided some funding for NCA's Bender Beyla project it is not effective to have such poor communications with other international organisations operating in the same area. In contrast NCA's current Team Leader fully comprehends the importance of collaboration and the benefits of forming close working relationships with other organisations. NCA Puntland has greatly improved their levels of coordination since this incident. NCA Puntland, for example, works in close collaboration with HADMA, PSAWEN and the Ministry of Local Government and the President. NCA Puntland selected their project sites through collaboration with HADMA and UN OCHA once they had established the coordination mechanism. HADMA and UN OCHA jointly coordinated the Tsunami disaster response and guided all organisations in selecting project sites to prevent overlap. NCA collaborated with PSAWEN during the initial and final phase of each project. PSAWEN formally introduced NCA to each community and then attended the handing over ceremonies, which helped establish trust between NCA and the community and emphasised ownership once the project was complete. NCA also coordinated with any local authorities, District Commissioners, village Chiefs and elders committees, which guaranteed the projects wide support amongst the local populations and this was visible throughout the evaluation. NCA Puntland also attends all relevant coordination meetings.

ADRA (Adventist, Development and Relief Agency International) has constructed latrines at two of NCA's *berkad* project sites. During the implementation the organisations shared information but the coordination was on an ad hoc rather than planned basis. ADRA are active in Puntland largely in the water and sanitation sector and where appropriate NCA Nairobi could seek to identify possibilities for future collaboration with ADRA Nairobi.

*Recommendation: That NCA Nairobi meet with ADRA Nairobi, allowing both organisations to gain a fuller understanding of the others work and examine possibilities for future collaboration.*

NCA Puntland has collaborated with local NGOs and local contractors. NCA employed local organisations to undertake their *berkad* projects and implement the training of WES committees. These tasks were all completed in close collaboration with NCA staff. Both NCA and the local contractors – SWV and KDO – are eager to collaborate on future projects, which illustrates a strong working relationship between the organisations.

NCA Puntland has a strong coordination and collaboration with NCA Nairobi. NCA Puntland send monthly update reports to NCA Nairobi who then provide feedback. NCA Nairobi and NCA Puntland communicate via email or telephone almost on a daily basis. NCA Puntland is also able to contact Nairobi whilst visiting or working on projects in the field through their satellite telephones. Three of the NCA Puntland staff have received training in Nairobi and NCA Nairobi visit the field on a regular basis. NCA Nairobi held their Somalia strategic planning meeting at NCA Puntland's office and the field team from NCA Gedo were also present. This allowed both teams to exchange information, future plans, problems, difficulties encountered and possible solutions. Furthermore, this strengthened the collaboration between NCA Nairobi, NCA Puntland and NCA Gedo.

The Government of Puntland has recently produced a draft Water Policy for the Puntland State. They are to launch the policy document in Nairobi during November/December 2007 and NCA are one of several organisations that have been invited to attend. NCA Nairobi and Puntland will both use the final water policy document to inform their future projects to ensure they are coordinating with the government and other organisations operating in this sector.

The WES Cluster<sup>4</sup> for Puntland based in Nairobi is very strong and NCA Nairobi attend the regular meetings. These were monthly meetings during the emergency phase of the Tsunami

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<sup>4</sup> The cluster approach was first set out in a Humanitarian Response Review (HRR) paper commissioned by the UN. The basic premise was that accountability, predictability and reliability could be improved by identifying organisational leaders for areas in which there was an identified gap

response and have now reduced to tri-monthly meetings. Despite this, additional WES Cluster meetings can be held when requested by an organisation. NCA Nairobi is also a member of the Somali NGO Consortium and these meetings are organised on a needs basis ranging from weekly to monthly. During these meetings organisations can share information and discuss a range of issues that will help coordinate and inform future work, for example, security issues, government policies and the new visa requirements. These meetings also enable organisations to examine possibilities for future collaborations.

The only other ACT member present in Somalia is Diakonie Germany although another member – the Lutheran World Federation (LWF) – is operational on the border in the camps in northeastern Kenya. Neither of these organisations, however, is operational in Puntland and therefore, there has been little opportunity for collaboration. Somalia, however, is prone to natural hazards and conflict that can result in large numbers of IDPs in need of emergency assistance at any time. Future emergencies could demand a response from both Diakonie Germany and NCA and could also affect the camps on the border. Hence, these organisations should remain informed and in collaboration at Nairobi level. This would allow an immediate coordinated response to be implemented if necessary and will also enable the organisations to examine future possibilities for collaboration.

*Recommendations: That NCA, Diakonie Germany and LWF establish a Somalia ACT Forum (based in Nairobi) to increase the efficiency and effectiveness of responses to emergencies through improved preparedness and coordination. The forum should be created according to ACT International's Revised Policies and Guidelines (2007) for establishing national and regional ACT forums, which will help maintain common standards and procedures throughout all ACT forums worldwide.*

NCA Nairobi is in close contact with NCA headquarters in Oslo. NCA Nairobi submit periodical and annual financial and narrative reports to NCA Oslo who then verify the reports and provide feedback. NCA Oslo and NCA Nairobi exchange visits several times a year and both attend a regional meeting once a year with other country offices to enhance information sharing and coordination.

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in the humanitarian response. The approach aims to strengthen coordination and the response capacity by mobilising clusters of humanitarian agencies in the various sectors, for example, health, nutrition, shelter, protection and water and sanitation.

NCA Nairobi send quarterly and annual reports direct to ACT International's Assistant Programme Officer for Somalia who reports to the Programme Officer for Asia and Europe. NCA's previous Programme Coordinator was not as effective in reporting and would often fail to explain changes in the programme or provide poor quality reports and documents. Subsequently, the new Programme Coordinator completed a series of reports in an attempt to fill the gaps. ACT International also requested photographs and human interest stories to publicise their activities and highlight the importance of funding to donors. ACT International's Communications Officer had requested these stories and photographs from NCA Nairobi, however, they were never delivered due to a series of miscommunications on both sides that included the previous Programme Coordinator not responding to these requests and ACT International having had four Assistant Programme Officer's since the beginning of the Somalia Tsunami disaster response, which reduced the consistency of requests being followed up. This issue has since been resolved and NCA Nairobi hope to soon deliver the necessary photographs to ACT International.

*Recommendation: That NCA provide ACT International with the human interest stories and photographs as soon as possible.*

*Lesson Learned: That staff retention at all levels is important in meeting targets, standards and requirements effectively.*

### **6.3 Transition**

NCA's Tsunami disaster response in Somalia was an emergency programme, however, during the design phase issues of sustainability were considered and projects were implemented that would allow the communities the opportunity to develop these projects further in the future. For example, in El Dhirdir NCA created a floating pontoon (see section 5.3.4, page 32) on the natural spring. The community later replaced the floating pontoon with a permanent structure. NCA envisaged this possibility and therefore, had implemented a system that could adapt and easily be upgraded. Once people began to recover after the Tsunami, communities were able to introduce larger piping and additional water tanks to cope with new demands, construct more latrines and Berkads and purchase more powerful generators to replace the old ones or the solar panels. NCA would not purchase new goods for a community, however, they explained to communities they could offer technical advice and

assistance. NCA's Technical Project Supervisor has aided a number of the communities in installing new equipment. This illustrates the transition from relief to rehabilitation as communities take responsibility for their own villages and towns and have the resources themselves to develop projects with only technical advice and support from an organisation.

Each water project included the training of a WES committee. NCA assisted the WES committees in developing a water management system and payment scheme. Training and establishing a WES committee prepares the community for their takeover of a project and a transition towards rehabilitation through encouraging community ownership. Hence, NCA planned its interventions whilst taking into account the future transition from relief to recovery and rehabilitation. NCA also did not replace stolen or vandalised pieces of equipment (see section 5.3.4, page 31). This could easily generate a cycle of dependence, constantly draining NCA's resources and preventing communities from further developing. This has made communities take responsibility for the projects and take action to retrieve stolen goods and prevent people from stealing in the future. This has been highly successful and in all cases of theft or vandalism the goods have been recovered or replaced by the community. The communities' ability to sustain effective projects demonstrates clearly a transition from relief to rehabilitation.

NCA involved local contractors and local NGO's within their programme. This strengthens the capacity of these organisations, which is essential to sustainable development and ultimately independence from international assistance.

Within NCA's project sites the need for water has been met. NCA is currently examining ways to further strengthen the livelihoods of these people and reduce their vulnerability to future shocks, for example, through income generating activities, disaster preparedness and the integration of cross-cutting issues such as peace building, HIV/AIDS and female genital mutilation (FGM). NCA has similar projects in Gedo and will be able to use their lessons learned and experiences there to inform any new projects in Puntland. Continuing their programme and work with the communities in Puntland will reinforce their relationship with the local population whilst strengthening the effectiveness and sustainability of the overall programme. Experience indicates holistic programmes where projects are fully integrated, in particular the cross-cutting issues, greatly improves the impact and sustainability of activities as opposed to isolated projects.

*Recommendation: That NCA continue working in Puntland. There remain many communities in great need of assistance. Further work is required to build the capacity of the local population and their ability to cope with future disasters. NCA should utilise their Gedo programme as an example to consider broadening their Puntland programme to include similar elements such as the cross-cutting issues – Gender, Protection, HIV/AIDS and FGM. As the Gedo programme has illustrated, the integration of these elements within the Puntland programme will support and improve the sustainability of NCA’s work to date.*

#### **6.4 Fund Mobilisation**

When an emergency occurs ACT members operational in that area produce an appeal. During the Tsunami, Somalia was part of the ACT forum for Kenya. The only other ACT member in Somalia is Diakonie Germany and they were not planning to respond to the Tsunami disaster. NCA therefore, prepared the Alert for ACT, however, this encountered delays as NCA were not currently operational in Puntland and communications and information can be unreliable therefore, it took time to establish an accurate Alert. NCA then prepared a proposal for the response to the Tsunami. Due to the enormity of the Tsunami disaster ACT had issued a series of Alerts. Somalia had not been included in ACT’s initial Appeal due to the delays but was introduced in the Appeal Revision 2. The Asia Earthquake and Tsunami Appeal Revision 2 was released in January 2006, however, the Appeal Revision 3 was not produced until May 2007. The scale of the Tsunami disaster and the funding received for the response was unprecedented and the pressure upon organisations to distribute funds was great which meant Appeal documents, communications and reports all became delayed.

*Recommendation: That ACT CO considers undertaking a detailed review of their Appeals process to identify weaknesses and areas in need of improvement. This will strengthen current Appeals and ensure more efficient and quality Appeals in the future.*

#### **6.5 Mandate**

NCA’s emergency programme in Puntland has enabled ACT to fulfil its emergency response mandate (ACT International Vision, Mission and Value Statement; and the ACT Cooperation Agreement). ACT’s Mission Statement details that emergency responses through humanitarian assistance should build capacity; maximise the strengths of affected communities; involve both men and women; and ensure future prevention measures whilst

respecting all cultures and faiths. ACT's Vision Statement focuses upon respecting human dignity and restoring livelihoods and communities affected by disasters and humanitarian crises. NCA's emergency programme in Puntland in response to the Tsunami disaster has enabled ACT to fulfil these goals.

The following outlines how NCA's response has assured ACT's Statement of Values within the Mission Statement have been upheld:

- Non-Discrimination: There has been no discrimination at any point during the programme.
- Gender Sensitivity: Women have been involved throughout all the projects from the identification of needs and priorities for the village/town to receiving training as members of WES committees.
- Participation and Dignity: NCA has as far as possible involved the affected communities in the identification of needs, priorities, approaches and mechanisms for the response.
- Professional and Ethical Standards: NCA has upheld the standards of the Red Cross and Red Crescent Movement and NGO's in Disaster Relief, the Humanitarian Charter and Sphere.
- Sustainability: NCA has prioritised the use of local resources (human, material and cultural); strengthened existing community capacity through the training and establishment of WES committees; integrated preparedness and future prevention through reducing future risks as the new water projects are safer and better protected than previous water sources.
- Cooperation: NCA has built relationships with local organisations, international organisations, government departments and local authorities
- Accountability and Transparency: NCA has been truthful in its report on the nature and extent of the emergency situation and the use of funds. NCA maintains adequate financial reports and records of implementation at field, Nairobi and Headquarter level.

The ACT Cooperation Agreement states any significant changes to the proposed actions or target population must be clearly communicated to the ACT Coordinating Office. The new NCA Programme Coordinator has communicated any changes through reports to the ACT Coordinating Office. NCA, for example, changed the location of their six proposed *berkad* sites (see section 5.3.7 page 37-38 for details). NCA produced an interim report (Interim

Report 5, October 2006 – March 2007) detailing the site changes and the reasons for these alterations.

Additionally, the Cooperation Agreement requests Members to actively participate in any external evaluations of an ACT Appeal where the Implementing Member is involved. NCA have successfully met this agreement in accordance to ACT's Evaluation Mechanism and Evaluation Guidelines.

## **6.6 Information and Communications**

NCA has a dedicated team of staff in Puntland. The Community Development Officer has been with the programme from the onset and the Technical Project Supervisor also joined the programme early. The new Team Leader and Finance Officer joined during 2006. All the staff appear dedicated and are highly capable of working effectively independently, which is essential when covering a large geographic area with a small team. Despite working independently the staff ensure they remain well informed on the various ongoing activities and communicate daily when in the field, providing their colleagues with regular updates through satellite telephones. The staff have formed a strong team and all have a good understanding of each other's work, responsibilities and capabilities. The team work and strong communications are crucial in ensuring the overall success of the projects and the continuation of a reputable and sustainable programme.

NCA Puntland, NCA Nairobi and NCA Oslo have good communications and share information through regular reporting. The field teams monthly reports to Nairobi detail the status of projects, progress, any problems or factors that could hamper developments. NCA Nairobi delivers periodical and annual reports to NCA Oslo. NCA Nairobi also delivers various reports including six monthly interim reports to ACT CO and NCA Nairobi is in frequent contact with the Assistant Programme Officer for Somalia at ACT CO and provides information on a regular basis.

During 2005 to early 2006 NCA Nairobi failed to deliver their interim report to ACT CO. ACT CO made a number of requests and after receiving some poor quality documents in the incorrect formats they contacted NCA Oslo although, the report was already three months overdue. This reporting was the responsibility of the NCA Somalia Programme Coordinator and during early 2006 he was replaced. There were some additional minor delays as the new

Programme Coordinator needed time to understand the ACT reporting formats and visit the field himself to gather the background and current status of the programme. However, there were major improvements in NCA's attitude and willingness to achieve good standards. Subsequently, the flows of information and quality of communications between NCA Nairobi and ACT CO improved substantially. Furthermore, it is evident through the dedication of the Programme Coordinator and the Area Representative for Kenya, Somalia and Uganda that the standard of reports and communications will continue to rise.

*Recommendation: That ACT CO consider offering regular training sessions for the Programme and Finance staff of their Members to raise standards and improve efficiency. Additionally, this will ensure Members responding to future emergencies will already have the knowledge and systems in place to adequately and effectively meet ACT's reporting requirements and the specified deadlines.*

## **6.7 Visibility and Perceptions**

The scale and devastation of the Tsunami generated extensive media coverage worldwide. Due to the size of the catastrophe and number of international and national NGO's, intergovernmental organisations and UN agencies responding it was rare for single organisations, including NCA or ACT, to receive exclusive media attention. Instead the media largely focused upon the collaborative, global efforts of the international community. For a number of reasons Somalia did not receive the level of coverage received in other countries affected by the Tsunami. Somalia's death toll (298 people dead or missing), for example, was small in comparison to Indonesia's (167,736 people dead or missing), Sri Lanka's (35,322 people dead or missing), India's (18,045 people dead or missing) and Thailand's (8,212 people dead or missing). Additionally, Somalia's insecurity and poor infrastructure restrains international media access and there is little or no national televised media in Puntland.

All NCA staff in Nairobi and Puntland are fully aware of ACT, their roles, members and priorities. NCA have included ACT signage throughout their programme in Puntland from documents with the ACT logo and the Puntland office with ACT posters to the projects themselves. NCA explained about ACT and their role to each community they visited. All communities met by the evaluation stated they were grateful to ACT and NCA for the work done. The majority of communities mentioned ACT without questioning from the evaluation

and were all well informed about NCA and ACT's programme in Puntland which clearly indicates ACT is highly visible to these communities.

The local NGO's, local contractors and local authorities met by the evaluation understood clearly ACT's role in NCA's programme and the activities being implemented. Similarly at Nairobi and headquarter level the majority of international organisations are aware of ACT, their members and their programmes. The evaluation met with SC UK in the field. One member of SC UK did not know of ACT and they were on a temporary contract. Overall this illustrates ACT's high visibility amongst both local and international organisations. Furthermore, everyone met by the evaluation portrayed positive attitudes and perceptions of ACT.

The government were aware of ACT but not fully informed of ACT's role and identity. The Government of Puntland, however, are a new government who had to assemble emergency coordination measures and meet large numbers of organisations on a weekly basis. As the government become further established and the area of Puntland stabilises, the government will have the opportunity to become more aware of the organisations who have been involved in programmes and projects.

## **7. Outcome**

### **7.1 Lessons Learned for NCA and the Wider ACT Alliance**

The following lessons learned are in the order they appear in the report and not particularly the order of importance.

1. That including experts in a particular sector for a needs assessments enables realistic proposals to be quickly produced and enhances overall efficiency.
2. That a formal introduction of an outside organisation to local communities by a respected government body or local organisation enables trust, respect and strong relationships to be quickly formed.
3. That until the community of Baq Baq resolves their dispute, the project will not function sustainably and the organisation must refrain from entering a cycle of short term solutions that will constantly drain resources.
4. That the quality and dedication of professional, skilled staff is key to the effectiveness and reach of a project.
5. That the fewer households per latrine mean there is a greater likelihood they will be used effectively and well maintained.
6. That to generate a WES committee accepted and respected by the community, whilst the organisation can facilitate and provide guidance, the ultimate selection criteria and election of members must lie with the community. In Somali society women are respected and trusted, however, it has not been common in the past for women to be on the same committees as men. Hence, an organisation must not force their inclusion it must be a gradual approach whereby women are able to demonstrate their own capabilities therefore, gaining further respect and responsibility and encouraging the inclusion of more women in the future.
7. That providing people with information and the means to act on it can be an empowering process and before an organisation undertakes awareness raising or training projects they

should ensure the facilities, resources and tools are available to allow people to use their knew knowledge. Teaching people, for example, the importance of not defecating outside but also ensuring they have the resources locally to construct latrines enables them to act on the knew information. Additionally, training technicians to repair and maintain systems but also providing them with the tools to be able to carry out these repairs.

8. That ownership must lie with the community if the project is to prove sustainable and this ownership must be emphasised from the onset and throughout the various phases of the project.
9. That utilising local materials and labour wherever possible in a project increases the likelihood of a project being well maintained, duplicated by the community themselves and thus, more sustainable.
10. That including women in projects whilst respecting the traditional gender roles will ensure their inclusion is sustainable and respected as opposed to tokenistic.
11. That situations, particularly emergency situations, are dynamic and in order to produce an appropriate and effective response an organisation must be able to adapt to circumstances as they change and maintain a level of flexibility that allows them to continuously seek ways to improve their response.
12. That it is essential to actively involve communities as far as possible in each stage of a project to enhance its effectiveness, ownership and sustainability.
13. That when contracting local organisations and procuring local equipment the processes must be transparent and open to ensure all local organisations have equal opportunities and to prevent resentment and conflict amongst them. This openness and willingness to strengthen local capacity will gain NCA further respect from the local population.
14. That staff retention at all levels is important in meeting targets, standards and requirements effectively.

15. That ACT's future evaluations should include both national and international consultants where possible. When brought together, national and international consultants can draw on both local and international expertise whilst combining contextual insight with broader principles.

## 7.2 Recommendations for NCA and the Wider ACT Alliance

The following recommendations are in the order they appear in the report and not particularly the order of importance.

1. That NCA open a dialogue between the nomadic population surrounding Baq Baq and the resident community to raise awareness; discuss the issues; investigate amongst the nomadic population the reasons for protesting against covering the source; establish the reasons why the WES committee are not able to prevent rubbish blocking the water source; and ultimately seek possible solutions. It is possible the WES committee require further training or need greater incentives from the community that will allow them to spend more time policing the system and ensuring people clear their rubbish.
2. That NCA considers refresher training in the future for WES committees in areas that have received large numbers of IDPs. This training should encourage the WES committees to continue raising awareness amongst the community whilst educating any new members of the community about hygiene and sanitation practices and latrine construction. This will ensure the overall health risks to the community are reduced as everyone uses good sanitation and hygiene practices water-related illnesses will decline and survival chances will increase.
3. That NCA investigate whether the communities of Falah Falah and Qundheed have constructed any latrines and if not they undertake small latrine construction projects in these two locations. This will reinforce the WES training and will reassure communities that NCA is a sound organisation, committed to completing their work.
4. That NCA consider employing a female Assistant Community Development Officer. NCA is planning to continue their activities in the region and the Community Development Officer is primarily responsible for capacity building, which is a massive task and it will become difficult for him to carry out this work alone. Additionally, the presence of a strong female member on NCA's team will have many benefits such as setting an example, encouraging women to speak out in discussions, encouraging more women to be further involved in future projects, providing a strong role model for young

women and allowing men to see how women are highly capable of reaching positions of responsibility and achieving good results.

5. That NCA continue to offer staff training where appropriate as staff development must be a continuous process to ensure high standards are maintained, capacity is built and that projects and programmes can constantly be improved.
6. That NCA continue its stance on the replacement of stolen and vandalised pieces of equipment in Puntland and programmes elsewhere. An organisation that replaces stolen goods without discouraging future thefts is actually encouraging an increase in crime and a vicious cycle of thefts and a dependence on replacements from organisations.
7. That NCA continue to support and encourage the private organisation Anjeel and encourage other communities to consider privatising their water projects. This privatisation has reduced theft and vandalism and ensured any breakdowns are quickly amended. This type of privatisation has greatly enhanced the sustainability of the projects.
8. That NCA consider providing WES committees and technicians with refresher training and they encourage WES committees to visit one another to share experiences and problems encountered. This also continues to motivate WES committees and strengthen their roles within the society. NCA should consider further training for the WES committees where the water projects have been privatised. This will help the local private organisation and also ensure the WES committees understand their new roles and continue to take responsibility ensuring corruption is limited and water remains accessible for all.
9. That future needs assessments are conducted by experts in the necessary sectors. This will enable initial plans, designs and ideas to be discussed during the needs assessment, which is of particular importance in emergency contexts where timeliness is crucial. This will also allow realistic projects to be proposed.
10. That when sourcing materials from abroad a series of options are explored to ensure the most cost effective option is adopted from the onset. In addition having alternative

options available means should any problems be encountered with the existing source the materials can be quickly sought from elsewhere and the projects will incur no or few delays.

11. That NCA continue to use reputable local contractors where they will be cost effective in order to strengthen local organisations and build capacity.
12. That NCA maintain and strengthen their focus on the inclusion of both men and women in their projects.
13. That if NCA are planning on expanding their programme in Puntland they consider employing a local monitoring officer that will ensure progress at all project sites is closely monitored enabling any problems to be identified and dealt with immediately and to improve the planning of future projects to prevent these problems reoccurring. This detailed monitoring will also aid future evaluations.
14. That NCA Nairobi meet with ADRA Nairobi, allowing both organisations to gain a fuller understanding of the others work and examine possibilities for future collaboration.
15. That NCA, Diakonie Germany and LWF establish a Somalia ACT Forum (based in Nairobi) to increase the efficiency and effectiveness of responses to emergencies through improved preparedness and coordination. The forum should be created according to ACT International's Revised Policies and Guidelines (2007) for establishing national and regional ACT forums, which will help maintain common standards and procedures throughout all ACT forums worldwide.
16. That NCA provide ACT International with human interest stories and photographs as soon as possible.
17. That NCA continue working in Puntland. There remain many communities in great need of assistance. Further work is required to build the capacity of the local population and their ability to cope with future disasters. NCA should utilise their Gedo programme as an example to consider broadening their Puntland programme to include similar elements such as the cross-cutting issues – Gender, Protection, HIV/AIDS and FGM. As the Gedo

programme has illustrated, the integration of these elements within the Puntland programme will support and improve the sustainability of NCA's work to date.

### **Recommendations for ACT and their Wider Alliance**

1. That ACT CO consider undertaking a detailed review of their Appeals process to identify weaknesses and areas in need of improvement. This will strengthen current Appeals and ensure more efficient and quality Appeals in the future.
  
2. That ACT CO consider offering regular training sessions for the Programme and Finance staff of their Members to raise standards and improve efficiency. Additionally, this will ensure Members responding to future emergencies will already have the knowledge and systems in place to adequately and effectively meet ACT's reporting requirements and the specified deadlines.
  
3. That ACT evaluations include a briefing for at least Team Leader in the ACT Coordinating Office in Geneva. Due to time restrictions in this evaluation it was decided a series of teleconferences would be conducted instead of a briefing in Geneva. These teleconferences were highly useful and informative, however, it would have been impossible for everyone involved in the NCA tsunami response programme at ACT to join in. Furthermore, electronic communications can also be less effective, for example, questions can be misinterpreted and it can prove a lengthy process as unlike conversations, immediate answers and follow up questions are not possible. A one-two day briefing would prove more efficient as the Team Leader would be able to meet and interview all those involved, thus gaining a comprehensive understanding of the situation in a short period.

## **Annex 1. Evaluation Timetable**

- 04/10**            **Teleconference**  
ACT International (Program Officer, Africa, Michael Hyden), Evaluators (Joanne Rose and Abdi Hassan Muse).  
The evaluation later contacted other members of ACT International involved in the Somalia programme including, the Programme Officer, Asia, Pacific & Europe (Michelle Yonetani), Communications Officer (Callie Long), Finance Officer (Jessie Kgroeadeira) and previous ACT Project Officer for Somalia (Henrik Olson). The evaluation was in continuous communication with ACT International throughout the evaluation.
- 09/10**            **Teleconference**  
ACT International (Michael Hyden), Evaluators (Joanne Rose and Abdi Hassan Muse)
- 16/10**            **Teleconference**  
ACT International (Michael Hyden), NCA (Dr Berhane Woldemichael), Evaluators (Joanne Rose and Abdi Hassan Muse)
- 18/10**            **Briefing, NCA Nairobi**  
Area Representative Kenya, Somalia & Uganda (Kirsten Engebak), NCA Somalia Programme Coordinator (Dr Berhane Woldemichael), Evaluator (Joanne Rose)  
**Interview with Diakonie Germany**  
Regional Coordinator (Roland Kilian Schlott) and Evaluator (Joanne Rose)
- 19/10**            **Document review**
- 20/10**            **Document review**
- 21/10**            **Travel to the Garowe, Puntland**  
Introduction to NCA field team, Garowe. Finalisation of field programme.
- 22/10**            **Field Visits**  
**Bender Beyla:** Courtesy meeting with local authorities, Town Mayor and District Commissioner.
- 23/10**            **Field Visits**  
**Aris:** Solar electromechanical water project, establishment of WES committee and 10 latrines constructed.

Meetings with local authorities, the WES committee and the local community.

**Bender Beyla:** Electromechanical water project and establishment of WES committee.

**24/10**

**Field Visits**

**El Dhidir:** Electromechanical water project, establishment of WES committee and 15 latrines constructed.

Meetings with local authorities, the WES committee and the local community.

**Dhuudo:** Solar electromechanical water project, establishment of WES committee and 26 latrines constructed.

Meetings with local authorities, the WES committee and the local community.

**25/10**

**Field Visits**

**Budan Buto:** *Berkad* project, 13 metres x 7 metres, implemented by local contractor KDO

**Badweyn:** *Berkad* project, 13 metres x 7 metres, implemented by local partner contractor SWV

**26/10**

**Interviews with NCA Staff**

Programme Coordinator Somalia (Dr Berhane Woldemichael)

Team Leader (Yusuf Abdulkadir Haji-hirsi)

Field Accountant (Khadija Said Hassan)

**27/10**

**Interviews**

PSAWEN, Regional Water Coordinator (Hersi Hassan Nadif) under the Presidents Office and Ministry of Public Works

HADMA, General Manager (Abdullahi Abdi Rahman Ahmed)

KDO, Director, Manager and Assistant

SWV, Director and Assistant

**28/10**

**Meeting with the President of Puntland**

**Interviews**

SC UK, Programme Manager (Gareth Crawford)

NCA Technical Project Supervisor/Electromechanical Technician (Alfred Simiyu)

NCA Community Development Officer (Ahmed Abdullahi Hassan)

**Debrief**

Evaluation team, NCA Puntland staff and NCA Programme Coordinator.

**29/10**

Travel to Nairobi

- 30/10** Travel to the UK
- 16/11** First draft of the report completed and distributed for comments between the evaluators
- xx/11** First draft of the report distributed to NCA for comments.
- Xx/11** First draft of the report distributed to ACT International for comments

## **Annex 2. Sample Questions/Issues Discussed with WES Committees and Communities**

The following questions were never asked in a list and only provide a sample of topics covered. Evaluators maintained conversation style discussions allowing the follow up of any interesting issues and to gauge the power relations within the communities and committees. The evaluation always invited and encouraged participants to discuss other issues, which they felt were important. Answers to the questions asked and issues covered were all helped through observations and follow up interviews with individuals where necessary.

Name of village, name of sub-clan(s) present in the area, number of people on the elders committee.

History of the village/town and life before the Tsunami.

What happened when the Tsunami came and what structures were affected?

Before NCA implemented activities where and what was the main source of water?

Did any animals or people ever suffer/die from dehydration?

What illnesses were most common in this area and what illnesses are most common now?

Has this area received many IDPs? How many are living in this village/town?

Has there ever been conflict in this area over water? How was it resolved?

When and how did the community first meet NCA?

What was discussed during this meeting?

How much time was there between first meeting NCA and the completion of the water point?

How are decisions over water taken within the community?

What did NCA initially propose in this community?

Were the community involved in the needs assessments, planning, designing and selecting the type of water system to be installed?

How has the community been involved in the various stages of project construction?

Since this water system has been installed has it ever broken down?

How have things changes since the installation of this water system?

Does anyone ever have problems when using the water points?

How were the WES committee members selected?

Who attended training sessions and what topics were covered within these – examples from both men and women?

How have you used the training?

What are the daily roles of the WES committee?

What are the different duties, roles and responsibilities within the committee?

How could the WES committee improve?

How did the men feel towards having female members on the committee?

Would they like to see more female members on the committee?

To what extent does the WES Committee receive support from the Elders Committee?

How often does the WES Committee meet with the Elders Committee?

What is discussed within these meetings – examples of topics discussed in the last meeting and examples of who said what to provide insight into the level of female participation within these meetings?

Has there ever been conflict over the water point?

How was this conflict resolved?

Has the WES committee carried out awareness raising activities with IDPs entering the village/town?

How does the water taste? Does this change between seasons?

How many nomads come to this area for water? How far have they travelled?

Does anyone receive free water? Who? Why? How long will they continue to receive free water?

**Annex 3. Table 1. Numbers of Trained WES Committees**

<b>Town/Village</b>	<b>Number of WES Committee Members</b>	<b>Male</b>	<b>Female</b>	<b>Training Completed</b>	<b>No. Latrines by NCA</b>	<b>Comments</b>
<b>Bender Beyla</b>	11	4	7	✓	0	OTP constructed latrines and then community members continued to construct their own
<b>El Dhirdir</b>	11	7	4	✓	15	
<b>Aris</b>	11	7	4	✓	10	
<b>Dhuur</b>	11	5	6	✓	15	
<b>Dhuudo</b>	11	4	7	✓	26	Over construction
<b>Baq Baq</b>	11	8	3	✓	20	Over construction
<b>Qundheed</b>	11	6	5	✓	0	Funds ran out
<b>Falah Falah</b>	11	5	6	✓	0	Funds ran out
<b>Suuj</b>	11	7	4	✓	10	
<b>Haji Khayr</b>	5	4	1	✓	0	ADRA constructed 6 latrines
<b>Budun Buto</b>	5	2	3	✓	0	ADRA constructed 6 latrines
<b>Badweyn</b>	5	2	3	✓	0	
<b>Gubato</b>	5	5	0	✓	0	
<b>Diilin</b>	5	3	2	✓	0	
<b>Hamhamaa</b>	5	5	0	✓	0	
<b>Total</b>	129	74	55	15	96	

Annex 4. Table 2. Project Status

Project Site	Type of Water Project	Date Handed Over to Community	Current Status and Comments
<b>Baq Baq</b>	Solar Electromechanical	July 2006	Non-functional after repeated blocking
<b>Suuj</b>	Electromechanical	June 2007	Non-functional but the pump is soon to be reinstalled by NCA
<b>El Dhiridir</b>	Electromechanical	February 2006	Fully functional
<b>Dhuudo</b>	Solar Electromechanical	February 2006	Fully functional. No theft and no damage of any part of the system.
<b>Aris</b>	Solar Electromechanical	March 2006	Fully functional. The Mayor and District Commissioner of Bender Beyla met with Aris community and explained their new system of privatisation. As a result Aris community decided to contract the organisation operating in Bender Beyla and adopt the same method of privatisation. The WES committee
<b>Dhuur</b>	Solar Electromechanical	July 2006	Functional. One of the solar panels has been damaged so the pump is not functioning to full capacity. Community is now saving money from the selling of water to purchase a generator that can replace the solar panels and increase the power.
<b>Bender Beyla</b>	Electromechanical	May 2006	Fully functional. System privatised and is now ran by Anjeel, The mayor called a village meeting and they realised there system was not sustainable without a private organisation. Water taps have been constructed in a number of households and water meters installed in 180 homes. Money is collected on a monthly basis.
<b>Falah Falah</b>	Electromechanical	October 2006	Awaiting re-installation of pump. The pump was stolen in February 2007 and the community came to NCA and requested a new pump. NCA explained it was their pump and their responsibility so they should retrieve it. In May 2007 the pump was retrieved and taken to NCA. NCA have agreed to re-install the pump.
<b>Qundheed</b>	Electromechanical	January 2007	Fully functional. No theft and no damage of any part of the system.
<b>Budan Buto</b>	Berkad	April 2007	Fully functional and the <i>berkad</i> currently contains water despite the lack of rains. A local contractor, KDO, carried out the construction work. This <i>berkad</i> was extended as the community worked very hard and dug much longer. This <i>berkad</i> was 4m longer than the

			standard and the community bought the extra materials themselves and the contractor used these materials for the extension. Work was delayed as limestone rock was encountered and many tools were damaged. The contractor purchased new tools and also obtained some specialist tools to complete the project.
<b>Haji Khayr</b>	Berkad	April 2007	Fully functional and the <i>berkad</i> currently contains water despite the lack of rains. A local contractor, SWV, carried out the construction work. Slightly better rock.
<b>Badweyn</b>	Berkad	April 2007	Fully functional and the <i>berkad</i> currently contains water despite the lack of rains. A local contractor, SWV, carried out the construction work. The contractor purchased new tools and also obtained some specialist tools to complete the project.
<b>Diilin</b>	Berkad	April 2007	Fully functional and the <i>berkad</i> currently contains water despite the lack of rains. A local contractor, KDO, carried out the construction work. The contractor purchased new tools and also obtained some specialist tools to complete the project.
<b>Gubato</b>	Berkad	April 2007	Fully functional and the <i>berkad</i> currently contains water despite the lack of rains. A local contractor, KDO, carried out the construction work. This <i>berkad</i> was extended as the community worked very hard and dug much longer. This <i>berkad</i> was 4m longer than the standard and the community bought the extra materials themselves and the contractor used these materials for the extension. The contractor purchased new tools and also obtained some specialist tools to complete the project.
<b>Hamhamaa</b>	Berkad	April 2007	Fully functional and the <i>berkad</i> currently contains water despite the lack of rains. A local contractor, SWV, carried out the construction work. The contractor purchased new tools and also obtained some specialist tools to complete the project.

## **Annex 5. Documents Consulted**

ACT International Appeals: Asia Earthquake and Tsunami Appeal Revision 2 and 3

ACT International Evaluation Guidelines

ACT International Vision, Mission and Value Statement

ACT International. Code of Conduct on Sexual Exploitation Abuse of Power and Corruption for Staff Members of the ACT International Alliance

NCA (July 2006, September 2007, October-March 2007) Interim Reports: Water and Sanitation Program in Response to Tsunami in Somalia.

NCA (December 2004 -March 2005, April-June 2005) Progress Reports: Tsunami Intervention in Bender Beyla and Eyle.

NCA East Africa Regional Strategic Plan 2005-2009

UNDP (2004) Somalia Watching Brief: Analysis of Macro-Economic Situation in Puntland.

UNDP (March, 2005) Tsunami Inter-Agency Assessment Mission: Hafun to Gara'ad, northeast Somali Coastline 28 Jan – 8 Feb 2005.

Sphere Handbook

United Nations Office of the Special Envoy for Tsunami Recovery (2006) The Human Toll

WFP (2007) Somalia Country Brief

[http://www.wfp.org/country\\_brief/indexcountry.asp?country=706](http://www.wfp.org/country_brief/indexcountry.asp?country=706)