

NORWEGIAN CHURCH AID

PROGRAMME EVALUATION REPORT



SOMALIA PROGRAMME ACTIVITIES IN GEDO, PUNTLAND AND MOGADISHU

Submitted By:

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EXECUTIVE SUMMARY

This is an evaluation report for Norwegian Church Aid (NCA) supported Somalia Programme activities in Gedo, Puntland and Mogadishu. The report covers 3-years (2008 through 2010) implementation. The overall objective of the evaluation was to determine whether or not the project achieved its stated objectives and its impact both as a life saving programme as well as a long-term intervention for livelihood security. This evaluation has also come at a time when

NCA globally is preparing a new 5-year long term strategy (GLS) which will inform the new strategy process. Acacia Consultants Ltd was contracted to lead the evaluation and the field work was undertaken between September 18th and 26th 2010.

The programme design envisaged an integrated approach that combines and promotes emergency, development and practical elements of advocacy to deliver a comprehensive communities' support package. NCA applied both hardware and software intervention approaches to achieve the desired objectives. The hardware interventions which involved development of water supply, education, agriculture and income generating activities are carefully tied together such that they benefit and draw synergies from the soft-ware components which include hygiene and sanitation education, gender, peace building and HIV/AIDS. NCA's strategies are grounded on the principles of *do-no-harm/Humanitarian Accountability Partnership* (HAP) and aspects of *rights based approach* in the course of the programme implementation.

The evaluation applied participatory methods for collecting relevant information which included: literature review, Focused Group Discussions (FGDs), Key Informant Interviews (KIIs) and Community Consultative meetings. In order to include quantitative aspects of the evaluation, semi structured questionnaires were administered to beneficiaries who were doing agriculture and to communities who had benefited from water supply system. Other methods used included field observation/direct observations and validation; and photography. The field information was analyzed and used in the development of this report.

1) Evaluation Findings:

The key findings of this evaluation are consolidated and presented according to the thematic areas of interventions. However, the presentation on the relevance and efficiency of the programme has been generalized. The key findings are:

a) Relevance:

This evaluation found the programme to be relevant and appropriate because of the following aspects:

- i) The severity of violence and conflict has increased rendering Somalia to plunge further into emergency situation threatening human dignity and survival. The situation is further exacerbated by the chronic drought that had increased food insecurity, thus fuelling the conflict. Against this volatile environment, NCA has strategically positioned itself such that it is able to provide humanitarian support to needy communities as well as facilitate transition to recovery as well as undertake long-term community development initiatives.
- ii) NCA has been supporting education activities for the last 17 years in Somalia. Education is one of the most powerful instruments for reducing poverty and inequality, and for laying the basis for sustained economic growth, and building human resource capital. Right to education is one of the global rights for children, and more so for Somalia and other conflict-laden countries. Education is equally a child protection strategy (protection from recruitment as child soldiers) and a means to building lasting peace. Under emergency response, NCA initiated emergency schools which supplemented the permanent schools. Emergency schools were built of tents with cemented floors and they received teaching materials from UNICEF. Feeding programmes in such schools was supported by WFP. Like the permanent schools, emergency schools responded to satisfying mainly IDPs' hope for life, prepared young people for future roles of rebuilding the country and above all, acted as a platform for promoting peace.

b) Efficiency:

- i) NCA achieved most of the planned activities for 2008 to 2010 period. In 2008 for example, all the planned targets were achieved although there were adjustments. One of the adjustments was in response to emergency after some 35,000 people were displaced as a result of the border conflict between Puntland and Somaliland. Since many organizations were hesitant to answer to humanitarian pleas, NCA intervened to save life in dangerous and inaccessible places in Sool Region. In spite of the success of the programme, the evaluation noted that the planning was done on an annual basis, with no clear implementation monitoring and tracking tool. This made it difficult to address issues related to the timeliness of input and output realization. This problem was addressed by 2009 M&E Guidelines introduced by NCA to guide a systematic annual reporting and tracking of programme implementation performance. The guidelines provide a comprehensive package covering all aspects of NCA internal and external operations including organization development and institutional aspects. The guidelines contain simplified tools for collecting essential data which was found to be easy to administer and to analyze. If they are adopted and applied accordingly, they have the potential to efficiently improve the programmes reporting; strengthen internal and external relations; strengthen partners' institutions and M&E.
- ii) NCA has a detailed operational and human resource guideline that helped to guide administrative processes for the local partner organizations. However, there was low level of awareness of these guidelines at the field level.
- iii) Information transfer between the field office and Nairobi was found to be efficient and effective. This was evident during the planning of this review. Communication between NCA staff in Nairobi and the team leaders in the field was good and instantly responded to through email. It was further noted that whenever there was need, telecommunication was effectively used although relatively more expensive.
- iv) NCA spent substantial financial resources and time to enhance capacity of community institutions. These include Community Education Committees (CECs), water committee and religious leaders among others. While considering the expansive area of coverage and the harsh environment within which NCA operates, strengthening of the community structures was noted to have enhanced the quality of community leadership and improved advisory skills to the beneficiary communities by the partner organizations.
- v) NCA partnership with local organizations was an efficient strategy that provided opportunities for community driven implementation approach to realizing programme goals. The approach was demonstrated to save time, resources and reduced transaction costs/trade-off that would have been incurred if NCA was implementing directly given the volatile environment in Somalia. Moreover, as a facilitator, NCA is in a better position of ensuring efficient delivery and consumption of goods and services of humanitarian assistance programme.

c) Effectiveness:

- i) Education activities:
 - Overall, the education component supported 11, 255 students (5990 m: 5265 f) across the region, mainly with support of SADO and Development Frontiers International (DFI), Local Non Governmental Organizations (LNGO) partners.
 - Education is the flagship component of NCA programme in Somalia. This is one area the evaluation established that many organizations shy away from because of the high cost associated with education and where impacts are also usually long-term in nature. In Gedo, NCA has been supporting education activities for the past 17 years and directly supports 25 primary schools and 2 secondary. Also, 245 teachers (193 m: 52 f) & 154

Community Education Committee members (99 m: 55 f) from the 43 schools received capacity building to enhance their knowledge and skills to undertake their duties. NCA hires, pays and trains the teachers. It trains the teachers, providing learning materials and organizes school examination/certification directly. NCA through DFI and Social-Life & Agricultural Development Organization (SADO) as partners also supports 8 and 2 primary schools respectively. While, In Puntland, NCA supports two primary (Dhingale and Dangorayo) and two vocational schools (CeRID and Garowe Vocational Training Centre (GVTC)), respectively.

ii) *Water and Sanitation (WATSAN):*

Using 2010 as an example, the following outputs were realized:

- 130,655 beneficiaries, including 120,000 IDP in Mogadishu were able to access water from within 2 kms of the water points. Out of these 65% were women and women headed households in Gedo and Mogadishu.
- A total of 36 shallow wells were cleaned and rehabilitated after years of neglect. This improved access to water for 14,400 people in Elwak district in Gedo region.
- 5 water tanks (2 tanks for 30m³ and 3 tanks with 10m³) were supplied, installed and connected to ground pipeline systems in Bula Hawa and Bardera districts and in Agriculture University in Mogadishu Afgooye corridor.
- 78% of the sampled households reported to have a latrine which was in use either by the entire members of the household (56%) or by some of the members of the households (22%). The other members (22%) had no access to use of latrines which is still a substantial proportion.

iii) *Protection in Natural Disaster and Complex Emergency*

The most noticeable achievement of NCA includes, first the speed at which the programme responded to the emergency which averted occurrence of humanitarian crisis. Secondly, the efficiency in implementation of the WATSAN project such that more people benefitted than initially planned. This demonstrates the enhanced capacity owned by the NCA implementing partners. However, some scattered incidences of inefficiency in the delivery of emergency services were reported, for example, water trucking was noted to be inconsistent in both water delivery and allocation.

More specific activities demonstrating efficiency in 2009 include:

- The programme benefited 98,652 beneficiaries from its activities that included water trucking that delivered 8,822,000 liters of water in a month to 42 villages. The communities constructed 458 latrines and each household received a latrine slab and digging tools. To build local capacity, the programme targeted right holders and were trained on emergency PHAST, hygiene promotion and awareness using the media.
- The WATSAN interventions planned to reach 58,020 people from 9,670 households which consisted 30% women, 25% men and 45% children in Puntland. The programme surpassed the target by 60%, reaching 98,652 people from 16,442 households, comprising of 20% men, 40% women and 40% children.
- NCA distributed Non Food Items (NFIs) in the Sool and Sanaag regions on Puntland where 7,800 households benefited.
- The field based demonstration extension methodology was undertaken for farmers. Among the technologies taught were; use of ox plough and crop spacing among other.

The demonstration of technologies was noted to be a powerful tool for skills transfer since trainees learn by doing. It is the most suitable media for adult learners especially where illiteracy is high.

iv) *Gender Based Violence:*

- Although not quantifiable, reduction in gender based violence (GBV) and other harmful cultural activities have declined. For instance, through use of sheiks and imams, the female genital mutilation (FGM) has been discussed and is being discouraged in mosques. Also, because of openly discussing gender related issues, more women are being accepted and involved in community development initiatives such as water committees and Community Education Committees (CECs).
- With support of NCA, in Gedo, Dialogue Forening (DF) and the Somali Relief and Development Organization (SORDO) continued to engage in women empowerment activities. These activities were geared towards deepening women's involvement in productive activities while broadening their capacity and space for decision making and raising awareness on culture-based right deficits that women and girls face, such as FGM. DF membership includes men who are mainly religious leaders.

v) *Conflict Transformation and Peace Building*

NCA has decisively and consistently engaged the beneficiaries in conflict resolution and peace building activities. Some of the actions taken included: counter piracy activities, dubbed, Alternative Livelihoods to Piracy (ALP) implemented in coastal areas of Puntland and intended to reverse the dangers posed by pirates and piracy activities. This programme component involved conflict resolution skill development of religious leaders as key respected opinion leaders who used religion to demonstrate the ills of piracy, as 'haram', among others. The following are the component achievements:

- Through workshops and public fora, Somalia Women's Vision (SWV) managed to covert and create awareness of ills of piracy to 90 youth who were in piracy business before. They had targeted 5 villages (Garowe, Bosasso, Bargal, Ely and Pandar Mbalya) which are the hot spots for piracy activities. In Garowe, over 100 people who were mainly pirates participated in the public for discussions.
- Interview with the religious leaders revealed that antipiracy interventions is the best strategy to win back youth from the activities that is destroying youths morality as well as negatively impacting on the Muslim faith. So far, 3 villages (village leaders, community members and youth) have declared zero tolerance to the piracy activities and their villages declared a no-go-zone for pirates. Three other villages were expected to make similar declaration.
- The peace caravans organized by women lobbyists have emerged as a powerful tool to peace building. NCA Somalia has worked to involve women in peace initiatives through annual peace caravans run by women and youth during the 16 days of activism on violence against women (26th Nov – 10th Dec). In Puntland, NCA supported the Ministry of Women Development and Family Affairs (MOWDAFA) in marking 16 days of women activism against violence.

vi) *HIV/AIDS:*

- Although the prevalence rate in Somalia is statistically estimated at only 1% (at 1.5% for Somaliland, 0.9% for Puntland and 0.5% in South Central areas), the fact that there exist

high interactions with the citizens from the neighbouring countries, like Kenya which has a prevalence rate of 7.4%, the strategy of mainstreaming HIV/AIDS is well placed.

- In 2009, for example, an estimated 43,662 people were reached with HIV/AIDS messages through trainings, field outreaches and awareness processions. This was done partly by DF activities supported by NCA.
- The evaluation confirmed that there was a high level of awareness amongst the community and the cultural barriers discouraging HIV/AIDS open discussion have been, to a larger extent, broken.

vii) *Implementation through Partners:*

NCA has developed partnership with key local NGOs who to a large extent implemented the Somali programme. Owing to the volatile context under which NCA operates, this review found the partnership arrangement as the best, sustainable and most realistic option for realizing the programme goals and objectives. To counter the challenges of management of the productivity, among other measures taken, NCA responded by hiring a trained field team, especially in Puntland to spearhead the coordination of the implementation through partners. The evaluation has confirmed that the field team leaders were efficient – they had clear vision (planning, organizing, directing, coordinating, budgeting, reporting and M&E), especially as provided in the newly rolled out Somalia M&E guidelines.

viii) *Relationship with Local Authorities:*

With long experience of working in unruly Somali, NCA has developed strategies to deal with the “powers that may be”. The Do-No-Harm (DNH) approach has been mainstreamed in all the NCA activities to ensure acceptability; besides strongly emphasizing humanitarian assistance code of ethics to guide the organization, the staff, internally and external environment.

d) Programme Impact

i) Education:

- School enrolment has increased over the years due to the support given through NCA. Importantly, the enrolment of girls has been growing against unfavourable socio-cultural factors that particularly inhibit girl child education. By the end of 2009, NCA had 11,255 children (5990 boys, 5265 girls) who were retained in school for at least 95% of school calendar.
- Performance has generally been improved, for example, in 2008, NCA supported school in Gedo had 80 grade 8 candidates out of which 97.5% scored the requisite pass mark. In 2009, the number of total students increased to 97 candidates comprising of 64 boys and 33 girls. However, the performance was not as impressive as that of the previous year as only 75% attained the requisite pass mark.
- The learning environment has been enhance through improved learning facilities: NCA constructed 48 semi- permanent classrooms, 17 permanent units, 52 units rehabilitated and 13 classroom verandas, and 1 meeting hall were constructed by the program. In addition, 15 kitchens, and 4 rain water harvesting facilities have constructed.

ii) WATSAN

The improved water supply system and sanitation resulted in increased amount of water in quantity, quality and reliability as well as in reduced water prices and improved environmental hygiene in households, IDPs camps, and schools. Generally women and children had more time

for other activities. The specific impacts were: (i) Improved hygiene, thus decreased water related diseases; (ii) Reduction in household expenditure. The savings could be directed to other use including enhancing food security; (iii) Change of practice, attitude and beliefs towards use of toilets (about 18 new toilets were constructed by individual village members with no financial support); and (iv) Improved access to water supply above the Somalia WASH guidelines minimum of 5 litres and SPHERE Standards of 7.5 to 15 litres per day per person. For example, households served by water supply in Pandar Mbalya consumed up to 17.3 litres of water per day per capita. In Mogadishu, 53.8% of respondents sourced their water from NCA drilled borehole water supply system (48.7% from drilled boreholes and 5.1% from kiosks). 13.2% of the households interviewed consumed up to 60 litres of water daily or 7.1 litres per capita, 39.5% up to 100 litres while 47.4% used over 100 litres or, at the minimum 11.8 litres per capita from the 8.5 average household size. All of this is above the Somalia Wash guidelines and fairly within SPHERE standards.

iii) Emergency Intervention

Due to the comprehensiveness of the interventions, the following short-term outcomes were identified:

- In 2009 drought instigated emergency intervention in Nugaal and Karkar/Bari and Ceyn/Ayn regions of Puntland reached 98,652 beneficiaries from 42 villages. Besides saving human life, the suffering of the right holders were mitigated from infections after the reversal of likelihood of water borne and hygiene related disease outbreaks through intervention in provision of water and sanitation facilities. PHAST training helped in the improvement of hygiene through change of behaviour, attitude and practices.
- Distribution of NFIs saved the population from dying of hunger and improved the human dignity through provision of bedding kits. For example, NCA distributed non food items in the Sool and Sanaag regions of Puntland. A total of 7,800 households, constituting of 1300 NFI kits (blankets, plastic sheet, Jerri-cans, sleeping mats and a kitchen set were provided in 2009.
- NCA together with the UN system emergency interventions saved the lives of people and their main lines of livelihoods. The interventions included in WATSAN and NFIs.
- The most noticeable aspects of NCA include; firstly the speed at which it responded to the emergency which averted occurrence of humanitarian crisis and secondly, the efficiency in implementation of the WATSAN project such that more people benefitted from the initially planned. This demonstrates the capacity owned by the NCA implementing partners.

Key impact from the agricultural interventions includes: yield increase; increased acreage under cropping; more investors from the Diaspora; and increased income profitability. In addition, farming methods improved including diversification of crops due to trainings.

iv) Gender Based Violence

The impact associated with the interventions included:

- The emergence of women activists lobbying and advocating for the rights of women and children, particularly rights of the girl child.
- Women are gradually being integrated in leadership positions. It was observed that in all the community institutions visited, at least a third of the committee members are women,

- Provision of alternative livelihoods to former practitioners of FGM. In Gedo, women given seed money amounting to US\$200 in 2009 have invested in small businesses. After one year in business their capital base has increased to US\$3,000

v) Transformation and Peace Building

Anti-piracy dominated the activities in this sector in 2009/10. In May 2009, NCA and GVCT entered into an agreement to train 600 youth who previously were involved in piracy activities with a view of rehabilitating them through provision of relevant skills to help them engage in alternative livelihood activities. During the time of the evaluation, the first batch of 50 trainees had just completed the vocational training and the new group had 2 days training programme that was to take them 3 months. On completion, the graduates are equipped with a tool box to signify their preparedness to start business. In addition, a total of 75 former pirates will acquire business skills and be provided with start off capital of US\$300. The training of the first batch of 25 trainees on enterprise development was at the time of this review ongoing at Garowe and was being facilitated by SORDO.

In addition, peace caravans organized by women lobbyists have emerged as a powerful tool to peace building. NCA Somalia has worked to involve women in peace initiatives through annual peace caravans run by women and youth during the 16 days of activism on violence against women (26th Nov – 10th Dec). In Puntland, NCA supported the Ministry of Women Development and Family Affairs (MOWDAFA) in marking the 16 days.

e) Programme Sustainability:

The starting point towards building of sustainability strategies is the strengthening of the community governance structures. All along, the project activities had been implemented with great consideration of participation and involvement of the beneficiary communities. The training in utilization of the new farming technology enhanced beneficiaries farming skills. The case of Qaidow and Hufey in Gedo where communities dug the latrines through a self initiative is showcase of the community's own drive after acquiring the requisite awareness and PHAST training.

However, despite the progress made in education sector it is not sustainable. The proposed phase out of the sector by new GLS will result in disastrous impact. It is the opinion of the evaluation team that the project has largely succeeded in establishing community participation and ownership, but the ability to sustain the interventions supported by NCA at this point in time is not likely unless and until the security situation improves. NCA should reconsider not abandoning education interventions until the Government as a receiving institution is in place. Currently, the instability in Somalia does not allow stable functioning of government.

NCA should scale up its effort in support of livelihood activities, particularly small business which are not weather dependant. This would enable vulnerable households to participate in the development process. Capacity building should continue to be part and parcel of intervention in income generation activities.

f) Challenges Encountered:

- i. Intensification of conflicts as the Transitional Federal Government (TFG) lost control of key holdings against Al Shabaab. Major setbacks were encountered within and surrounding Mogadishu resulting in displacement of over 1 million people. Consequently,

- the need for emergency response to save life distracted the implementation in terms of resources reallocation and time factor.
- ii. Change of the administration guards as TFG lost grounds meant that more time was spent in initiating transactions costs as well as devising new tactics and modalities of collaboration with new administration.
 - iii. Failure of the October-November rains (Deyr) in 2008 pushed the population that depended on humanitarian assistance to 46% in Gedo while in Puntland cases of people losing life were reported, thus stifling the gains achieved through tsunami recovery interventions.
 - iv. Although the senior manager and advisor in Nairobi office have superior expertise, the support to the field staff is highly limited by insecurity. Their ability to visit field stations was severely restricted and provision of technical backstopping to staff and partners is insignificant. Gedo and Mogadishu were most affected.
 - v. The lack of skills farming; was compromised by lack of previous farming know-how and skills. As reported by respondents, many households were alleged to have given away the plough since its importance had not been communicated. A rush for the plough occurred when the training was offered and the usefulness was known to the farmers. The introduction of farming technology should have been done concurrently with the training on how to apply the same. However, the plough was delivered first and the training followed later.

2) Key Conclusions:

- Education is the flagship project of the NCA in Somalia. This is one area this review established that many organizations shy away from engaging in mainly because of the high investments associated with it and also since its impacts are usually long-term. In Gedo, NCA has been supporting education activities for the past 17 years. The planned phase out of the education flagship program as guided by the new GLS, will have unfavourable results for the sector. Apart from having put up physical facilities for learning, strengthened the CECs and teachers to ensure effective management of the schools, the situation on the ground that prompted NCA to intervene has not changed much, if anything, it has degenerated as the violence continues to cause havoc day by day. Phasing out requires to be done systematically while ensuring no major interruption to ensure continuity. Phase out should be preceded by a phase down process of carefully scaling down of intervention activities. This has not happened in the case of NCA.
- The lawlessness which manifested itself in increased fighting and counter-attacks has taken a new dimension with the emergence and fast flourishing piracy along the coastal region of Bosaso. NCA has decisively and consistently engaged the beneficiary communities in conflict resolution.
- This review has found NCA implementation strategy through the partners to be efficient and effective and it should be scaled up especially now that the security situation on the ground, especially for Gedo and Mogadishu, continues to worsen as conflicts intensify due to instability in political leadership which oscillates around the militia and the TFG. Besides the violent environment, the partner LNGOs capability was found to be satisfactory with good track record with donor community. This review also established that in general the partners have good reputation and are trusted by the community.
- NCA has introduced monitoring guidelines for Somalia programme. The improved reporting in 2010 in terms of targets and indicators will improve monitoring and the implementation appraisal.

3) Key Recommendations:

- The planned phase-out of the education flagship program as guided by the new GLS is untimely and will certainly be a big blow to education sector and hopes of the community and in particular the youth. NCA should do all that it can to ensure that what it has struggled to build for the past 17 years does not go down the drain. NCA should not abandon education support unless and until such a time when there will be a strong institution ready to take up the responsibility. Even when such an institution is eventually identified, a consistent and systematic handing over is recommended. A phase down process is proposed. Phase down refers to the process of scaling down of intervention activities in an area of intervention. This should be done systematically where technical and organizational backstopping is envisaged until such a time when the systems are self sustaining.
- Alternative livelihood targeting piracy is embryonic and an innovative idea that NCA should seriously and consistently promote. The world all over is concerned and is in dilemma on how to combat the problem. NCA has come up with the none-violent strategy anchored on the religion which hitherto, although gradually, has proved its efficacy. More gains are expected as the stakeholders expand their coverage.
- NCA should as much as possible continue working through the partners in order to enhance efficiency in realizing results. In addition, working through the partners minimizes the danger to their staff. In any case, the staffs were found to be doing an excellent job of preparing the logistics, like consulting with the local leadership and the beneficiaries on how the intervention should be carried. These logistics are prerequisite to intervention implementation.
- NCA should strongly support and encourage adoption of the newly introduced monitoring guidelines in order to improve implementation performance through efficient, effective and measurable tracking tools.

Key Lessons Learnt:

- NCA education programme has been the backbone of developmental programmes in Gedo which should be reinforced
- Security is the main constraint and frequently interrupts activities. Access and acceptance of NCA staff has enhanced programme impact and allowed completion of the project.
- Recurrent and prolonged drought challenges can easily disrupt the implementation plan as attention is thereafter focused towards addressing the emergency occasioned by it (drought).
- Media, especially through radio and publicity materials have increased coverage of information dissemination on GBV and other gender concerns, like FGM
- Use of religion to fight piracy and other harmful cultural practices is working and should be expanded. Female youth should also be included in the vocational and business skills training.

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EXECUTIVE SUMMARY	<i>i</i>
ACKNOWLEDGEMENT	<i>xi</i>
LIST OF FIGURES	xv
LIST OF TABLES	xv
LIST OF TEXT BOXES	xv
LIST OF ACRONYMS USED	<i>xvi</i>
1.0 INTRODUCTION	17
1.1 Programme Description	17
1.2 Rationale of the Programme Evaluation	17
1.3 The Scope, Overall and Specific Objectives of the Evaluation	18
1.3.1 The Scope and the Overall Objective.....	18
1.3.2 The Specific Objectives.....	18
2.0 METHODOLOGY OF THE EVALUATION	20
2.1 Study Methodology	20
2.2 Limitation and Source of the Study Bias	21
3.0 KEY FINDINGS OF THE EVALUATION	22
3.1 Overview	22
3.2 Relevance of the Programme Interventions	22
3.2.1 Relevance of the project Design.....	22
3.2.2 Relevance of the Projects Implemented.....	22
3.2.2.1 Relevance of Education Project.....	23
3.2.2.2 Relevance of Water and Sanitation Project.....	23
3.2.2.3 Relevance of Emergency Interventions.....	24
3.2.2.4 Relevance of Cross Cutting Issues.....	25
3.3 Programme Efficiency	26
3.3.1 Efficiency in the implementation of Planned Activities and Output Realization.....	26
Table 2: The number of Workshops held during the Project Period.....	28
3.3.2 Community Structures Strengthening.....	30
3.3.3 Strengthening and working through Local organizations.....	30
3.3.4 Management of information and systems (logistic, administration).....	30
3.4 Effectiveness of the Programme	31
3.4.1 Effectiveness of Implementation of the Education Interventions.....	31
3.4.1.1 Performance Status.....	31
3.4.2 Water and Sanitation Hygiene.....	32
3.4.2.1 Planned and the Implemented Activities.....	32
Table 3: WATSAN Projects/ Activities implemented over the Period under Evaluation.....	34
3.4.2.2 Main Water Sources and Utilization.....	37
Text Box 1: Appreciation of Water supplies support.....	37
3.4.2.3 Hygiene and Sanitation Issues.....	38
Figure 1: Households Owning Latrine Facility.....	38
3.4.3 Protection in Natural Disaster and Complex Emergency.....	38
3.4.3.1 Emergency Interventions.....	38
Plate 1: Water Trucking - Women Queuing for Water.....	39
3.4.3.2 Agriculture and Livelihood.....	40

3.4.4 Cross Cutting Issues.....	40
3.4.4.1 Somali Men and Women Addressing Gender Based Violence.....	40
3.4.4.2 Religions for Conflict Transformation and Peace Building.....	41
Text Box 2: Piracy is Illegal.....	41
Text Box 3: Piracy is against our religion.....	42
Text Box 4: Many Youth are looking for alternative Livelihoods.....	42
3.4.4.3 HIV/AIDS.....	43
Text Box 5: HIV/AIDS Transmission is not clear.....	43
Table 5: Community/ Leaders Perceptions on HIV/AIDS.....	43
3.4.5 Coordination, Monitoring and Management of the Partnership.....	44
3.4.6 Effectiveness of Programme Implementation through Partners.....	45
3.4.7 Relationship with Local Authorities.....	45
Text Box 6: NCA Relation with Community.....	45
3.4.8 Challenges Encountered.....	46
3.5 Impact of the Programme.....	47
3.5.1 Impact from Education project.....	47
3.5.1.1 Increased Enrolment and School Retention in the System.....	47
Figure 2: Schools enrollment; Source: Gedo region, Garbaharey Office.....	47
Figure 3: School Enrolment as in 2010; Source: Gedo region, Garbaharey Office.....	48
3.5.1.2 School Performance.....	48
3.5.1.3 Improvement of the Studying Environment.....	48
Figure 4: Urban and Rural Schools' Dropout Rates.....	49
Figure 5: Urban and Rural Transition Rate to Secondary Schools.....	49
3.5.2 Water, Sanitation and Hygiene Impact.....	49
Figure 6: Benefits accruing from the Water System: the case of Pandar Balya.....	50
Figure 7: Problem with Water System: the case of Pandar Bayla.....	51
3.5.3 Impact on Emergency Intervention.....	52
3.5.3.1. Impact from Pure Emergency Assistance.....	52
3.5.3.2 Impact from Development Initiatives.....	52
Text Box 7: Impact of IGA.....	52
3.5.4 Somali Men and Women Addressing Gender Based Violence.....	53
Text Box 8: Gender relationship.....	53
Text Box 9: Impact of IGA Grant assistance.....	54
3.5.5 Religions for Conflict Transformation and Peace Building.....	54
Text Box 10: NCA Program Impact on Peace.....	54
Text Box 11: NCA activities Impact on Piracy.....	55
3.5.6 HIV/AIDS.....	55
3.5.7 Negative Impact Associated with the NCA Interventions.....	55
3.6 Sustainability of the Programme.....	57
Text Box 12: Necessity of Education In Gedo and Somalia.....	57
Figure 8: Contribution made by the right holders towards Maintenance of the Water Facility.....	57
4.0 CONCLUSIONS AND RECOMMENDATIONS.....	59
4.1 Conclusions.....	59
4.2 Recommendations.....	62
5.0 LESSONS LEARNT.....	65
6.0 REFERENCES.....	66
LIST OF APPENDICES.....	67
Appendix 1: Terms of Reference.....	67

Appendix 2: Field Itinerary.....72

LIST OF FIGURES

Figure 1: Households Owning Latrine Facility	Error: Reference source not found
Figure 2: Schools enrollment	Error: Reference source not found
Figure 3: School Enrolment as in 2010	Error: Reference source not found
Figure 4: Urban and Rural Schools' Dropout Rates	Error: Reference source not found
Figure 5: Urban and Rural Transition Rate to Secondary Schools	Error: Reference source not found
Figure 6: Benefits accruing from the Water System: the case of Dhudho Village	Error: Reference source not found
Figure 7: Problem with Water System: the case of Dhudho Village	Error: Reference source not found
Figure 8: Contribution made by the right holders towards Maintenance of the Water Facility	Error: Reference source not found

LIST OF TABLES

Table 1: the number of workshops held during the project period	Error: Reference source not found
Table 2: WATSAN Projects/ Activities implemented over the Period under Evaluation	Error: Reference source not found
Table 3: WASTAN Activities implemented in Mogadishu by NCA	Error: Reference source not found
Table 4: Community/ Leaders Perceptions on HIV/AIDS	Error: Reference source not found

LIST OF TEXT BOXES

[Text Box 1: Appreciation of Water supplies support](#)

[Error: Reference source not found](#)

[Text Box 2: Piracy is Illegal](#)

[Error: Reference source not found](#)

[Text Box 3: Piracy is against our religion](#)

[Error: Reference source not found](#)

[Text Box 4: Many Youth are looking for alternative Livelihoods](#)

[Error: Reference source not found](#)

[Text Box 5: HIV/AIDS Transmission is not clear](#)

[Error: Reference source not found](#)

[Text Box 6: NCA Relation with Community](#)

[Error: Reference source not found](#)

[Text Box 7: Impact of IGA](#)

[Error: Reference source not found](#)

[Text Box 8: Gender relationship](#)

[Error: Reference source not found](#)

[Text Box 9: Impact of IGA Grant assistance](#)

[Error: Reference source not found](#)

[Text Box 10: NCA Program Impact on Peace](#)

[Error: Reference source not found](#)

[Text Box 11: NCA activities Impact on Piracy](#)

[Error: Reference source not found](#)

[Text Box 12: Necessity of Education In Gedo and Somalia](#)

[Error: Reference source not found](#)

LIST OF ACRONYMS USED

AET	Africa Education Trust
AFLC	Acute Food and Livelihoods Crisis
AIDS	Acquired Immune Deficiency Syndrome.
ALP	Alternative Livelihood to Piracy
ASEP	Advancement of Small Enterprises Program
AWD	Acute Watery Diarrhea
BRDO	Bani'Adam Relief & Development Organization
CBOs	Community Based Organizations
CECs	Community Education Committees
CHWs	Community Health Workers
CPs	Community Project Committees
DNH	Do-No-Harm
DRR	Disaster Risk Management
DFI	Development Frontiers International
EP	Emergency Preparedness
FFRR	Field Financial Report Evaluation
FGDs	Focus Group Discussions
FGM	Female Genital Mutilation
FSNAU	Food Security and Nutrition Analysis Unit
GHC	Geography, History, Civics
GVTC	Government Vocational Training Centre
HADMA	Humanitarian Affairs and Disaster Management Agency
HAP	Humanitarian Accountability Partnership
HE	Humanitarian Emergency
HIV	Human Immunodeficiency Virus
IDPs	Internal Displace Persons
KDO	Kulmiye Development Organization
KIIs	Key Informant Interviews
LNGO	Local Non Governmental Organizations
MoU	Memorandum of Understanding
NCA	Norwegian Church Aid
NFIs	None Food Items
NGOs	Non Governmental Organizations
NCA	Norwegian Church Aid
SADO	Social Life and Agricultural Development Organisation
SORDO	Somali Relief and Development Organization
SOMDA	Somali Development
SWV	Somalia Women's Vision
TFG	Transitional Federal Government
THR	Take-Home-Ration
TNG	Transition National Government
UNDP	United Nation Development Programme
UNICEF	The United Nations Children's Fu
UN-OCHA	United Nations Office for the Coordination of Humanitarian Affairs
VIP	Ventilated Improved Pit
WATSAN	Water and Sanitation
WFP	World Food Programme
WHO	World Health Organization

1.0 INTRODUCTION

1.1 Programme Description

Norwegian Church Aid Somalia Programme is implemented in Gedo, Mogadishu and Puntland areas. The programme design applies an integrated approach that combines and promotes emergency, development and practical elements of advocacy to deliver a comprehensive package of support to communities. NCA also applies both hardware and software intervention approaches. The hardware interventions which involve development of water supply, education, agriculture and income generating activities are carefully tied together such that they benefit and draw synergies from the soft-ware components which comprise of hygiene and sanitation education, gender, peace building and HIV/AIDS. NCA's strategies are grounded on the principles of *do-no-harm* / HAP and aspects of *rights based approach* in the course of the programme implementation.

NCA has positioned itself strategically to discharge the humanitarian services as well as facilitate community development initiatives. The field offices in the three (3) areas of operations are effectively managed by local staffs that are well known by the community members and local authorities. Much of the project implementation is through collaboration with the local NGOs. The role of the NCA field staff was only the coordination, supervision, monitoring and provision of technical advice. In this regards, the NCA Nairobi office has the overall management of the programme under the NCA Programme Coordinator for Somalia and the NCA Area Representative for Kenya/Somalia and Uganda.

Since undertaking the last evaluation in 2007, the NCA programme has achieved some growth in terms of the programme coverage and linkages building. Local implementing partners, mainly local NGOs and the Somalis in the Diaspora have become partners of NCA in implementing various projects across the three regions.

This evaluation has come at a time when NCA globally is preparing a new 5-year global long term strategy (GLS) which will inform the GLS process, set new targets, pick and integrate particular lessons to carry into the new strategy and address any other arising gaps.

The main thematic areas for the programme are:

- Education support in the Gedo and Puntland regions
- WASH support in all the three areas
- Protection activities in Benadir district, Afgooye corridor of Mogadishu and Puntland
- Gender and women empowerment in all the three areas
- Agriculture and livelihood interventions in Gedo region
- Conflict mitigation and peace building as a cross cutting activity

1.2 Rationale of the Programme Evaluation

NCA is committed to conducting a reality check of its programme, in the form of a comprehensive and independent evaluation through the eyes of an external consultant every 3 years. As such the overall rationale behind this evaluation undertaking was:

- To determine the impact of the programme on the beneficiary communities given the constraints and the many problems encountered.
- To identify the lessons learned and to recommend on the best way forward for the programme. These should clearly delineate recommendations for different groups such as protracted and newly displaced Internally Displaced Persons (IDPs), host communities, rural and urban groups, marginalized communities, pastoral and river line communities etc.
- To determine and assess the advantage or disadvantage, as the case might be, of operating with and through Local Non Governmental Organization (LNGO) partners and make recommendations on the best way forward including issues of institutional and organizational capacity building for technical programming and rights advocacy.
- To undertake a risk analysis and management of operational particularly in the South Central Zone, including ways to engage with authorities none threateningly building rights exercise spaces and opportunities particularly for women.
- To determine NCA Somalia program capacity for Emergency Preparedness / Disaster Risk Management (EP/DRR) and recommend on the way forward

1.3 *The Scope, Overall and Specific Objectives of the Evaluation*

1.3.1 The Scope and the Overall Objective

The scope of the evaluation was the period from the last programme evaluation in May 2007 to August. 2010. The evaluation overall objective was to determine whether or not the programme achieved its stated objectives and whether or not it made an impact both as a life saving as well as a long-term intervention for livelihood security. While addressing this, the evaluation was to consider: (i) the extent to which the programme has contributed to opening up spaces for women rights and overall rights advocacy for the vulnerable in Somalia; and (ii) the extent to which the programme has made an impact on conflict mitigation and the promotion of peace.

1.3.2 The Specific Objectives

Specifically, the evaluation was to:

- Evaluate the way in which the projects were designed and implemented and whether the lessons learnt at every stage are being addressed.
- Evaluate the appropriateness of the Programme's purpose and the results achieved in respect to the stated aim and taking into account the physical and socio-economic environment in which the programme operates.
- Assess the appropriateness and relevance of the programme methods and strategies used by NCA
- Assess the efficiency of project implementation considering timing, targeting, technical solutions and community involvement.
- Assess the appropriateness and use of the Do-No-harm and Rights based strategies.
- Assess the perception of the stakeholders in terms of NCA's added value and the level of participation and ownership of projects by the target communities

- Evaluate the quality of the day-to-day programme management (management of the budget, of personnel, relations and coordination with local authorities and beneficiaries)
- Evaluate and assess the capacity and quality of work done by local implementing partners (LNGOs). This to include their capacity for EP/DRR

2.0 METHODOLOGY OF THE EVALUATION

2.1 Study Methodology

The fieldwork was organized and executed separately within the 3 programme implementation areas of Gedo, Mogadishu and the Puntland from 17th September to 7th October 2010. In Gedo and Mogadishu, due to the insecurity prevailing at the time, the client made separate arrangements to recruit resident consultants to undertake data collection. The Consultant from Acacia Consultants Limited, who was the team leader travelled to Puntland. The fieldwork itinerary is contained in appendix 2.

The information gathering methods included:

- Literature review
- Focused Group Discussions (FGDs),
- Key Informant Interviews (KIIs),
- Community Consultative meetings
- Field Observation

Through these techniques and tools, relevant qualitative information was collected. The participatory rural appraisal (PRA) like evaluation methodology was used firstly because beneficiaries' participation is a major principle of the client in view of building sustainability mechanism in community development initiatives and secondly because the nature of the project could better be understood from the standpoint of the beneficiaries.

After intense review of the secondary information and data, the consultants developed information gathering tools targeted for various stakeholders of whom NCA targets as beneficiaries or collaborated with in facilitating delivery of humanitarian services and community development initiatives. Amongst the beneficiaries, different tools were developed targeting specific beneficiaries from particular intervention as well as community institutions developed and strengthened by NCA to assist in enhancing service delivery. These included:

- Internally Displaced Persons (IDPs)
- IDPs Committee,
- WASH Committee
- Education Committee
- Village Leaders/ Committee
- Religious Leaders,
- Women Leaders
- Women Groups, among others

Others tools were developed for government line ministries, CBOs and local NGOs. In order to include quantitative aspects of the evaluation, semi structured questionnaires were administered to beneficiaries who were doing agriculture and to communities who had benefited from water supply system. Other methods used included field validation/observation and photography.

The programme evaluation covered the period between 2005 and 2010.

2.2 *Limitation and Source of the Study Bias*

The following were the challenges that influence data collection:

- a) **Security:** Insecurity was a major limitation during the collection of the data in the field due to the prevailing fighting, especially within and surrounding Mogadishu. In Puntland, some of the regions sampled, like Bosaso, were eventually dropped because they were categorized as unsafe.
- b) **Data collection bias:** The field work was undertaken by three independent consultants. Although the three shared the tools, they had no opportunity to undertake a joint testing of the tools. The quality of the data collected depended on the experience of each consultant.
- c) **Language Barrier:** The data collection in Puntland was undertaken through the interpreter. This could have introduced a bias although precaution was undertaken to ensure this bias was minimal if any.

3.0 KEY FINDINGS OF THE EVALUATION

3.1 Overview

The key findings of this evaluation are consolidated and presented according to the thematic areas of interventions. However, for the programme relevance, it has been generalized as follow:

3.2 Relevance of the Programme Interventions

3.2.1 Relevance of the project Design

Since the collapse of government in 1991, Somalia has been perpetually in turmoil due to internal infighting in the struggle for leadership and control of the country's resources. The fighting which pervades all the corners of the country, are largely clan based. However, since coming into limelight of terrorist challenges globally, the fighting has taken a "religious" dimension where allegedly supported Al-Qaeda Al Shababu militants have scaled up fighting in attempt to oust the "unholy" Transition National Government (TNG). The severity of violence and conflict has been increasing rendering Somalia to plunge further into emergency situation threatening humankind dignity and survival. The situation is further exacerbated by the chronic drought spells increasing food insecurity, thus fuelling the conflict.

In an attempt to respond to this volatile situation in Somalia, NCA programme was designed to include both humanitarian and developmental components: (i) emergency and (ii) Development interventions. The former was designed such that emergency cases were rapidly and effectively responded to in order to save lives and livelihood assets, for example, the water trucking in Garbaharey and Burdhubo districts of Gedo. Development interventions sought to equip people with requisite capacity as well as providing essential social amenities, like in education and health, and promoting livelihood initiatives to sustain households. The attempt to dovetail emergency and development strategies has made NCA to effectively respond to chronically volatile environment, complex emergencies, natural disasters at the same time.

This implementation approach was found to be relevant and considerably suited for mitigation against the harsh context under which NCA is operating in Somalia.

3.2.2 Relevance of the Projects Implemented

NCA was implementing the following projects in Somalia:

- Education support in the Gedo and Puntland regions
- WASH support in Gedo, Puntland and Mogadishu.
- Protection activities in Benadir district, Afgooye corridor of Mogadishu and Puntland
- Gender and women empowerment in Gedo, Puntland and Mogadishu.
- Agriculture and livelihood interventions in Gedo region
- Conflict mitigation and peace building as cross cutting activity

These projects are in line with the objectives of Norway's development policies that emphasise on combating poverty, equality of life and contribution towards peace, democracy and human rights. This also fits well with the NCA avowed mission of upholding human dignity. This can be attested to by the NCA upholding of a right-based approach and do-no-harm principles in responding to humanitarian crisis in Somalia. Further, the interventions, especially, the ones that aim at empowering women development are aligned to Security Council Resolution 1325 on Women, Peace and Security (2000) which Norway, as a member of the United Nations, is responsible for its implementation. The aim of the resolution is to increase women's participation in civil and military peace operations, peacemaking and peace building, and to enhance the protection of women's human rights in conflict areas.

3.2.2.1 Relevance of Education Project

Education is one of the most powerful instruments for reducing poverty and inequality, and for laying the basis for sustained economic growth. Right to education is one of the global rights for children. Speaking at the launch of a non-governmental report on girls' education, the then UN Secretary-General Kofi Annan said¹: "study after study has taught us that there is no tool for development more effective than the education of girls. No other policy is as likely to raise economic productivity, lower infant and maternal mortality, improve nutrition and promote health, including the prevention of HIV/AIDS. No other policy is as powerful in increasing the chances of education for the next generation." It is against this backdrop that the MDGs require countries to provide universal primary education for all children by 2015; reduce adult illiteracy and achieve gender parity at all levels of education by the end of 2010, or no later than 2015. The NCA's supported education project sought to help the disadvantaged people of Somalia to achieve universal primary and secondary education for boys & girls. Through this intervention, *NCA aimed at supporting poor communities in Gedo, and Puntland to achieve the education millennium development goal. For instance, NCA has pursued contingency measure to ensure continuation of education activities even under emergency conditions. This included erecting makeshift classrooms, provision of learning materials and latrines and organizing for school feeding through the collaboration with WFP and UNICEF. Outside emergency, NCA constructed standard permanent classrooms and assisted in equipping them.*

In Somalia, schools are used for promoting peace and harmonious co-existence amongst the different clans besides developing educated society and skill development which are critical ingredients in rebuilding the country. The community perceives education as a key requirement for growth. This evaluation has established that NCA contributed to developing human resources which is required in the reconstruction of the country by preparing young people for future roles of rebuilding the country and above all, as a platform for promoting peace.

3.2.2.2 Relevance of Water and Sanitation Project

Somalia has been in a chronic violence since 1991 and most of the social amenities have been virtually run down. It does not appear in UNDP's Human Development Index of 177 countries due to a lack of comparable data since 2001. It is one of the poorest, least developed countries with some of the world's worst health indicators (WFP, 2007). Besides the chronic conflicts, natural disasters compound the situation where recurrent droughts and floods, some with disastrous effects like the one that occurred in 2006 which swept most of south and central Somalia. It was followed by torrential rains and flooding; and caused a lot of havoc to the

¹ Roads 2000 Nyanza: Thematic Studies and Policy Instruments for Crosscutting Issues in Road Sub Sector, SIDA 2010

existing water sources. Some of the wells that were dug along the river beds were swept to the bottom while others were filled with contaminated runoff water and debris. Other water points dried up. In December 2004, Somalia experienced the worst suffering in Africa as a result of the tsunami disaster. This had a series of destruction including water and sanitation facilities that were destroyed or contaminated and an estimated 500,000 people were displaced. The evaluation team was informed that NCA extended its operations to Puntland as a response to this disaster. Moreover, following the skirmishes especially in major towns of Somalia, including Mogadishu, Baidoa and Merka, there has been an increase in the number of internally displaced persons (IDPs) coming into Gedo region. Major challenges encountered by the IDPs as well as the host communities include lack of access to safe water and adequate sanitation.

Lack of adequate water among other factors contributes to poor hygiene in the area. Somalia WASH guidelines prescribe a minimum of 5 litres while SPHERE Standards are 7.5 to 15 litres per day per person. The people also lack awareness about proper hygiene practices. According to WHO, between 1 January and 27 April 2007, a total of 23 202 cases of clinically diagnosed Acute Watery Diarrhoea (AWD) including 743 related deaths (With number of deaths per 1000 cases at 3.20) were reported from Central and South Somalia.

Consequently, the interventions by NCA are appropriate and relevant.

3.2.2.3 Relevance of Emergency Interventions

Over 50 percent of Somali population is placed under Humanitarian Emergency (HE) or Acute Food and Livelihoods Crisis (AFLC) as a result of persistence drought and relentless fighting between the UN backed Transitional Federal Government (TFG), its allies and Islamic extremist insurgents led by Al Shabaab and Hisbul Islam militia groups². By March 2010, over 170,000 people were displaced from their homes. In 2009, over 1.3 million people were displaced by the effects of war and drought. In general, more than 3 million people had become dependent on outside help for survival and gave Somalia the title of having the worst humanitarian crisis³.

Moreover, piracy activities being undertaken by youth along Somalia costal area and in particular areas around Bosaso, has escalated and it is now a global concern as it impacts negatively on sea navigation. NCA has initiated a bold and venturesome rehabilitation and preventive project targeting the self declared pirates and the idle youth likely to be persuaded and recruited to piracy.

Under this intervention area, NCA combines emergency responses and long-term development initiatives. Emergency responses included partnering with WFP in the distribution of food to lactating mothers and malnourished children under-5 years of age and supporting school feeding programme, and distribution of NFIs to IDPs.

Long term emergency initiatives included:

- Agricultural support- promotion of Jatropha farming and distribution of other assorted crop seeds,
- Training on Ox plough utilization,
- Capacity building and support to start alternative livelihoods to piracy,
- Rehabilitation of primary and secondary canals,

² Food Security and Nutrition Analysis Unit (FSNAU)

³ NCA Somalia Periodic Report, January to May 2010.

- Alternative livelihood opportunities,
- Raising awareness on emergency preparedness and response to disasters among communities

Through the emergency intervention, NCA is effectively saving life, restoring human dignity particularly for the newly and protracted IDPs through provision of NFIs and at the same time supporting the vulnerable households, especially women headed to regain their livelihoods base. Youth are being recruited for vocational and business training programme aimed at providing alternative livelihood opportunities to discourage them from piracy.

Similarly, this intervention is relevant and appropriately being implemented.

3.2.2.4 Relevance of Cross Cutting Issues

NCA has mainstreamed key crosscutting issues in the implementation processes primarily to cultivate a conducive platform to anchor implementation of the programme's thematic areas. In addition, through inclusion of the crosscutting areas, NCA is addressing major practices and beliefs that discriminate and deprive human dignity especially to women in a patriarchal Somalia society. The crosscutting issues addressed included:

- Religions for Conflict Transformation and Peace Building
- Somali Men and Women Addressing Gender Based Violence
- Capacity building i.e. CECS, water management committees, community project committees, religious leaders, IDP committee, Camp management committees etc. Capacity building was also build in NCA partners.
- Environment
- HIV/AIDS

This evaluation has established that implementation of the cross-cutting issues is changing people's attitude and beliefs. Increasingly, women are being involved in resource management committees and empowering them as partners in community development. Use of drama and role plays was noted to be effective communication skills of creating awareness and imparting knowledge particularly to adults who are largely illiterate. Equally important was the strategy used to bring on board the religious leaders, especially of sheikhs and imams who are highly respected. Further, involving influential opinion leaders to deal with practitioners of FGM, helped to reduce public resistance to anti-FGM messages being aired especially in Gedo region.

These activities are all relevant to Somalia situation.

3.3 Programme Efficiency

3.3.1 Efficiency in the implementation of Planned Activities and Output Realization

From focused group discussions, community participatory meetings and key informants, there was enough evidence that the programme has realized considerable milestones in all spheres of its operations. However, it is not possible to quantify the degree at which the annual achievements have been realized as no measurable indicators were included in the programme design. However, this anomaly has been addressed as evidenced in 2010 annual plan which was done towards the closing of 2009, and the log frame matrix now has smart⁴ indicators and targets.

In 2008, it is reported that all the planned activities were achieved although there was adjustment along the implementation period. One of the adjustments was in response to emergency after some 35,000 people were displaced as a result of the border conflict between Puntland and Somaliland. Since many organizations were hesitant to answer to humanitarian pleas, NCA intervened to save life in dangerous and inaccessible places in Sool Region. Similarly in 2009, it is indicated that NCA also managed to achieve all the targets planned but had to change targets in order to respond to new emergency of displaced 1.3m persons as a result of worsened conflict and drought incidences. However, such adjustments were likely while operating in a volatile context like Somalia.

In addition, since the planning was done on annual basis, with no clear implementation monitoring and tracking tool, it was also difficult to measure the timeliness of output and activities realization. However, the newly introduced Project M&E Guidelines for Somalia programme provides explicitly clear guidelines to address these shortcomings. The guidelines provide a comprehensive package covering all aspects of NCA internal and external operations including organizational development and institutional aspects. They also contain simplified tools for collecting essential data which was found to be easy to administer and to analyze. The tools and the aspects of M&E data to be collected are depicted in table 1. Nevertheless, the guidelines should consider adding aspects of assessing effectiveness and satisfaction of trainees using a simple assessment tool (see appendix 3) which could be either individually or participatory filled. For individual appraisal the trainees must be literate (to be able to read and write).

Table 1: M&E Tools and Data Sought

M&E Tools	M&E Data Collected
Project Monitoring Format (PMF)	<ul style="list-style-type: none">-Partner's organizational capacity in relation to the project-Progress in each of the project components and strategies being employed-Mainstreaming of crosscutting issues- Project Activity sites (PAs) visited and opinions of the right holders on project implementation process- Cooperation and coordination from/with local government, community and other partners- Challenges and opportunities of the project-Technical and institutional gaps identified and attempts made by the project

⁴ Smart: Defined as specific, measurable, rational and timely indicators.

	<ul style="list-style-type: none"> monitoring team at field level - Project Impacts achieved / changes observed - Strategies being applied to ensure project sustainability -Best practices of the project, if any
Periodic Reporting Format (PRF)	<ul style="list-style-type: none"> - Project context: current events and trends - Progress and achievements - Challenges and constraints - Best practices, Lessons learned Opportunities and Potentials-
Project Evaluation Report Format	<ul style="list-style-type: none"> - Executive summary - Background -Methodology -Findings -Recommendations -General conclusions -Appendices
Detailed Implementation Plan (DIP)	<ul style="list-style-type: none"> -Activities elaborations on (education sector, Gender, WASH, Sustainable livelihoods and Partners' monitoring -Monthly work plan
Logical Framework Analysis (LFA), also known as Log frame.	<ul style="list-style-type: none"> -Overall Goal; Specific Objectives; Expected Results Activities; Indicators, Sources of Verification; and Assumptions/ Risks
Project Work Plan	<ul style="list-style-type: none"> Activities and budgets allocation on monthly basis
Training Activity Reporting Format	<ul style="list-style-type: none"> -Introduction; Training methodology; Training Contents; Achievements; Challenges; Lessons learnt
Field Activity Monitoring Tool	<ul style="list-style-type: none"> -Purpose of activity -List of key indicators (as per project proposal) -Activity Matrix (planned activity, findings on the activity progress, and source of information -Challenges and Recommendations
Project Monthly Situational Report (Sit-Rep)	<ul style="list-style-type: none"> - Executive Summary' - Program/projects Overview - Programme performance and progress – by key thematic area e.g. Education, WASH, livelihoods, Gender etc - Challenges and Recommendations - Lessons learnt and best practices, if any - Finance issues – Explain the application of funds, as well as deficits or surpluses. - Month plans – indicate specifically the plan for the on-coming month including activities planned for but not undertaken within the reporting period - List of annexes
Project Financial Periodic Report Format	<ul style="list-style-type: none"> - Total NCA grant committed for the current period for project (USD) - Total received in NCA transferred currency (USD) - Balance of NCA Funding (to be provided by the Partner)
Partners Evaluation & Feedback Format (PRRF)	<ul style="list-style-type: none"> -Status of the report (financial and Narrative): accepted or not accepted -Narrative Report Evaluation(issues, NCA Comments, Partner feedback -Financial Report Evaluation (issues, NCA Comments, Partner feedback
Partners Rapid Organizational Assessment (PROA)	<ul style="list-style-type: none"> -Institutional Strength Tool comprising: Document Evaluation; Organisational Evaluation (Staff Interview: Governance, strategy and structure; Programme Management, Monitoring, Evaluation and reporting; Human Resources and Administration; Financial Management and Sustainability; Partnerships, referral systems and co-ordination)
Feedback Turn Around Procedures (TAP)	<ul style="list-style-type: none"> -Stepwise approach/ technicalities for feedback to NCA field staff and partners on Finance Reports (FR) and Narrative reports(NR)

Staff and finance are the most important assets owned by the programme. Financial resources are disbursed and utilized as per the approved annual budget. Financial resources at the field offices were managed by qualified financial officers who prepare financial requests and vouchers as per requests. All the budgets at the field offices must be approved by the team leader before being forwarded to Nairobi for scrutiny by the financial controller in view of ascertaining their compliance with the budget plans. NCA has developed and operationalized a financial monitoring system referred to as Field Financial Report Evaluation (FFRR). The partner organizations have to fulfill and undergo this financial evaluation system. For instance, all bidders for supply services were competitively selected with no less than 3 bidders invited. This means, the most efficient bidders, in terms of cost and capability, were awarded the contracts. Moreover, any cost incurred had to be supported by the budget plan and proper accounting records obtained before any payment. Expenses incurred in training were to be well recorded with participants endorsing their participation. Table 2 is an example of a record entry of total participants trained by BRDO of Mogadishu.

Table 2: The number of Workshops held during the Project Period

Venue	Duration	Participants	Male	Female
Anfac	8-9/7/2008	60	20	40
Hilaac	10-11/8/2008	60	18	42
Tawakal	16-17/8/2008	60	20	40
Juba	22-23/8/2008	60	20	40
Buundo 3	1-2/9/2008	60	18	42
Hoodo	7-8/9/2008	60	21	39
Sub Total		360	117	243
Ugbaad	2-3/6/2009	50	17	33
Makaasho	6-7/6/2009	50	15	35
Darusalaam	8-9/6/2009	50	15	35
Mubarak	10-11/6/2009	50	15	35
Jameeco	13-14/6/2009	50	16	34
Warsan	15-16/6/2009	50	15	35
Rooda	22-23/6/2009	50	12	38
Guryasamo	24-25/6/2009	50	15	35
Sheik Abdi	4-5/7/2009	50	15	35
Dhakaaje	6-7/7/2009	50	15	35
Farjano	8-9/7/2009	50	15	35
Nuuro IDPs	21-22/7/2009	50	15	35
Gumaashole	28-29/7/2009	50	15	35
Sub Total		650	193	457
Tawakal 2	19-20/3/2009	60	20	40
Guulwade	7-8/4/2009	60	20	40
Hanaano	5-6/5/2009	60	20	40
Suheyb	22-23/5/2009	60	20	40
Dooxa	27-28/5/2009	60	20	40
Towakal 1	12-13/8/2009	60	20	40
Hiraan	21-22/8/2009	60	20	40
Farsoley	28-29/10/2009	60	20	40
Gargaar	7-8/11/2009	60	20	40
Hilowle	12-13/10/2009	60	20	40
Sub Total		600	200	400
Guulwade	20-21/1/2010	60	20	40
Farsoley	10-11/2/2010	60	20	40

Suheyb	24/3/2010	60	20	40
Siligle	14-15/4/2010	60	20	40
Nabadsuge	17-19/5/2010	60	20	40
Fatxi	16-17/6/2010	60	20	40
Quracley	26-27/7/2010	60	20	40
Doxa	18-19/8/2010	60	20	40
Sub Total		480	160	320
GRAND TOTAL		2,090	670	1,420

On human resources, in the last three years, “NCA field office was understaffed and even competence was wanting” observed Mr. Mohamed Osman Ahmed who is UN-OCHA Humanitarian Affairs Analyst at Garowe. “This problem has however been resolved after NCA increased the field staff and brought in capable personnel”, he added. These sentiments were echoed by the team leader in Puntland who noted that NCA has employed staff in each of the thematic areas. The hiring was done in a very competitive manner and directly involved the Nairobi office. Indeed, staff interviewed, including the team leader reported their satisfaction with the ability and the qualifications of the recruited staff. The structure on the ground gives an impression of a lean management structure working as a team with high level of dedication and competence.

In Puntland, this was accomplished by deliberate action taken by the team leader of exposing the staff to the real work and diligently supporting them during their nascent period in employment. “This action has paid dividend as every staff is very responsible and knows what is expected of her/ him”. According to him, this has enabled him to delegate much of the work to the sector heads which has gotten rid of the routine firefighting and troubleshooting which consume a lot of time and yet no results are delivered by the end of the day. This has enabled him to handle key managerial issues especially dealing with external environment that require a lot of coordination, rapport building and follow up. This organizational arrangement is deliberately set up to aid in the pursuit of the programme’s goal and objectives as a mechanism for their rational and efficient accomplishment. In the team leader’s words, “is to have the right people for the right job if the interest and expectations of beneficiary community members are to be responded to and decisions made in a mutual way at the field office level”. However, requisite skills were found missing in Gedo programme area especially on engineering aspects. Although such expertise was available at the Nairobi office to provide support to the field staff, they had temporarily been stopped due to insecurity, hence had limited ability to build their capacity.

NCA had also developed detailed operational and human resource manuals that helped to guide the recruitment processes. The staffing manual for national staff and expatriates were available. However, there seemed to be low level of awareness of these guidelines at the field level.

The road transport and information delivery was found to be efficient. On transport, NCA policy is outsourcing rather owning. This removes the maintenance burden of the motor vehicle which in no doubt would have been enormous owing to the condition of roads and the terrain in programme areas. Insecurity issue is another reason for outsourcing vehicles especially in Gedo where vehicles are constantly stolen by militia groups and staff harassed. This would have meant consuming considerable amount of time besides putting in place an elaborate monitoring system to ensure efficient utilization of the vehicle. All these have reduced the management burden of the managers and associated costs who are the team leaders. They have more time to focus on the core business of NCA.

Information transfer between the field office and Nairobi was found to be efficient and effective. This was evident during the planning of this evaluation. Communication between NCA staff in Nairobi and the team leaders was instantly responded to through email. It was further noted that if need be, telecommunication was also effective although relatively more expensive.

3.3.2 Community Structures Strengthening

NCA spent substantial financial resources and time to enhance capacity of community institutions. These include CECs, water committee and religious leaders among others. While considering the expansive area of coverage and the harsh environment within which it operates, strengthening of the community structures was noted to help community provide leadership and skills to the beneficiaries. It also ensured ownership and maintenance of facilities such as WASH structures and at times matching the same with some local resources.

3.3.3 Strengthening and working through Local organizations

Like empowering community structures, this evaluation established that partnering with local organizations was quite efficient by virtue of them being managed by local residents. Again, this strategically avoided the amount of time and resources as well as transaction costs/trade-off that would have been incurred if NCA was implementing directly. Moreover, as a facilitator, NCA was in a better position of ensuring efficient delivery and consumption of goods and services of humanitarian assistant.

Nevertheless, NCA maintained the control of the intervention process including ensuring its visibility. This was demonstrated by high beneficiaries' awareness that the field programmes activities were supported NCA. Also, NCA was directly involved in the situational analysis and undertook routine monitoring visits and provided backstopping support to the implementing partners. Publicity materials including signboards clearly depicted the NCA role in a particular intervention.

3.3.4 Management of information and systems (logistic, administration)

There was a good mechanism for coordination, logistical support, supervision and monitoring between the Somali Programme Coordinator in Nairobi and the field staffs. The Somali Programme Coordinator in Nairobi assisted the project with compilation of reports as per the requirement of the donor. The field programme team on the other hand conducted regular meeting and minutes of the staff meetings and were sent to Programme team in Nairobi to inform them on issues at hand. The programme team generated monthly report using pre-developed reporting format and data collection templates that were user friendly. The individual staff reports was then compiled into one report which was then submitted to the Somali Programme Coordinator.

3.4 Effectiveness of the Programme

3.4.1 Effectiveness of Implementation of the Education Interventions

Education is the flagship project of the NCA in Somalia. This is one area this evaluation established that many organizations shy away from engaging in, mainly because of the high investments cost associated with it and because its impacts are usually long-term. In Gedo, NCA has been supporting education activities for the past 17 years. It is currently supporting 27 schools of which 25 are primary and 2 secondary schools. In Puntland, NCA supported construction and equipment of schools in Dhigangle in Nugal and Qotin in Karkar regions.

3.4.1.1 Performance Status

Between 2008 and 2010 NCA implemented many of the activities planned under long term development component as well as to respond to emerging and chronic emergencies. In 2008 and 2009, the following activities/outputs were planned and implemented:

- Construction/rehabilitation of schools and equipment (school furniture, teaching aids etc),
- Distribution of in-kind education supplies, especially from UNICEF
- Paying incentives for teachers,
- Development of school curriculum,
- Community school committee and teacher capacity development trainings
- School feeding program in partnership with WFP
- Managing school examinations
- Girl education advocacy

Besides the routine education interventions, NCA continued with the school feeding programme in partnership with World Food Programme (WFP). In addition, other related crosscutting issues were being integrated in the education interventions. These included HIV/AIDS, peace, gender awareness and water, hygiene and sanitation interventions.

Specifically, in 2010 education thematic area planned to undertake the following activities:

- Providing monthly incentives to 286 teachers, 44% of whom are females
- Capacity development and training for teachers & CECs
- Distributing basic education supplies to schools, from UNICEF and other sources
- Rehabilitation and construction of classrooms, sanitation facilities and toilets
- Promoting girl-child education through community mobilization & sensitization
- Sourcing for and providing alternative school feeding in collaboration with UNICEF, WFP and other sources such as the CHF and HRF funds.
- Engage in preparatory education exit strategy planning and phase out process, as envisaged in the new GLS.

The following milestones were realized:

- Community mobilization was conducted in Garbaharey and El Adde. The mobilization aimed at soliciting increased community support and engagement in schools from gatekeepers, right holders and duty bearers.
- The programme provided education support to 11,255 students (5990 m: 5265 f) across the region, directly and through SADO and DFI, LNGO partners. This occurred in 42 schools, inclusive of 5 community schools and 2 secondary schools.

- 245 teachers (193 m: 52 f) & 154 CECs members (99 m: 55 f) from the 43 schools in Gedo received capacity building to enhance their knowledge and skills to undertake their duties.
- UNICEF education kits were distributed to 25 schools. These comprised of Kit B (1-4), Kit A (blackboards, pencils, white chalk and pens). A total of 17,428 books for student of grades 1 to 4 were distributed for mathematics, science, Somali Language, social studies, Arabic studies and Islamic studies.
- Apart from the 5 community schools, teacher incentives were paid out in 25 schools and 2 secondary schools, regularly over the reporting period.
- Education material were distributed to the 25 NCA directly assisted schools
- 7 schools consisting of 53 students had grade 8 students take the final primary level examinations administered by the Africa Education Trust (AET). The exams were completed in June 2010 with results expected during the next reporting cycle.
- 2 verandas with a length of 17mt and 40 meters respectively were constructed in 2 schools, thereby improving the learning environment for 460 pupils, 45% of which were girls. This was part of the UNICEF funded project, following an amendment of the cooperation agreement.

3.4.2 Water and Sanitation Hygiene

3.4.2.1 Planned and the Implemented Activities

The NCA WATSAN thematic area's main priorities implemented in the period under evaluation included the following:

- Rehabilitation of shallow wells and/or development of new shallow wells
- Construction of mechanized water supply systems including construction of elevated water tanks, water distribution pipes and public taps
- Construction of berkads (underground storage tanks)
- Construction of rain water harvesting structures
- Provision of household ceramic filters,
- Construction of demonstration ventilated improved pit (VIP) latrines
- Fabrication and distribution of concrete latrine cover slabs
- Provision of operation and maintenance for communal water points for IDPs
- Capacity building of village water management committees, CECs and conducting sanitation and hygiene education and community awareness campaigns
- Provision of emergency water interventions for host and displaced communities in partnership with UNICEF and other stakeholders.

According to the NCA Periodic Report for January to May 2010, for example, the following achievements had been attained.

- 130,655 beneficiaries, including 120,000 Mogadishu IDP settlements were able to access water from within 2 kms of the water points in 2010. Out of these 65% were women and women headed households in Gedo and Mogadishu.
- A total of 36 shallow wells cleaned and rehabilitated after years of neglect. This improved access to water for 14,400 people in Elwak district.

- In Bulla hawa district, 280 households were provided with 15 pumps and 3,000 liters of fuel used for river line irrigation systems by ASEP.
- 5 water tanks were supplied, installed and connected to ground pipeline systems in Bulla Hawa and Bardera districts and in Agriculture University areas of Mogadishu Afgooye corridor. Respectively, 30m³ and 3 tanks with 10m³ volume were constructed. Also, SADO developed an infiltration gallery system with a gallery of 6m³. The latter was made after a borehole was found unviable due to siltation.
- 82 people (64M: 18 F) were trained using the emergency PHAST methodology for hygiene and sanitation education. In parallel, 1,550 people were reached with hygiene education through community outreaches.
- 95 VIP latrines were constructed and 66 toilet slabs distributed in Elwak, Bulahawa and Bardera districts.
- In addition, 3 berkads were constructed in Bardera, 2 water kiosks in Bulahawa and 1 pipe systems was constructed and laid out over a distance of 7 kms from the IDP settlement in Mogadishu.
- Improved capacity of partner organizations to deliver WASH interventions.

In Puntland 872 toilet slabs were distributed as well as digging tools (spade, mattock etc). Additionally, 210 water and sanitation management committee drawn from 42 committees were trained on PHAST methodology.

As a result of the WASH interventions, in 2009 implementation year, some 100,000 people benefited from mechanized water supply system from the NCA projects while in total, 500,000 benefited from various water projects and activities in the year as shown in table 3.

Table 3: WATSAN Projects/ Activities implemented over the Period under Evaluation

2010 (January to May)					2009			
	Where	No.	Total (No.)	Remarks	Where	No.	Total (No.)	Remarks
General water and sanitation projects							500,000	No specification of location of intervention or the type of the water point
Mechanized water supply	Mogadishu	120,000	130,655	7 km pipeline laid			100,000	Location of intervention no specified
Construction of berkads	Bardera	3						Number of berkads, beneficiaries and location not indicated
Water Kiosks	Bula hawa	2						
Construction of rain water harvesting structures								For school, but details not provided
Construction of demonstration ventilated improved pit (VIP) latrines	Elwak, Bulahawa, Bardera and Puntland	-95 VIP latrines -938 toilet slabs and digging tools distributed						
Capacity building of village water management committees, CECs and conducting sanitation and hygiene education and community awareness campaigns		82 people trained in PHAST		Addition, 1550 people were reached with hygiene education through community outreaches				Number of beneficiaries not indicated
	Puntland	210 trained in PHAST			Puntland	210 trained in PHAST		
Shallow wells rehabilitated	Elwak	14,400		36 shallow wells				Number of berkads, beneficiaries and location not indicated
Farming/ Irrigation	Bula Hawa	15 pumps		3,000 liters of fuel				Fuel used for riverine irrigation systems by ASEP

Water tanks bought/constructed	Bula Hawa and Bardera	5 water tanks		-30m3 tanks -3 of 10m3 water tanks				
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Drawing from the table 3, intensification of the WATSAN projects was observed in 2009 and 2010. In 2008, the main activity under this sector was on the capacity building of water management and school committees which was undertaken in other parts of the country. For example in Puntland 175 water management committees and hygiene promoters were trained in PHAST. The training which was gender sensitive resulted in balancing of gender in water and sanitation committees. However, much of the energy and resources in the year were devoted to Mogadishu as shown in table 4.

Table 4: WASTAN Activities implemented in Mogadishu by NCA

No	Activity implemented	Site	Date
1.	Drilled new borehole with installation of casing and filters, and installed submersible pump	Formers Agricultural College	August 2008
2.	Construction of generator room	Same site	June – July. 2008
3.	Purchase of 42 KVA generator and provision to borehole	Same site	June 2008
4.	Rehabilitation of 180m ³ water tank	Same site	June – August 2008
5.	Construction of 24 water distribution points	Same site	July – August 2008
6.	Construction of 40m ³ water tank	Former Agricultural High School	June – August 2008
7.	Construction of 16 water points	Same site	June – August 2008
8.	Drilling new borehole with installation of casing, filters and submersible pump	Kah Shiiqaal	Nov. 09 – Feb 10
9.	Construction generator room	Same site	Same date
10.	Purchase of generator and installation	Same site	Same date
11.	Construction of 60m ³ water tank	Same site	Same date
12.	Construction of water 16 points	Same site	Same date
13.	Construction of 200 latrines	Kah Shiiqaal & Km13	Same date
14.	Dug seven shallow wells	Districts in Benadir region	Nov. 09 – present
15.	Construction of 150 latrines	Districts in Benadir region	Nov. 09 – present
16.	Conduct sanitation workshops	All sites	July 08 – Nov. 09
17.	Dug seven shallow wells	Districts in Benadir region	Nov 09 – Present

The evaluation team was of the opinion that the programme achieved more than was reported in tables 3&4. The lack of SMART indicators and targets may have caused the under reporting. Some improvements are, however, observed in 2010 most probably due to the new NCA monitoring guidelines newly (2010) introduced and which were gradually being adopted by the field teams.

As demonstrated in the NCA Country Narrative Report for 2009, the combined efforts of the various partners implementing WATSAN activities ensured access to water for at least three million⁵ beneficiaries compared to a target of 2.36 million. This included about 1.7 million of drought affected people and approximately 395,000 IDPs. About 62% of the interventions went into short term water trucking projects intended to mitigate the protracted drought. In addition, the hygiene training appeared to have been well received and spread out to community members; for instance, in Pandar Balya where household questionnaire was administered to water users, 96.3% of the households interviewed reported to wash their hands: (i) before

⁵ 2009 CAP End Year Evaluation (EYR), UN-OCHA SOMALIA: <http://ochaonline.un.org/somalia>

preparing food; (ii) when feeding their children; and (iii) after visiting latrines and after handling children's stool, besides other behavioral changes.

However, the global financial crisis resulted in reduction by 56% funding for the WASH cluster CAP appeal. And because of life saving reasons, priority was given to emergency interventions at the expense of more long term sustainable solutions such as development of strategic water points.

3.4.2.2 Main Water Sources and Utilization

The water supply technologies supported by NCA include shallow wells, mechanized water supply systems, construction of berkads and water harvesting structure especially for schools. Development of boreholes was also done in Mogadishu.

The choice of the technology promoted/supported depended on the geographical condition of the area, population to be served and acceptability of the system. For those who depend on the berkads, access to water is limited to only during the dry period. According to community of Ham Hama in Dhigangle, who benefitted with 2 berkads from NCA, they used water from other sources, especially dry river beds during the wet seasons until they dry out. This is the time when they turn to using the water from the berkads. The water from the berkads is exclusively used between October to November and from February to March. These are the driest months in the year. If the dry period extends beyond the normal period, then the water will not be sufficient and this may result to walking long distances as they used to do before the intervention or migrate in search of water. Text box 1 depicts the appreciation of water facilities by the community.

Text Box 1: *Appreciation of Water supplies support*
"This is the best reward to have received from the NCA and we really appreciate the assistance. The water is clean, reliable and protected from pollution and evaporation". Ham-Hamaa Village elder

Information collected from the Baylo, Dhudo and Pardar Bayla villages in Pardar Bayla District, Karkar Region where NCA supported mechanized water supply systems, provided a comparative case to berkads. The water system was constructed between August 2005 and January 2007. From the 28 sampled households, 77.8% reported to source their water from piped water system installed in the dwelling house or plot (22.2%). On average, 147.6 litres of water is consumed daily by households of 8.5 average persons. This translates to 17.3 litres of water per day per capita consumption. This is substantially above the minimum 5 litres as prescribed by the Somalia WASH guidelines and SPHERE Standards of 7.5 to 15 litres per day per person.

In Mogadishu, 53.8% of the respondents sourced their water from NCA drilled borehole water supply system (48.7% from drilled boreholes and 5.1% from kiosks). 13.2% of the household interviewed consumed up to 60 litres of water daily or 7.1 litres per capita, 39.5% up to 100 litres while 47.4% used over 100 litres or, at the minimum 11.8 litres per capita from the 8.5 average household size.

In Gedo, the technology of constructing shallow wells with streamline shape was a bright innovation that should be replicated by NCA in all its shallow well project interventions.

The water development activities in the programme were within Somalia Programme WASH guidelines and fairly within SPHERE standards.

3.4.2.3 Hygiene and Sanitation Issues

The household survey confirmed that water access intervention went hand in hand with provision of sanitation services and hygiene education and awareness creation. Seventy eight percent (78%) of the sampled households reported to have latrine which was in use either by the entire members of the household (56%) or by some of the members of the households (22%). The other members (22%) had no access to use of latrine which is still a substantial proportion.

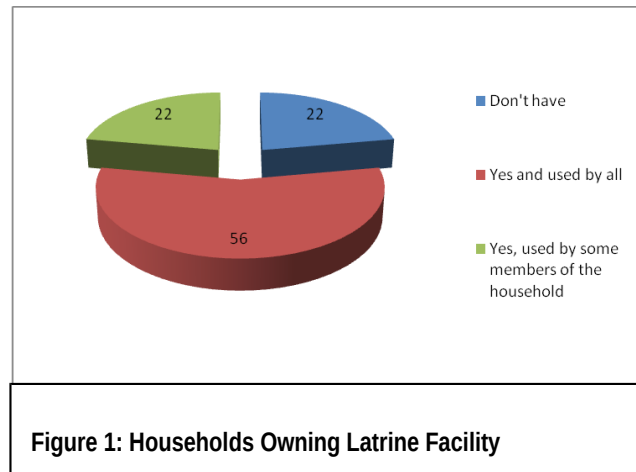


Figure 1: Households Owning Latrine Facility

The evaluation further has established that the level of hygiene has considerably improved. Ninety six percent of the respondents indicated to wash their hands before preparing food and before feeding their children. Similar proportion of the households reported to wash their hands after visiting latrine or toilet. Of those who had been trained and adopted utilizing the hygiene and sanitation knowledge given, 88.9% confirmed to have received the awareness/training from NCA while 11.1% had learnt it from community health workers (CHW).

3.4.3 Protection in Natural Disaster and Complex Emergency

Since tsunami disaster that affected Somalia in 2004, NCA area of operation had experienced other prolonged and recurrent disasters that include drought and civil war. During the period under evaluation, the 2009 drought was most notable. Its impact includes reduced crop production, extermination of livestock and pushed 42 percent of Somalia's 7.5 million people into crisis as reported by FSAU⁶. The magnitude of the drought impact was further complicated by the actions of militia groups who at some point stopped the general and school feeding programs. This drastically increased vulnerabilities for children, women and entire communities. NCA responded by integrating emergency preparedness (EP) and disaster risk reduction in its thematic areas of intervention. The intervention by NCA in this year consumed up to 20% of all the resources sourced locally and from Norway which was directed towards mitigating and supporting vulnerable communities pull through the livelihood threatening disasters associated with the drought. NCA together with the UN system emergency interventions saved the lives and their main livelihoods. The interventions included WATSAN and NFIs activities.

3.4.3.1 Emergency Interventions

⁶ Source: Food Security and Nutrition Analysis Unit (FSNAU)

Protection from natural disaster and complex emergency addresses life threatening challenges arising from drought. This project was designed to respond to drought and was implemented in October through December 2009. NCA responded just on time and prevented community in the project area from plunging into humanitarian emergency/crisis. The objective of the project was to mitigate the severe drought that affected communities in 42 villages in Burtinle, Dangorayo, Qardho, Garowe, Jiriban and Buhoodle districts of Nugaal and Karkar/Bari and Ceyn/Ayn



Plate 1: Water Trucking - Women Queuing for Water

regions. A total of 98,652 beneficiaries benefited from the package of the live-saving project including water trucking that delivered 8,822,000 liters of water over a period of one month to 42 villages. Communities also benefited from 458 latrines that were constructed with each household receiving a latrine slab and digging tools. To build local capacity, the project targeted right holders with training on emergency PHAST, hygiene promotion and awareness raising through the media.

To demonstrate further the level of the project effectiveness, interventions in WATSAN had been planned to reach a total of 58,020 people from 9,670 households of which consisted of women (30%), men (25%) and children (45%). However, by the end of the project phase, a total of 98,652 people from 16,442 households of which comprised of 20% men, 40% women and 40% children had been reached. This present close to 60% of additional beneficiaries covered from the planned target.

Through the project, NCA distributed NFIs in the Sool and Sanaag regions on Puntland where a total of 7,800 households were supported. NCA has an annually evaluation cooperation agreement with UNHCR to manage a warehouse in Garowe for buffer NFI stock and emergency distributions. In Garbaharrey town, there is a second warehouse owned and managed by NCA.

The most noticeable aspects of NCA include firstly, the speed at which it responded to the emergency which averted occurrence of humanitarian crisis and secondly, the efficiency in implementation of the WATSAN project such that more people benefitted from the initially planned. This demonstrates the capacity owned by the NCA implementing partners. However, some scattered incidences of inefficiency in the delivery of emergency services were reported. One case in point was reported by the General Manager of HADMA who informed the

evaluation team that some dissatisfaction emerged mainly related to the partners that were doing the actual trucking as they were accused of not being consistent in water delivery and allocation. In this regard, the consultant noted lack of sufficient monitoring and this should be up scaled to ensure that humanitarian services are delivered swiftly and in quantity and quality as agreed upon between NCA and the partner organizations. The fact that any mistake made by the partners will directly be linked to NCA should be a major motivation in the part of NCA to ensure that the guidelines are followed to the letter by the partners.

3.4.3.2 Agriculture and Livelihood

In Gedo Region, NCA intervened through provision of farm input - seeds and tools, irrigation pumps and fuel and training which were expected to increase the acreage under cropping, yield and income profitability. Specifically, the following have been implemented:

Farm Inputs (seeds and tools): farmers were supported with seeds and pesticide sourced by NCA. This was attested to by 42% of farmers reporting using seeds distributed by NCA.

Irrigation Pump and Fuel: the irrigation pumps opened up more farming lands and thus anticipated increase in acreage under crops and yields. The Kick Start diesel pumps, ten in number, helped farmers to save on farming investment costs. The pumps supply kit included training on crop husbandry and has enhanced the farmers' skills on irrigation and crop production. Other extension services provided included field based demonstration on how to use ox plough and crop spacing among other technologies taught to farmers. Demonstration was found to be a powerful tool for technology transfer since trainees learn by doing. It is the most suitable media for adult learners especially if illiteracy is a problem. However, from the field experience, the need for follow up and backstopping was necessary to ensure farmers perfect the improved farming methods and technology adopted.

3.4.4 Cross Cutting Issues

3.4.4.1 Somali Men and Women Addressing Gender Based Violence

Gender is a significant concern to NCA and it is integrated in all of its interventions in order to reverse the traditional disparities advanced by cultural arrangements. Against this backdrop, NCA has been pushing for gender agenda geared towards attaining gender sensitivity and equity. Some of the activities supported by NCA include:

- Awareness creation on the harmful effects of FGM,
- Capacity building in women/ women groups in view of gaining skills and knowledge to lobby and advocate for cultural practices that discriminate women,
- Supporting alternative livelihoods training and funding for small enterprise for women,
- Conducting annual peace caravans to flag gender issues

The strategy to address gender based violence (GBV) and other harmful cultural practices, was to involve both women and men, influential people, FGM practitioners and religious leaders within the targeted communities through awareness creation and sensitization with a view of enabling them to advocate on aspects of gender imbalances. Media, especially through radio

and publicity materials have increased coverage of information dissemination. However, the Somali strong traditions continue to present difficulties in overcoming the practices although some positive results have been realized. NCA has been working closely with the Ministry of Women Development and Family Affairs (MOWDAFA) of Puntland whose mandate, inter alia, is to uphold the rights of women and children, and ensuring growth of the family (identifying vulnerable families, lobbying against anti women development activities including harmful cultural practices).

Although not quantifiable, GBV and other harmful cultural activities have declined. For instance, through use of sheiks and imams, the irrelevance of FGM as a religious ritual has been revealed. More women are being involved in community committees like water committees and CECs and in decision making organs in the government through lobbying from MOWDAFA, UNICEF and NCA partnership

3.4.4.2 Religions for Conflict Transformation and Peace Building

In this sector, the intention was to achieve grass-root conflict transformation, peace building and democratic governance in project areas. These are key ingredients that are starkly missing in lawless Somalia. Women and children are the most affected people during these conflicts. The lawlessness which manifested itself in increased fighting and counter-attacks has taken a new dimension with the emergence and quickly flourishing piracy along the coastal region of Bosaso. NCA has decisively and consistently engaged the beneficiary communities in conflict resolution and peace building activities. Religious leaders, elders and women groups have been involved and empowered to address peace building and transformation in their areas. Over the years, the following strategies and activities have been implemented specifically to address piracy challenge:

- A counter piracy project, dubbed, Alternative Livelihoods to Piracy (ALP) was kicked off in Puntland coastal areas to reverse the dangers posed by pirates and piracy activities.
- Capacity development of religious leaders as key duty bearers to use religion to demonstrate the ills of piracy.
- Conducting anti-piracy campaigns and rallies,
- Use of Friday, *'juma'* sermons in Mosques across the state to pass structured messages on anti-piracy,
- Holding workshops with key stakeholders including community institutions to create awareness on anti-piracy,
- Use of print, radio and audio media channels to pass messages to youths, duty bearers, active pirates and entire communities,
- Organizing inter-school games tournaments, specifically targeting youths and communities in the school environs to pass anti-piracy messages,
- Initiating vocational/ business training and provision of seed capital/ tools to engage in enterprise or meaningful livelihood activities,

Text Box 2: Piracy is Illegal

"The message has been that piracy is illegal engagement and whatever accrues from it is illegal and forbidden in the eyes of Allah. This has gradually slowed the piracy. Before, the youth were of the opinion that they were engaging in legal activity which was appreciated by the community and was in line with Koran teaching".
Statement taken from the interview with SWV leaders

According to the interview held with the Somalia Women Vision (SWV) of Puntland, the group has been carrying out anti-piracy advocacy since June to August 2010. By the time of this evaluation, the second training was planned. Through these training workshops and public fora, SWV managed to create awareness to 90 youth who were in piracy business before. They had targeted 5 villages drawn from Garowe, Bosaso, Bargal, Ely and Pandar Mbalya which are the hotspots for piracy activities. In Garowe, over 100, mainly pirates, participated in the public fora. Their efforts have completely converted the lifestyle of 6 pirates who have quit piracy.

An interview with the religious leaders revealed that antipiracy interventions is the best strategy to win back youth from the activities that is destroying youth morality as well as negatively impacting on the Muslim faith, as shown in text box 3. The religious leaders confirmed that the NCA trained them on effective communication skills so as they are able to dialogue and pass the correct message amicably. Besides holding public address forums in the villages which are mainly affected, they have also included issues on piracy in preaching in the mosques. So far, 3 villages (village leaders, community members and youth) have declared zero tolerance to the piracy activities and their villages declared a no-go-zone for pirates. In a matter of time, 3 other villages are expected to make similar declaration.

Text Box 3: Piracy is against our religion

“The pirate supporters preach that the religious leaders are poor men and their only objective is to make the life of the pirates as poor”. Stated one of the religious leaders.

In spite of the success in piracy war, there were several challenges encountered mainly from the counter attack by the pirates and their financiers as they attempt to sustain and continue benefiting from the illegal trade. Other challenges include:

- The pirates have caused major inflation in the areas where they dominate. The living standards have therefore escalated and it has become costly to the religious leaders for visit to offer advice in such areas.
- Three rallies in a year are too few and the area of coverage is too vast.
- Although the community questions the legality of the piracy; there are obvious challenges of alternate livelihoods. The community is looking to the religious leaders for options, see text box 4. The training at Government Vocational Training Centre (GVTC) at Garowe as option has been welcomed; but unfortunately it is too far from the areas under piracy threats. Moreover, the capacity of the centre is currently overstressed.
- The communication equipments are few and inhibit effectiveness in coverage.

Text Box 4: Many Youth are looking for alternative Livelihoods

“Many more youth are seeking for admission, on average, 10 young men come knocking at our doors having travelled for more than 800km from the coastal area”. The facility is somewhat stressed and require expansion so as to comfortably accommodate the anti-piracy programme”. Osman Gureye, Principal GVTC.

Additional measures taken to address other dimensions of conflicts include using of international women days and the Day of the African Child as platforms to advocate for peace development and amplifying the rights of the vulnerable members of the societies especially women and children. In Gedo, routine peace promotion and development workshops, outreaches seminars through community project committees (CPCs) to redress protection rights deficits for children are conducted. The peace caravans organized by women lobbyists have emerged as powerful tool to peace building. NCA Somalia has worked to involve women in

peace initiatives through annual peace caravan run by women and youth during the 16 days of activism on violence against women (26th Nov – 10th Dec). In Puntland, NCA supported the Ministry of Women Development and Family Affairs (MOWDAFA) in marking 16 days of women activism against violence.

3.4.4.3 HIV/AIDS

This is another crosscutting area which NCA has mainstreamed in all its activities. Although the prevalence rate in Somalia is statistically estimated at only 1% (at 1.5% for Somaliland, 0.9% for Puntland and 0.5% in South Central areas⁷), the NCA activities supporting this initiative were well placed based on the fact that there exist a high interactions with the citizens from the neighbouring countries, like Kenya which has a prevalent rate of 7.4%. If it is not controlled at this early stage, an increase in the epidemic prevalence will for sure open another trajectory for emergency in a

Text Box 5: HIV/AIDS Transmission is not clear
“People here are not aware on how this happens- sometimes back there was an argument that the diseases could be transmitted through the cloths- this argument was never resolved in this village”.
 Observed Mr. Khalif Abbas Mohammud, Dhiganle Primary School CEC member.

volatile and facility deprived Somalia. As shown in text box 5, people were not aware about HIV/AIDS. Some of the avenues and strategies used to create awareness on HIV/AIDS were through the annual peace caravan organized by women in the Gedo Region during the International Women’s Day, sharing and experience exchange amongst women during their groups’ meetings. In 2009, for example, an estimated 43,662 people were reached with HIV/AIDS messages through trainings, field outreaches and awareness processions, and during celebration of World AIDS Day. This was done partly by NCA and implementing partner, DF whose membership is mainly religious leaders. In Gedo, DF and SORDO continued to engage in women empowerment activities which is likely to enable them make informed choices thus protecting themselves from the scourge. These activities were geared towards deepening women’s involvement in productive activities while broadening their capacity and space for decision making and raising awareness on culture-based right deficits that women and girls face, such as FGM.

This evaluation confirmed that there exist high levels of awareness amongst the community and the cultural barriers discouraging open discussion about HIV/AIDS have been, to a larger extent, been broken. However, there exist some areas, like in Dhingale where awareness is not widely spread. Table 5, below, depicts the opinions expressed by some of partner organizations during FGDs.

Table 5: Community/ Leaders Perceptions on HIV/AIDS

Organization	What does the term HIV/AIDS means	Ways HIV/AIDS can be transmitted (3 key ways)	Who can acquire HIV/AIDS
Religious Leaders	It is a diseases, a killer diseases	-Unprotect casual sex intercourse -Blood transfusion -Using unsterilized surgical instruments	Can affect everybody
Somali Women Vision	-It is a disease that has no cure. It damages the immunity of the victim	-Blood transfusion -Breastfeeding, -Unprotect casual sex intercourse	-HIV/AIDS is both gender, and colour insensitive.

⁷ Data Source: HIV/AIDS Sentinel Surveillance, 2004, WHO Somalia.

		-Sharing/use of unsterilized tools	
Dhingale CECs	It is a killer disease, but people are not aware-people here get mystified. Have never gone through the diseases awareness	-Unprotect casual sex intercourse - sharing/use of unsterilized tools -Cuts during shaving	-All can be affected
SOMDA (Somalia Development Association)	HIV is the virus that proceeds to AIDS and the drug has not been found	-Sexual intercourse- accounting for 75%, - Blood transfusion -Using unsterilized surgical instruments	-HIV/AIDS is gender, age and colour insensitive.

3.4.5 Coordination, Monitoring and Management of the Partnership

In Gedo Region, NCA partners are: SADO, ASEP, DFI and NAPAD. SADO runs programmes in Barder area. ASEP works in the area of Godondow, Diqale, and Khadija Haji while NAPAD works in Bulla Hawa, godondow and Burjaabo among other areas. DFI works in Lugh and Elwak areas. Most of the partner agencies run similar programme that includes food security, WASH, Education and Gender empowerment. They have similar working partnership programme with other INGO and UN agencies undertaking similar projects.

In Puntland, NCA partners with KDO, SWV/SOMDA, SORDO and with MOWDAFA. KDO collaborates with NCA in WATSAN and in the construction of schools (KDO constructed Dhingale which was the largest school in Puntland in 2008). SORDO activities include WASH, livelihoods, protection of IDPs, Human rights, Education and health. SWV and SOMDA implemented WASTAN, income generation, livelihoods, peace building and GBV activities.

In Mogadishu, Bani'Adam Relief and Development Organization (BRDO), a local NGO, implemented WASH programme in the former Agricultural College and former Agricultural High School.

Besides partnering with local civil society organizations, NCA collaborates with faith based leaders, village leaders and local administration (either TFG or Militant administration in power). In Puntland, For example, NCA has a close working relationship with the government and supports ministries of education, justice and religious affairs, women development and family affairs, among others. Government institutions working closely with NCA include HADMA and GVTC.

The implementation of NCA activities is done through stringent competitive tendering process that ensures thorough assessment is carried out before identification of a collaborating partner. After the award of implementation tender, the implementing partner organizations sign a MOU with NCA. This MOU defines the *modus operadi* of the partnership with NCA. "NCA has Monitoring and Evaluation guidelines that the partners must follow when implementing a project. We therefore use the indicators to track down the progress and measure performance" stated Mr. Yusuf, the team leader, in Puntland. In this regards, the NCA collaborates with the partners from the planning phase through the implementation phase providing advisory and guidance in the project implementation. Besides the MOU, NCA and the partner organization signs an implementation contract upon which the first disbursement of funds is made to enable the mobilization for the activity implementation. Further disbursements are hedged upon and are subject to realization of outputs as stated in the contract. A narrative report depicting the output realized is required by NCA to support request for additional disbursement. This process of

financial monitoring is referred to Field Financial Report Evaluation (FFRR). The performance of the partners is measured against indicators defined in the contractual agreement.

The coordination and monitoring was found to be efficient. NCA ensured prudent management of resources, especially financial, through regularly meetings with partners. Quarterly evaluation meetings with the partners are held, and in this forum, an opportunity for exchange of information is provided. This is in addition to regular guidance provided by NCA staff, but the entire implementation of activities is left to the partner organization. However, In Gedo, NCA field team partly implements and partly monitors partners' work across the districts. This mode of operation has strengthened the relationship and enhanced efficiency in programmed delivery.

3.4.6 Effectiveness of Programme Implementation through Partners

NCA has developed partnership with key local NGOs through which most of the programme implementations are carried out. The partner plays a distinct role that includes planning, implementing and measuring the necessary improvements toward achievement of programme goal and objectives. Owing to the volatile context under which NCA operates, this evaluation found the partnership arrangement as the best possible option for realizing programme goal and objectives.

To counter the challenges of best use of resources and programme monitoring, NCA has hired a trained field team, especially in Puntland to spearhead the coordination of the implementation through partners. In Addition, undertaking due diligence by NCA on selected partners had ensured identification of knowledgeable, experienced and bankable institutions. Further, the consultant field investigations showed that the field team leaders were clear on the issues of planning, organizing, directing, coordinating, budgeting, reporting and M&E, especially as provided in the newly rolled out Somalia M&E guidelines. Specifically, the field team leaders were clear of the following managerial requirements:

- A clear view of the programme objectives and means to assess, and wherever possible to measure outputs or performance in relation to the objectives,
- Well, defined responsibility for making the best use of the resources in their control towards achieving value for money,
- Access to information especially expert advice from the Nairobi office

Therefore, the field team leaders were rightly in vantage to advise the partners accordingly especially in setting out clear objectives and targets, allocate resources to ensure their achievement, had control of costs (using FFRR system), and acted strategically and proactively to shape the external relationships with the local authorities and beneficiaries upon which successful implementation dependent.

3.4.7 Relationship with Local Authorities

With long experience of working in unruly Somali, NCA has developed strategy to deal with the power that could be. Further, the do-no-harm principle is mainstreamed in all the NCA activities besides having a strong code of ethics guiding the organization and the staff internally and in the external environment. In

Text Box 6: NCA Relation with Community

“On explaining why they have good relationship with NCA, Village elders of Barley Village stated that (i) is due to the principle of the NCA of human dignity; (ii) NCA are accessible; (iii) cooperate with the community; and (iv) NCA interventions are guided by the real felt needs of the communities”. FGD with Barlev Villae Elders

Gedo and Mogadishu, the power oscillates around different institutions concomitantly and or intermittently - TFG or Al Shabaab administration in power. In Puntland, NCA has maintained good working relationship with the government institutions as well as with grassroots leaders-village elders, see Text Box 6. Consequently, NCA has had an uninterrupted working experience in Somalia, sometimes operating in environments which it may not have been unable to operate if do-no-harm principle are not maintained.

3.4.8 Challenges Encountered

The evaluation noted the following challenges that were encountered during the period of implementation:

- Intensification of conflicts as the TFG lost control of key holdings against Al Shabaab. Major setbacks were encountered within and surrounding Mogadishu resulting to displacement of over 1 million people. Consequently, the need for emergency response to save life distracted the implementation performance in terms of resources reallocation and time factor.
- Failure of the October-November (Deyr) 2008 pushed the population that depended on humanitarian assistance to 46% in Gedo while in other parts like Puntland cases of people losing life were reported, thus stifling the gains achieved through tsunami recovery interventions.
- Global economic crisis and increased inflation rates as a result of uncontrolled rising of local prices increased operation cost and the price of food commodities translating to high cost of living. This happened against declining humanitarian support as a result of withdrawal of organizations due to increased piracy incidences. The net effect was constrained humanitarian assistance and support to the most vulnerable populations.
- Change of the administration guards as TFG lost ground meant that more time was spent in initiating transactions costs as well as devising new tactics and modalities of collaboration.
- NCA has managed to coordinate and implement education intervention through donor support. NCA runs 27 school institutions including 2 secondary schools in Gedo area while Trocaire, the other major player in the education arena, supports 15 schools. The new GLS whose implementation is in the offing requires that NCA exit from the implementation of the education activities. Certainly this will have serious implications to the education sector in which Somalis have placed their hopes of enhancing their livelihoods and improved prospects for their children. The discontinuation of the school feeding programme has already caused devastating results as 18% of school going children have fallen out of the school system of the NCA supported schools in Gedo.

Specific challenges affecting agricultural activities included:

- Delay in procurement of seeds: Seeds were not delivered on time to enable dry farming planting which is advisable for an arid area like Gedo. This would have taken advantage of the onset of Gu season to cut down on irrigation cost especially fuel.
- Technology introduction: This should have been introduced as a package- technology introduction and training on how to apply the same. However, the plough was delivered first and the training followed later. Some households were allegedly reported have given away the plough since its importance had not been communicated. A rush for the plough occurred when the training was offered and the usefulness was known to the farmers.
- Irrigation canal not efficient: The water distribution canals to various farms were not lined and susceptible to frequent breakage. Lined canals will increase the efficiency of water flow and eliminate wastes, but the cost is extremely high and limiting.
- Pest management: The farm lands were large, highly productive but had high infestation of pests. The capacity to access pesticides was limited.

3.5 Impact of the Programme

3.5.1 Impact from Education project

In Gedo region, NCA has been supporting education project for 17 years in Gedo region. A total of 27 schools, comprising of 25 primary and 2 secondary schools were funded through NCA Somalia programme. This is a growth of about 20% as the evaluation of 2007 showed that NCA was supporting 23 primary schools. In Puntland, NCA supported construction and equipment of 2 primary schools one of which (Dhingale Primary school) was reported as the largest school in the country. The subsections below describes the impact either positive or negative that are directly or indirectly associated with the programme.

3.5.1.1 Increased Enrolment and School Retention in the System

The school enrolment has increased over the years due to the support given through NCA. Importantly, the enrolment of girls has been growing against unfavourable socio-cultural factors that particularly inhibit girl child education. In 2008 & 9, the number of boys and girls were more or less at par (see figure 2). The main factors influencing this growth included increased awareness campaigns facilitated through the programme and the management of the WFP supported school feeding programme which had also arrangement to take home rations (THR) which has become popular. By the end of 2009, NCA ensured that a total of 11,255 children (5990 boys, 5265 girls) were retained in school for at least 95% of school calendar. The trend denotes an impressive growth rate of 61% between 2006 and 2009. 35% increase in girl

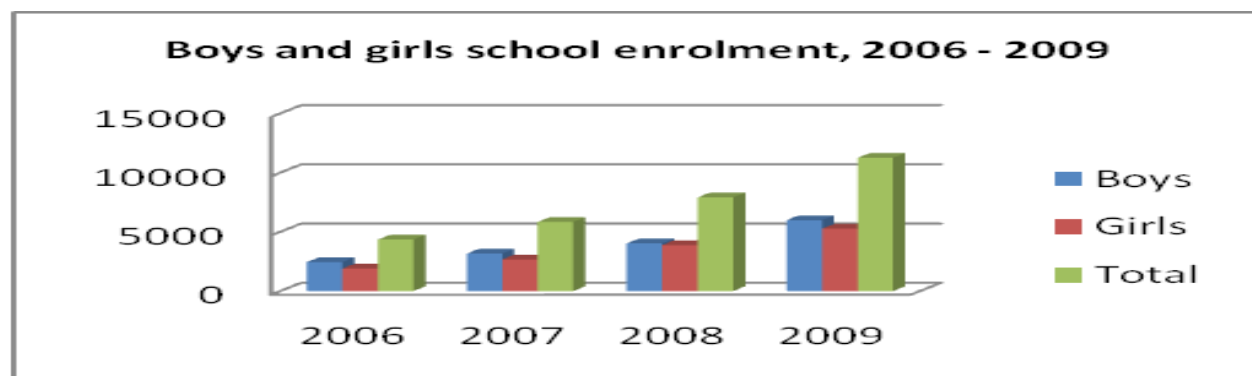


Figure 2: Schools enrollment; Source: Gedo region, Garbaharey Office

enrolment was recorded against 49% for boys. By 2010 (see figure 3), a significant drop of 6.5% in enrolment occurred as total population of student is 10520 (5,604 boys and 4,916 girls). The most probably reason could be as a result of the suspension of the school feeding programme by WFP and the growing conflict. Many families were seeking for refuge outside the country as a result. The evaluation Report of 2007 showed that the enrolment stood at 4,392 pupils of which 2,452 represented boys population and 1,940 that for girls. This depict a growth rate of 139.5% in between the span of the two evaluations

Before completion of the Dhingale Primary School which opened its doors in 2010, the local school that existed had only 2 temporary classes which were utilized to accommodate one class through shift arrangements. By then, it had a population of 145 pupils comprising of 44 girls and

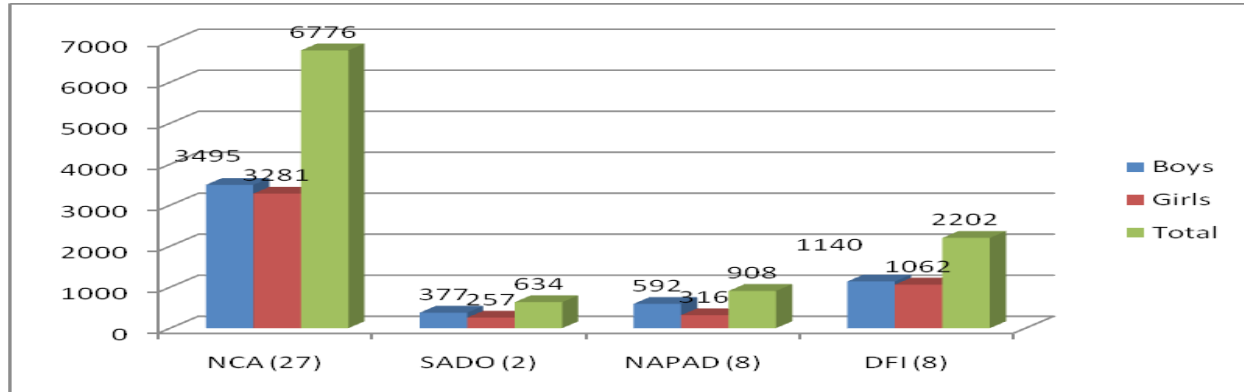


Figure 3: School Enrolment as in 2010; **Source: Gedo region, Garbaharey Office**

101 boys. This grew to 242 consisting of 133 boys and 81 girls. This meant that pupils exceeding 4 years of primary education were either looking for alternative schools away from Dhingale village or just dropped out. This explained the drastic growth immediately after opening of the school.

3.5.1.2 School Performance

In 2008, NCA supported school in Gedo had 80 grade eight candidates out of which 97.5% scored the requisite pass mark. In 2009, the number of students increased to 97 candidates comprising of 64 boys and 33 girls. However, the performance was not as impressive as that of the previous year as only 75% attained the requisite pas mark. In 2010, the number of student plummeted by 45.4% to 53 candidates as compared to the previous year. The results for 2010 were yet to be announced by the time of this evaluation.

The most probable reasons for this decline in performance as well as in the number of candidates were attributable to the suspension of the feeding programme by the WFP and the heightening violence. It is unlikely that it has anything to do with the teachers or quality of teaching. The evaluation noted that NCA has been improving the capacity of teaches continuously and motivating them to continue teaching by paying them incentive and supporting curriculum development. Available data shows the number of teachers increased from 177 in 2009 to 286 in 2010.

3.5.1.3 Improvement of the Studying Environment

NCA has continued rehabilitating or building new school facilities with objective of enhancing access to primary and secondary education. Consequently, NCA constructed 48 semi-permanent Classrooms, 17 new permanent, 52 rehabilitated and 15 kitchen, 4 rain water harvesting facilities, 13 classroom verandas, and 1 meeting hall.

Since hygiene and sanitation aspects were integrated in the education development, NCA provided 31 VIP latrines and 5 hand washing facilities to various schools; for example, Garbaharey Primary school received piped water to enhance access to water and sanitation facilities.

Through improvement of the teachers and CECs teaching and management capacities, school resources will be better managed and teaching quality will likely improve. However, the use of different text books and resource material is likely to cause uncoordinated education programmes in the country. Though most schools use the UNESCO/UNICEF designed school books, a few schools especially the secondary schools use Kenyan textbooks/curriculum. This has resulted in the local educationist calling for utilization of local context and environment to teach GHC. Some schools use Middle East curriculum and all this appears to add to the poor coordinated school curriculum. A recent change to Al Shabaab administration is likely to impact heavily in change of curriculum in school in all the areas under their control.

In addition, the suspension of the WFP school feeding programme led to massive dropouts and mostly affected girls. The school dropout and transition rates to secondary schools has become worse in urban centres as compared to the rural schools (see Figures 4 and 5). However, overall the programme has had very positive impact in enhancing enrolment and reducing school drop outs.

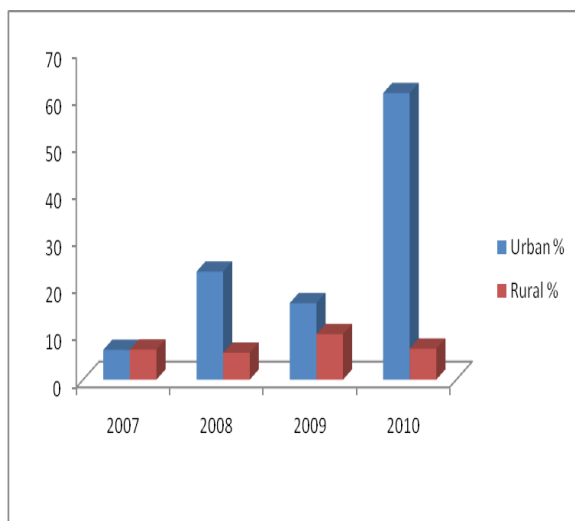


Figure 4: Urban and Rural Schools' Dropout Rates

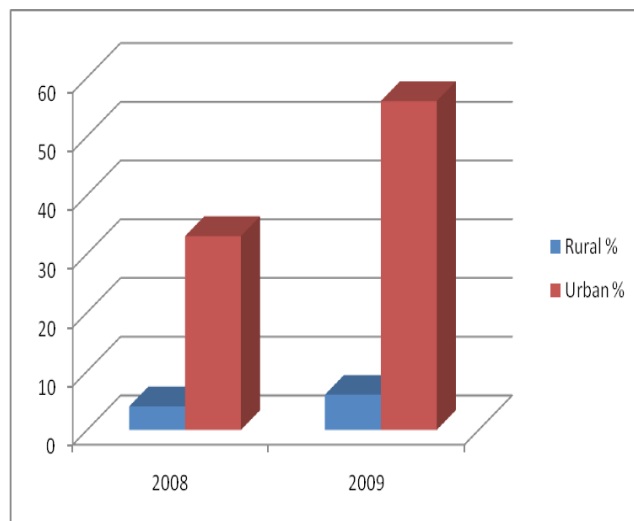


Figure 5: Urban and Rural Transition Rate to Secondary Schools

3.5.2 Water, Sanitation and Hygiene Impact

The evaluation was unable to acquire adequate quantifiable data, thus the impact associated with this intervention was based mainly on qualitatively information obtained during the FGDs. KIIs and field observations, and is discussed below:

In Gedo, NCA supported eight water supply groups and addressed the acute water shortages in many towns in Gedo. Two private water suppliers located at Garbaharey were identified and

their water supply infrastructures improved to provide water to Tulla Barwaqo, Gedweyne, Damasa, Bardera, Elcade, El gadud and Bulla Amin). As a result, the price of water was reduced by 76% from Som Sh. 50,000 to Som Sh. 2,000 for a 200 litre container.

Rehabilitation of wells, like in Resqode, was nicely done and livestock troughs were separated for camel, cattle and goats. This resulted in reducing pollution of the water at the source and easing congestion while ensuring safety of smaller animals at the same time. Sanitation facilities were also constructed for schools and PHAST training done. Whereas some villages have not registered meaningful change in the part of the users associations, some areas, like Qaidow and Hufey present showcases of successful villages where people's practice, attitude and beliefs have been sharpened by the PHAST training.

With improved water supply system and sanitation, and reduced water prices, the community members enjoy increased amount of water in quantity, quality and reliability as well as improved environmental hygiene resulting in the following impact at household and community levels:

- Improved hygiene resulting in decreased water related diseases,
- Reduction in household expenditure. The savings could be directed to other use including enhancing food security.
- Change of practice, attitude and beliefs towards use of toilets (about 18 new toilets were constructed by individual village members with no financial support).

However, although two private water suppliers are serving the targeted community well, there is a risk that they could finally commercialize them in future for their individual gains since they never entered into any kind of contract/agreement either with NCA or with the communities.

The Afgoye corridor of Mogadishu is an example of NCA's dedication to serve people even in very harsh environment of Somalia. In this area, NCA projects are implemented through a local NGO - BRDO and monitored by a hired local consultant. The programme activities were intended to provide clean and safe drinking water to the target beneficiaries. The implementation of these activities started in 2007 and has supplied water to 120,000 IDPs.

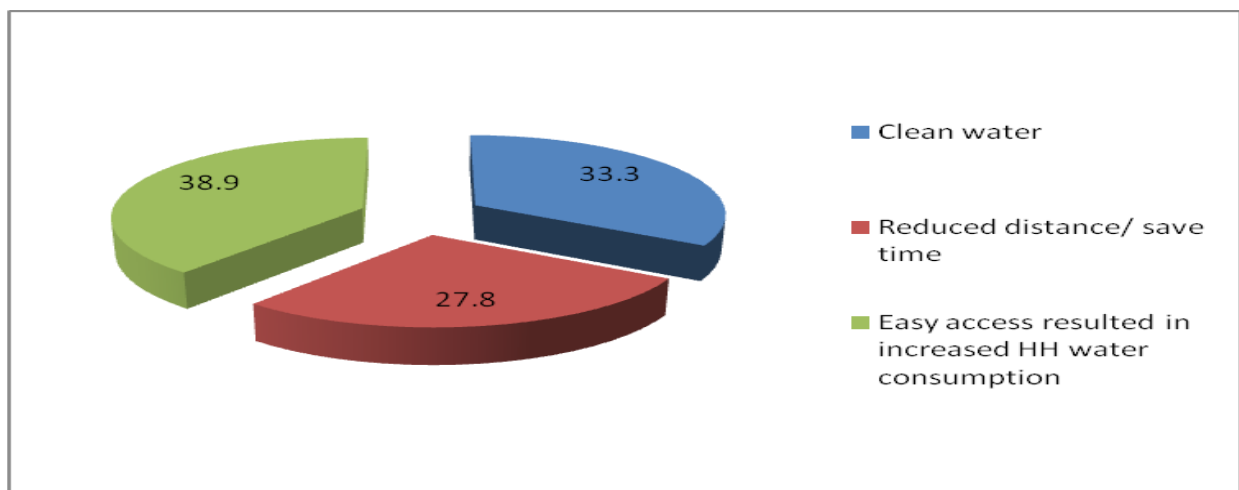


Figure 6: Benefits accrued from the Water System: the case of Pandar Balva

Water is available to IDPs within 2km radius and has resulted in reduced expenditure incurred through water trucking and its inefficiency (queuing for hours just to get 20 litres of water) which prevailed before the intervention. The population of the IDPs in the camps is reported to have increased as the quality of life improved with the provision of clean and safe water. Further, it

has been reported that enterprise growth is evident as a result of the stability brought about by the project.

As a result of its impacts in improving hygiene and sanitation as well as reducing cost of water provision to the IDPSs families, UNICEF agreed to take over the running of the project.

In Pandar Balya village, the households pointed out three key impact of NCA water supply system as shown in figure 6; namely: clean water, reduced distance/save time and easy access resulted in increased HH water consumption.

In Ham-Hamaa village, the community members pointed out that before the development two water berkads by NCA, death of human being and their livestock were common during prolonged drought season. During severe dry spells, the village was deserted as people migrated in search of water. Community pointed out the following key impact in relation to water, sanitation and hygiene:

- Life saving,
- The quality of water is clean, thus incidences of diseases have reduced,
- Household have managed to save money which was being used for buying water,
- Children are able to study without interruption.

Another impact associated with NCA water intervention hinges on the fact that women and girls are the main suppliers and users of water and have become the direct beneficiaries of WATSAN projects. The distance women and girls used to travel to fetch water have reduced and hence are able to use the saved time for other productive purposes. For example, NCA has concrete evidence that more girls enrolled in schools in 2009 and the increase was attributable to increased water availability.

These benefits notwithstanding, some challenges have been encountered as depicted in Figure 7. In Pandar Bayla, for example, although more than 40.7% of respondents were fully satisfied

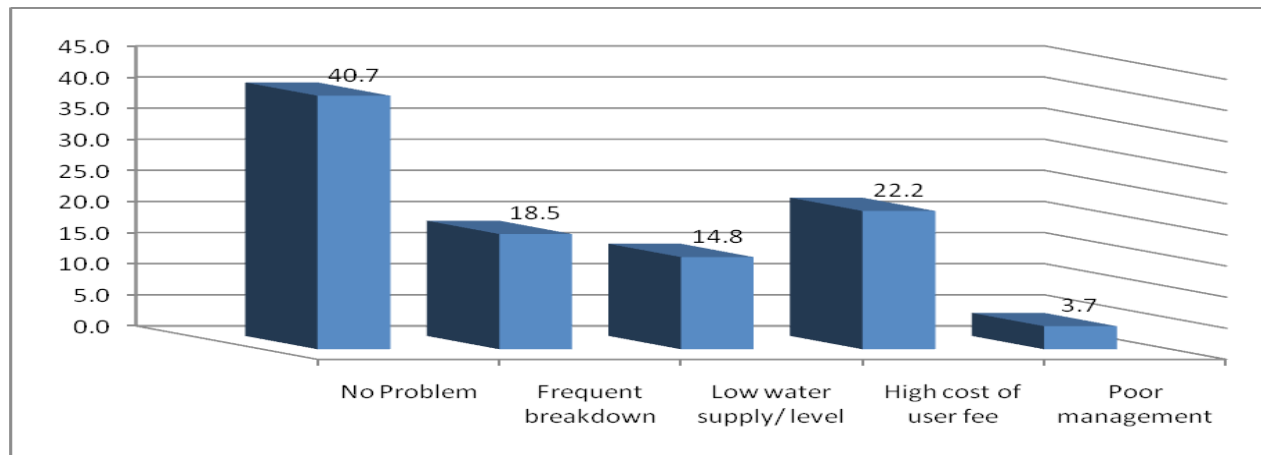


Figure 7: Problem with Water System: the case of Pandar Bayla

with the functionality of the water supply system, others presented some challenges which if looked into, could tremendously elevate the extent of impact at the household and community level.

3.5.3 Impact on Emergency Intervention

This thematic area sought “to alleviate human sufferings and empower communities to deal with natural disasters & complex emergencies”. Thus, NCA was to respond to emergency in order to save life mainly of emerging needs which had not been planned. Carefully, NCA integrated the aspect of development in the intervention. This was, besides, other effects; found to mitigate the tendency of dependency syndrome and NCA’s attempt to instill some sense of self reliance to the victims recovering from the emergency conditions.

3.5.3.1. Impact from Pure Emergency Assistance

The 2009 drought instigated a human disaster. NCA responded by supporting 98,652 beneficiaries in Nugaal and Karkar/Bari and Ceyn/Ayn regions of Puntland and further 153,306 beneficiaries from Afgooye and around IDPs settlements camps in Mogadishu. The interventions under this component were meant to alleviate human suffering mainly due to drought. The nature of intervention was expected to deliver short-term outcomes which happened as follows:

- Lives were saved by reducing water borne and hygiene related disease outbreaks. The PHAST training helped in the improvement of hygiene through change of behaviour, attitude and practices.
- Distribution of NFIs saved the population dying of hunger and improved the human dignity through provision of bedding kits.

3.5.3.2 Impact from Development Initiatives

Some of the development initiative interventions carried out by NCA under emergency conditions included: (i) supporting agriculture; (ii) Income generation; and (iii) Education.

Agricultural related activities were mainly supported in Gedo region. The farmers received farm inputs (seeds and ox plough) and were trained on improved irrigated farming practices. The irrigation infrastructure systems were developed as well. The implementation of this activity was still on-going by time of evaluation and following were anticipated key impacts:

- Yield increased,
- increased acreage under cropping,
- more investment from the Diaspora,
- increased income and profitability from farming

The income generation activities supported vulnerable households, particularly women headed households.

Each household was provided with a grant of 200 USD to initiate an income generation activities. Some of the small

Text Box 7: Impact of IGA

“Ms Run Cabdi is female HH resident of Shabelle IDP Camp in Garowe and a beneficiary of the NCA \$ 200 enterprise grant. She is a mother 11 children. She started firewood selling business with the money given. In every load of firewood she buys, she gets a profit of \$20. In a month she earns \$40. The profit is used mainly for feeding the family. Education is freely offered through UNICEF. She has also managed to open a kiosk where she sells food stuff. The stock from the 2 businesses is worth \$170.”

enterprise household invested in included selling of cloths and running tea kiosks, see text box 7. The investments had the following impact to the households:

- Acquisition of business skills,
- Enhanced ability to feed and send their children to school,
- The enhanced skills to keep the business running. However, the consultant noted the investment capital of US\$200 would not allow, especially the female headed households who also tend to have large families (on average 10 children) to generate enough money to support families and at the same time reinvest in business. It is likely such families will eat into the capital outlay and business would collapse.

In education, NCA organized and supported temporary schools. Some of the schools had been supported to invest in permanent facilities. This enables children under emergency conditions have access to education which is a globally recognized child right. In addition, this is going to help in development of human resources which is a critical contribution for the country reconstruction in the future.

3.5.4 Somali Men and Women Addressing Gender Based Violence

Some of the activities supported by NCA include:

- Awareness creation on the harmful effects of FGM,
- Capacity building in women/ women groups in view of gaining skills and knowledge to lobby and advocate for cultural practices that discriminate women,
- Supporting alternative livelihoods through training and funding for small women enterprises
- Conducting annual peace caravans

The impact associated with the interventions included:

- The emergence of women activists lobbying and advocating for the rights of women and children, particularly rights of the girl child.
- Women are gradually being integrated in leadership positions. It was observed that in all the community institutions visited, at least a third of the committee members are women,
- Increased school enrolment and retention in the schooling system, especially that of the girl child. The interview with the Ministry of Women Development Affairs of Puntland officials revealed that out of agitation of women pressure groups, Garowe town has 4 women councilors.
- Reduction in GBV and other harmful cultural activities. For example, in the words of Minister for Justice and Religious Affairs of Puntland, Honourable Abdi-Khalif Sheiks Hassan Ahmed, "I would not have any of my daughters undergoing FGM" terming the culture as ancient and outdated practice. A youthful employee who accompanied the minister in the interview observed that the practice is in the decline and that for him he would prefer uncircumcised girl for a wife.
- Provision of alternative livelihoods to former practioners of FGM. In Gedo, women given seed money amounting to \$200 in 2009 have invested in small businesses. After one year in business their capital base has increased to USD 3,000. The group were able to influence 12 FGM practitioners to abandon their work and seek other form of livelihood. In Puntland vulnerable women supported to start off businesses reported to have gained

Text Box 8: Gender relationship

"We are trying to fight that culturally belief and myth that when women are elected in leadership position, the objectivity of the undertaking will never be achieved"

Text Box 9: Impact of IGA Grant assistance

“Before I received the assistance, none of my 7 children were schooling. Today I have 4 schooling and I pay \$5 per month for each child. 2 who have attained school-going age are not schooling for I cannot afford. Not unless I close my shop”

Ms Halima Abi Barre, a beneficiary from Dhingale

a source of income for their families. According to them, the capital base which, on average was about \$150 could have grown to \$1,500 but the business has become the only source for the livelihood including paying for the children’s school fees.

3.5.5 Religions for Conflict Transformation and Peace Building

Anti-piracy dominated the activities in this sector in 2090/10. In May 2009, NCA and GVCT entered into an agreement to train 600 youth who previously were involved in piracy activities in view of rehabilitating them through provision of relevant skills to help them engage in alternative livelihood activities, see text box 10. During the time of this evaluation, the first batch of 50 trainees had just completed the vocational training and the new group was in training and had 2 days in a training programme that was to take them some 3 months. On completion, the graduates were equipped with a tool box signifying their preparedness to start business. The

Text Box 10: NCA Program Impact on Peace

“SOMMDA members had this to say: “On behalf of mothers of Puntland we would like to extend our thanks to NCA for the youth who have just graduated from the GVTC and the ones who have just joined the institution”. “These are our sons who have just been equipped with the life supporting skills to participate in meaningful livelihood activities”. “No one has done a noble job like this in Puntland”. “If one is asked to count what NCA has done here, no one would remember everything the organization has done here since the tsunami time: 167 women have received support to start livelihood activity. This is the only organization that we count as friend of women for promoting women agenda”

following are trades they acquired skills in: Masonry, carpentry and electrical activities.

During the time of this evaluation, SORDO was also training 25 former pirates on business skills. In total, 75 former pirates were expected to acquire business skills and be given a business starting capital of US\$300. This is an innovative strategy that seeks to minimize seas piracy activities through winning hearts of those who are already engaged in the activity through rehabilitation and providing them with skills and productive asset to engage in alternative livelihoods. On the other hands, active campaign is carried out using various ways and methods to sensitize youth in the affected areas against the activity.

An interview with Executive Director of SORDO (see text box 11), which is training self confessed pirates in business skills, noted that some few months ago the ministry of justice

Text Box 11: NCA activities Impact on Piracy

“NCA is the only agency that is undertaking the piracy project which is rather sensitive. NCA had a very good entry strategy and good staff on the grounds who were aware of the situation. Everyone has realized that this project has made good impacts. Even the government appreciates NCA intervention as it has won praise from the Ministry of Justice, Religious Affairs and Rehabilitation. The good rapport between NCA and SORDO has made the intervention succeed” Ahmed Mohammed Ayah, Executive Director, SORDO

recorded 200 pirates who quit the activity. Three (3) of the pirates were undergoing the business training by SORDO namely: - Omari Hosman Sudi, Shafi Yasin and Abdi Jama stated that they were sensitized by the ministry of justice and NCA on the negatives of the piracy and they decided to quit. They were happy with the training that they were going through and they were hopeful that they will acquire requisite skills in business to support them engage in rightful and safe livelihood activities. “We are confident and we know exactly what to do and how to do it” stated Osman, a resident of Ely District. Further interview with the GVTC manager revealed that 2 of the pirates who had completed technical course and secured employment some 2 weeks before conclusion of the course.

Women groups and religious leaders have been the main channel through which the sensitization message is disseminated. The programme has already won praise from the government and the community. It is claimed that piracy incidences have reduced since the activity started. A major missing component is none inclusion of female youth in the training programme. It is assumed that female partners are likely to persuade their counterpart male either not to discard the practice or to engage in the activity.

3.5.6 HIV/AIDS

HIV/AIDS has been mainstreamed in all the NCA activities. Awareness has been and is being created among all the targeted beneficiaries of NCA. It is anticipated that with knowledge about HIV/AIDS: how it is transmitted and how one can prevent it, the low prevalence rate which currently is at 1% will be sustained through reduction in new infection cases and better handling of those who are already infected.

3.5.7 Negative Impact Associated with the NCA Interventions

Increased relief and development support is usually expected to de-motivate people and reduce self esteem in participating in development activities. In other words, continued assistance will likely to promote dependency syndrome. However, for Somalia situation, this was noted not the case. The interventions supported were purely intended to help serious humanitarian crisis. The continued conflict environment was unfavourable for human development. While the protracted violence is related to clan based conflicts, from the wider political context, the war economy and international politics play a big role in destabilizing the country, thus continuously depriving Somalia people space to engage in productive activities and presented them with limited alternatives livelihood options. Thus, trying to fight the dependency syndrome at the grassroots is tantamount to causing more suffering to the vulnerable households, particularly women headed households who are fleeing from fighting in the south. A good example is the stoppage of the WFP school feeding programme which has resulted in schools dropout by 18%. The majority were girls in NCA supported schools. The violent environment has rendered people

helpless with no opportunity in engaging in any meaningful livelihood activity. Prolonged and recurrent droughts worsened the situation. In Dhingale, Ms Run Cabdi was unable to send all her children to school because she couldn't afford to pay fee for all, albeit her being aware of importance of children's education.

3.6 Sustainability of the Programme

Sustainability here looked at whether the positive outcomes of the project were likely to continue after external funding ends, and also whether longer term impact on the wider development process could be sustained by the target group members.

The point of departure towards building of sustainability strategies is the strengthening of the community governance structures. All along, the project activities had been implemented with great consideration of participation and involvement of the beneficiary communities. The training on utilization of the technology introduced means that the beneficiaries are able to internalize and eventually adopt it. The case of Qaidow and Hufey in Gedo presents showcase on how the community take initiative after acquiring the requisite awareness through the PHAST training.

On agriculture, farmers in Gedo were trained and supported to initiate irrigated agriculture. However, they were yet to enter into the second season of cultivation to confirm whether they were able to continue without assistance. The intervention period was inadequate to provide follow up and backstopping and its sustainability is in question. The programme ought to avail more time to train farmers in appropriate farming technologies, post harvest processing and market linkages.

The education flagship programme is to be phased as per by the new GLS. Education activities are not sustainable without continued support by NCA or other development partners. The likely results will obviously be disastrous. Apart from having put up physical facilities for learning, strengthened the CECs

and teachers to ensure effective management of the schools, the situation on the ground that prompted NCA to intervene had not changed at all, if anything, it had degenerated as the violence continue to cause havoc day by day. Many

more people had been rendered destitute and homeless as they fled their homes to join ever growing IDP camps as noted in Text Box 12. Against this background, NCA should not consider relinquishing education support unless planned to hand over to equally able and committed development partner. Rather, NCA should invest more effort and resources towards promoting secondary schools to enhance the transition rate. This will engage the youths in the pursuit of education as many are being lured into illegal activities not well informed of their repercussions

Text Box 12: Necessity of Education In Gedo and Somalia

“We have no government, you are our helper, you educate our children; you nurture young people, including our girls, so they do not join militias. And now you want to close down. What else will you be doing if it is not educating our children? It is very sad and we beg you reconsider and reverse this decision. **Otherwise we loose all the gains made for over 17 years!**” By: Mr Ugaas Cumar Ugaas Hersi, Chief of chiefs, Sade/Murehan Clan. Similar sentiments were expressed by **Community Elders & Religious Leaders in Garbaharrey, Gedo Region, South Central Somalia.**

WATSAN activities would be sustainable given the right development environment. According to households data collected in Pandar Bayla, 75% of respondents' water user (see figure 8) were reported to be paying, while 21.4 % indicated participation in community work. Income derived from the levy was ploughed back towards maintenance of the water supply system.

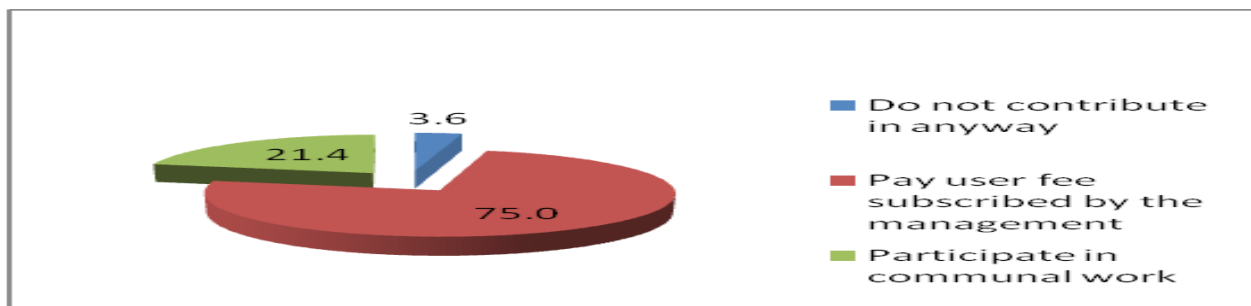


Figure 8: Contribution made by the right holders towards Maintenance of the Water Facility

It is the opinion of the evaluation team that the project has largely succeeded in establishing community participation and ownership. But the ability to sustain the interventions supported by NCA at this point in time is not likely not unless and until the security situation improves. NCA should scale up its effort in support of livelihood activities, particularly small business which are not weather dependant. This would enable vulnerable households participate in the development process. In any case, phase out requires proper preparation of all the stakeholders and in particular the beneficiaries.

4.0 CONCLUSIONS AND RECOMMENDATIONS

Several conclusions have been made deriving from the findings of this evaluation. Similarly, corresponding recommendations have been provided.

4.1 Conclusions

General Conclusions

- The NCA programme has realized considerable milestones in all spheres of its operations. However, it is not possible to quantify the degree at which the annual achievements had been realized as no measurable indicators were included in the programme design. Since, the planning was done on annual basis, with no clear implementation monitoring plan and tracking tool, it was also difficult to measure the timeliness of output and activities realization.
- Although increased development support was likely to result in dependency syndrome, the Somalia situation should be looked at differently. Most of the interventions are absolutely dealing with purely serious humanitarian crisis as communities literally had no chance of stabilizing. There are disaster back to back – drought followed by floods, Tsumani and recurrent fighting! In other words the principles of ‘Do No Harm’ is observed as only deserving cases are considered for support, thus the aid will unlikely create dependence or reducing communal self-reliance in the expectation that NCA or some other outsiders will continue to provide aid so that there is no incentive to maintain equipment or plan for its replacement. Moreover ‘Right Based Approach’ is upheld in that the resource deprived and vulnerable members, especially women and children are mainly targeted.
- Besides partnering with local civil society organizations, NCA collaborates with faith based leaders, village leaders and local administration (either TFG or Al Shabaab administration or other administration in power). Specifically for Puntland, NCA has a close working relationship with the government. In particular, NCA relate with the ministries of education, justice and religious affairs, women development and family affairs, among others. Government institutions working closely with NCA include HADMA and GVTC.
- The implementation strategy through the partners was found to be efficient and effective and it should be scaled up especially now that the security situation on the ground, especially for Gedo and Mogadishu, continue to worsen as conflict intensify due to instability in political leadership which oscillates around the militia and the TFG. Besides the violent environment, the partner LNGOs capability was found to be satisfactory with good track record with donor community. The selected implementing partners were found to be well established and had good reputation; and are trusted by the community. Moreover, the vetting process of the partners was found to ensure that only qualified organizations got contracted. Overall the consultant concluded that there is value for money being realized through this implementation arrangement than it would be the case if NCA implemented directly.
- NCA has introduced monitoring guidelines for Somalia programme. The improved reporting in 2010 in terms of targets and indicators will improve monitoring and the implementation appraisal.

Education:

- Education is the flagship project of the NCA in Somalia. This is one area this evaluation established that many organizations shy away from engaging in mainly because of the high investments costs associated with the sector and does not have immediate impacts. In Gedo, NCA has been supporting education activities for the past 17 years.
- School enrolment has increased over the years due to the support given through NCA. Importantly, the enrolment of girls has been growing against unfavourable socio-cultural factors that particularly inhibit girl child education. The main factors influencing this growth included increased awareness campaigns facilitated through the programme and the management of the WFP supported school feeding programme which has also been arranged to have take home rations (THR) which has become popular.
- In 2010, the number of candidates plummeted by 45.4% to 53 candidates as compared to the previous year. The most probable reasons for this decline in performance as well as in the number of candidates are attributable to the suspension of the feeding programme by the WFP and the heightening violence.
- According to the planned phase out of the education flagship programme as per the new GLS, the results will obviously be disastrous. Apart from having put up physical facilities for learning, strengthened the CECs and teachers to ensure effective management of the schools, the situation on the ground that prompted NCA to intervene has not changed at all, if anything, it has degenerated as the violence continue to cause havoc day by day. Phasing out require to be done systematically while ensuring no major interruption to ensure continuity. Phase out should be preceded by a phase down process of carefully scaling down of intervention activities. This has not happened in the case of NCA.

Water, Sanitation and Hygiene

- The choice of the technology promoted/ supported depended on the geographical condition of the area, population to be served and acceptability of the system. For those who depended on the berkads, access to water is limited to only during the dry period. Water from berkads is spared for the driest period. In the meantime they draw water from other sources, especially from the dry valley until they dry up. This means that besides water from the berkads being protected, the communities are still exposed to water borne diseases.
- NCA interventions have generally increased the quality and quantity of water. In community served by mechanized water supply, the water consumption per day per capita surpasses the Somalia WASH guidelines of 5 litres and it is within SPHERE standards.
- NCA primarily supported development of communal water points and seldom considered developing private water supply. In the only 2 cases where private water supplies were funded, the bottom line was to enhance the targeted community access to water supply.
- It is evident that community members are responding positively in behavioural change as a result of hygiene/PHAST training. Some villages have taken up the initiative to build additional latrines without external assistance, basic hygiene, like washing hands before preparation of meals, after visiting toilets etc have been adopted. In Mogadishu, 58% of the households interviewed confirmed presence of waste collection points at their camps.

Agriculture and Livelihoods

- The irrigation pumps have opened up more farming lands for next season planting, thus anticipated increase in acreage under crops and yields. The kick start diesel pumps were a great boost and highly effective and helped farmers to save on initial investment costs.
- Extension training for the farmers was done using field based demonstration on how to use ox plough and crop spacing among other concepts taught. Demonstration is a powerful tool for technology transfer since adult trainees learn better by doing or at least observing practically. It is the most suitable media for adult learners especially if illiteracy is a problem. However, from the field experience, the need for follow up and backstopping is required for farmers to perfect the improved farming methods and technology adoption.

Religions for Conflict Transformation and Peace Building

- The lawlessness which manifested itself in increased fighting and counter-attacks has taken a new dimension with the emergence and quickly flourishing piracy along the coastal region of Bosaso. NCA has decisively and consistently engaged the beneficiary communities in conflict resolution.
- A major missing component is none inclusion of female youth in the alternative livelihood training programme. It is assumed that female partners are likely to persuade their counterpart male either not to discard the piracy activities
- Through upholding and application of DNH and RBA, targeting of the beneficiaries appear to have been right and during the fieldwork the targeting was never contested as this could have provided a fertile ground for fuelling infighting amongst the vulnerable community. The issues that surfaced during the consultation process were about quantity of the support which was reported to be small as compared to the large number of vulnerable population. The support given was purely used for the purpose that it was entitled- either to save life or support some basic social development under emergency intervention.

HIV/AIDS

There exist high levels of awareness amongst the community and the cultural barriers discouraging open discussion about HIV/AIDS has been, to a larger extent, been broken. However, there exist some areas, like Dhingale that awareness is only in the hands of the chosen few.

Protection in Natural Disaster and Complex Emergency

Through this intervention, NCA sought to “to alleviate human sufferings and empower communities deal with natural disasters and complex emergencies”. In 2009 the response to disaster and complex emergency in Puntland consumed up to 20% of all the resources sourced locally and from Norway which was directed towards mitigating and supporting vulnerable communities pull through the livelihood threatening disasters associated with the drought. This affects annual plans and budget.

4.2 Recommendations

General Issues

- In order to enhance effective programme monitoring and evaluation, the programme design should include **SMART** indicators at the design and planning phase. NCA should undertake this at the beginning of the implementation year. This will be the benchmark to mark, align and track performance of the programme. At the end of the implementation year, the achievement should be reviewed against the targets. For development activities which have a longer life span, a quarterly implementation evaluation of the milestones achieved is recommended.
- The possibility of developing a dependency syndrome should be looked into to ensure and discourage beneficiaries who, to some extent are able to participate in the development process materially. For Somalia case, other contribution by the beneficiaries ought to be encouraged, including labour and in kind contribution. Downsizing the support or suspending support should not be considered as it will worsen the humanitarian condition.
- NCA should invest all the negotiation acumen and continue supporting peace building initiatives for good relationship with key partners, especially local administrations and government in order to maintain the good working; and realization of project goals. The transaction cost is no doubt expensive but it has proved to pay dividend in the long run.
- NCA should as much as possible continue working through the partners in order to enhance efficiency in realizing results. In addition, working through the partners minimizes danger to their staff. In any case, the staffs were found to be doing an excellent job of preparing the logistics, like consulting with the local leadership and the beneficiaries on how the intervention should be carried. These logistics are prerequisite to intervention implementation. Moreover, NCA staffs are involved in the follow up activities of the intervention during and after implementation. NCA should intensify capacity building in the partners as well as in the staff to enhance implementation efficiency and effectiveness.
- NCA should strongly support and encourage adoption of the newly introduced monitoring guidelines in order to improve implementation performance through efficient, effective and measurable tracking tools.

Education

- The planned phase out of the education flagship program as guided by the new GLS is untimely and certainly will be a big blow to education and hopes of the community and in particular the youth. NCA should do all what is within their reach to ensure that what it has struggled to build for the past 17 years does not go down the drain. It recommended NCA reconsider its position and continue supporting education support sector. A phase down process is proposed. Phase down refers to the process of scaling down of intervention activities in an area of intervention. This should be done systematically where technical and organizational backstopping are envisaged until such a time when the systems are self sustaining. Critical changes should be avoided and where it is inevitable, the changes should be smoothly be effected to minimize its impacts and ensure sustainability. Phase-out on the other hand is complete withdrawal of interventions in an operation area. This should be carefully done and should be guided by well laid down plan. The following indicator aspects need to be assessed:

- Has the target community acquired sufficient capacity (organizational and technical) to continue with the project activities or even to support new innovations,
 - Through its networking and coordination functions of the programme, is there any other stakeholder to link with the community institutions for continuity,
 - Has the programme and beneficiaries successfully accomplished the projects activities
- More energy and resources should be mobilized and targeted towards enhancing secondary education and vocational training deliberately to empower the youth through imparting them with relevant skills to assist them in gaining meaningful employment and other livelihoods activities to persuade them from engaging in illegal activities including recruitment in militia gangs and piracy.

Water Hygiene and Sanitation

- It was established that NCA care for the quality of water being given. As such, since some technologies have been found limiting in terms of access to adequate water, hygiene need to be part and parcel of the WATSAN intervention. For instance, this study has established that water from the berkards is sparingly used and often it is preserved for use during the direst months of the year. In the meantime, water is sourced from alternative sources, particularly from dry riverbed. This water is likely to be contaminated owing to poor sanitation conditions. Therefore, in spite of quality water sourced from the berkards, the danger of contracting water borne diseases is not eliminated. Therefore, the programme should continue educating the right holders accessing water from such sources on hygiene practices even after completion of the development of the water facilities in order to safeguard benefits associated with the intervention, particularly those related to the health.
- Signing a formal agreement is necessary to ensure community interests are protected. For example, in Gedo where the programme supported two private water suppliers located at Garbaharey to provide water and although they were serving the community well, the likelihood of commercializing them through hiking the user fee in the future for their individual gains cannot be ruled out as there was not formal contract with them.
- The fact that community members have, on their own started building latrines without external support, demonstrate that the hygiene sensitization is gradually changing the traditional sanitation practices. NCA should enhance the hygiene campaign to cover wider scope in order to minimize on hygiene related outbreaks that have been found to frequently demand for emergency interventions. This diversion of attention and resources was found to interfere with the programme's annual plans and budgets.

Agriculture and Livelihoods

- In the absence of lined canals, NCA should promote capacity among the farmers on efficient and productive way to utilize the water resources. This could be achieved through minimizing wastage brought about by leaks and or irrigating excess water or irrigating during wrong time in the day when most of the water is lost through evapo-transpiration.

- NCA need to upscale follow up and backstopping in the second crop season. Challenges affecting farmers should be addressed to learning lessons carefully recorded to assist in replication of the intervention.
- There is need to support extension services and train farmers on; improvement of soil fertility, cereal drying and storage techniques, farmers co-operative based on the concept of one-crop one village linked with sustainable markets and pump repair and maintenance. A team of local TOTs on extension service as community own resource persons should be trained to undertake extension services.
- Supporting IDPs with small livestock projects e.g. poultry projects to enhance their nutritional support and household income. A herd of 20 chicken with a poultry house can transform the quality of life of an IDP family

Religions for Conflict Transformation and Peace Building

- Alternative livelihood targeting piracy is embryonic and an innovative idea that NCA should seriously and consistently promote. The world all over is concerned and is in dilemma on how to combat the problem. NCA has come up with the non-violent strategy anchored on the religion which hitherto, although gradually, has proved its efficacy. More gains are expected as the stakeholders expand their coverage.
- Revamp religious leaders' intervention as a strategy to promote conflict transformation and peace building. More resources should be directed towards holding of peace building rallies than the 3 annual events which are not sufficient for a vast area that need intervention by the religious leaders.

Protection in Natural Disaster and Complex Emergency

The programme sustainability is limited by other very challenging context (no stable government, high insecurity, displacement, climate hazard). Nevertheless, NCA has strategically organized itself to swiftly and efficiently respond to emerging disaster to save life and human suffering. In particular, the way the programme responded to the 2009 emergency resulting from prolonged drought in Puntland is remarkable. Two main issues describe the capacity of NCA to respond to emergency and in saving human lives and suffering: (i) the response was timely; and (ii) the resources were efficiently and effectively used such that rather than reaching the planned 58,020 people from 9,670 households, the actual beneficiaries almost doubled to reach a total of 98,652 people from 16,442 households. Due to frequency and magnitude of these emergencies, NCA should create a contingency kitty primarily for handling such incidences other than diverting funds already budgeted for, thus negatively impacting on annual planned outputs and outcomes.

5.0 LESSONS LEARNT

Lesson learning is an important component of effective programme management and implementation. Lessons learnt should be an integral part in all the stages of programme cycle management. A lesson is a new idea, process, experience or understanding, which goes to improve the way the project is managed and contributes to greater effectiveness and wider impact of the of an activity. Usually interventions do not turn out exactly the way they were planned; sometimes the needs are not immediately clear or cannot be easily understood; circumstances also do change, for instance there may be new people in the community, for our case, the IDPs who have settled in the project area running from conflict in Mogadishu, there may be new needs, old needs may have been addressed or problems might be affecting people differently. In this light, it is needless to state that project must make a conscious and deliberate effort to tease out lessons, document them and incorporate them into the project cycle as well as share them with partners and other stakeholders in order to contribute to best practice and enhance final products. The following are the key lessons emerging from this evaluation:

- Security is the main constraint and interrupts activity frequently. Access and acceptance of NCA staff/partners was key to achieving programme goals despite the high insecurity and allowed completion of the project activities. This is attributed to the strategy of recruiting local technical team that was able to operate under harsh and insecure environment. They are part of the community they serve and they seem to go along so well. They possessed requisite skills and experience which helped them to perform their tasks competently.
- Demonstration plots are ideal and should be promoted further as the main training centres. Besides the importance of the multiplier effect- that more farmers will be reached as compared to the in-house training, the impact of practical training is more appropriate to farmers who are predominantly illiterate.
- The performance of an irrigation scheme typically focuses on the “efficiency” of water use. This means the volume of water required by the crop divided by the volume supplied at any given level in the system. Productive use of water will enhance the cost-effectiveness of the crop production. Other important performance indicators are:
 - Adequacy
 - Dependability
 - Equity
- Education is a major tool to mitigate poverty. Further, emergency education intervention is a shield for child recruitment and has been essential blocks for conflict transformation and peace building as well as promoting girl child rights.
- Media, especially through radio and publicity materials have increased coverage of information dissemination on GBV and other gender concerns, like FGM
- Recurrent and prolonged drought challenges can easily disrupt the implementation plan as attention is thereafter focused in addressing the emergency occasioned by it (drought).
- Use of religion to fight piracy and other harmful cultural practices is working and should be expanded. Female youth should also be included in the vocational and business skills training.

6.0 REFERENCES

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2. **NCA Somalia (2010):** Project Monitoring and Evaluation Guideline
3. **NCA Somalia (2010):** Representative's Narrative Periodical Report
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5. **NCA Somalia (2008):** Country Narrative Report
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10. **UN-OCHA SOMALIA (2009):** CAP End Year Evaluation (EYR),
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12. **WHO Somalia (2004):** HIV/AIDS Sentinel Surveillance

LIST OF APPENDICES

Appendix 1: Terms of Reference

Evaluation of the NCA Somalia Programme in Gedo, Puntland and Mogadishu Areas

TOR for Consultancy Undertaking

I. CONSULTANCY SUMMARY

The Consultancy will endeavour to evaluate the entire program being implemented by NCA since the last comprehensive evaluation in 2007 in terms of its responses to emergencies and recovery efforts as well as the impact it has made on the livelihoods of the target communities.

The consultancy will be undertaken by a team of three and will be headed by the member who comes from a Nairobi based consultancy firm, Acacia consultants. The other two members of the consultancy will be local consultants from the Gedo and Mogadishu areas.

II. PROGRAM DESCRIPTION

NCA's program in Somalia follows an integrated approach that combines and promotes emergency, development and practical elements of advocacy to deliver a comprehensive package of support to communities. Within this, the hard-ware components (water supply, education, agriculture and income generating activities) are made to benefit and draw synergies from the soft-ware components such as hygiene and sanitation education, gender, peace building and HIV/AIDS. Again NCA's strategy has been to apply the principles of Do-No-Harm / HAP and aspects of Rights Based Approach in the course of implementing the program.

The program has seen relative growth since the last evaluation in 2007. Local implementing partners, mainly locally blend NGOs and from the Somalia diaspora have become partners of NCA implementing various projects across the three regions.

It may be noted that the evaluation comes at a time that NCA globally is preparing a new 5-year global long term strategy (GLS). In the part of Somalia Program, this serves to inform the process, set new targets, pick and integrate particular lessons to carry into the new strategy and address any arising gaps.

As such previous program evaluation, other thematic evaluations at country and NCA global level, issue and thematic assessments and so on will come in handy for the exercise. NCA will provide appropriate documents to the consultant to be able to understand the details of the program and respective projects.

The main thematic areas for the program are:

- Education support in the Gedo and Puntland regions
- WASH support in the three areas
- Protection activities in Benadir district, Afgooye corridor of Mogadishu and Puntland
- Gender and women empowerment in the three areas
- Agriculture and livelihood interventions in Gedo region
- Conflict mitigation and peace building as cross cutting activity

III. RATIONALE FOR THE CONSULTANCY

The Somalia program has committed to conduct a reality check of its program, in the form of a comprehensive and independent evaluation through the eyes of an external consultant every 3 years. As such the overall rationale behind this evaluation undertaking is:

- To determine the impact of the program on the beneficiary communities given the constraints and the many problems encountered, and
- To identify the lessons learned and to recommend on the best way forward for the program. These should clearly delineate recommendation for different groups such as protracted and newly displaced IDPs, host communities, rural and urban groups, marginalized communities, pastoral and riverine communities etc.
- To determine and assess the advantage or disadvantage, as the case might be, of operating with and through LNGO partners and make recommendations on the best way forward including issues of institutional and organizational capacity building for technical programming and rights advocacy.
- Risk analysis and management of operational particularly in the South Central Zone. This should include ways to engage with authorities non threateningly building rights exercise spaces and opportunities particularly for women
- To determine NCA Somalia program capacity for EP/DRR (Emergency Preparedness / Disaster Risk Management) and recommend on the way forward

IV. SCOPE AND OBJECTIVES

a) Scope

The scope of the evaluation is the period from the last program evaluation in May 2007 to Aug. 2010.

b) Overall objective

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

1. The extent to which the program has contributed to opening up spaces for women rights and overall rights advocacy for the vulnerable in Somalia.
2. The extent to which the program has made an impact on conflict mitigation and the promotion of peace

c) Specific Objectives

- Evaluation the way in which the projects were designed and implemented and whether the lessons learned at every stage are being addressed.
- Evaluation the appropriateness of the Program's purpose and the results achieved in respect to the stated aim and taking into account the physical and socio-economic environment in which the program operates.
- Assess the appropriateness and relevance of the program methods and strategies used by NCA
- Assess the efficiency of project implementation considering timing, targeting, technical solutions and community involvement.
- Assess the appropriateness and use of the Do-No-harm and Rights based strategies.
- Assess the perception of the stakeholders in terms of NCA's added value and the level of participation and ownership of projects by the target communities
- Evaluation the quality of the day-to-day program management (management of the budget, of personnel, relations and coordination with local authorities and beneficiaries)
- Evaluation and assess the capacity and quality of work done by local implementing partners (LNGOs). This to include their capacity for EP/DRR (Emergency Preparedness / Disaster Risk Management).

Based on the project proposals and reports, the consultancy may need to address the following specific questions to the project components:

- Were the projects appropriate (relevant) in relation to the needs of the population?
- Has the respective projects achieved their quantitative and qualitative targets to date? If not, why not?
- Are the established targets reasonable?
- Have planned activities been carried out appropriately and in a cost effective way?
- Has the community fully participated in the implementation of the project?
- Have the local government authorities supported and participated in the project?
- Do the projects relate and contribute substantively to the local development plans?

- Has the projects ensured women's participation including active decision making at all levels? How does the woman evaluate their situation and what are their suggestions for improvements?
- What is the status and level of collaboration and coordination of the local and international organizations' working in respective areas? What are some of the major challenges?
- What potential for program sustainability exists in the program? What can be done to enhance post-intervention sustainability of projects?

V. COMMUNITY PARTICIPATION

Community participation is fundamental to NCA's work as, in the absence of any effective central authority; sustainability of projects would not be achieved without the active involvement of the beneficiary communities. Therefore, the consultancy is expected to conduct a participatory stakeholders' analysis and assess the meaningful involvement of project partners, beneficiaries, women, men, boys and girls and other interested parties.

VI. ACCOUNTABILITY AND RESPONSIBILITIES

Dr Berhane Woldemichael, the NCA Somalia Program Coordinator (SPC), will direct and co-ordinate the consultancy.

The SPC will:

- Have overall responsibility and accountability for the consultancy;
- Guide and arrange meetings and direct the field visits
- Co-ordinate the internal NCA evaluation process.
- Avail all relevant documents necessary to the consultants
- Update the Area Representative and NCA Oslo, as the case may be, on progress
- Submit completed work to the Area Representative for Approval of all deliverables

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

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

IX. DELIVERABLES

The deliverables will be:

- 1st draft copy of the report to NCA. The findings to be discussed prior to working on the final copy
- Four hard copies of the completed report in Microsoft Word file format
- An electronic copy of the final report

The report, written in English, should be submitted within a reasonable time after completion of the consultancy. All reports are to be submitted to NCA, Nairobi office, and will remain the property of NCA.

X. Time frame: This will be worked out, agreed upon and contracts will be concluded between NCA and the consultants to be involved.

XI. Remunerations: DITTO

XII. Termination: Unless a situation of force major occurs, the consultancy must produce end result and hence termination shall not apply from either party.

XIII. ANNEXURE

Among other relevant documents, the Somalia Program Coordinator will avail the following:

- NCA Program Evaluation, 2007
- NIBR Psychosocial assessment 2005-2009
- Tsunami evaluation report, 2007
- Relevant Project proposals and reports
- NCA thematic global evaluations; gender, accountable governance, peace etc
- Any document that the consultants will request for the furtherance of the consultancy

Appendix 2: Field Itinerary

NCA Programme Evaluation in Puntland in September 2010

Day/Time:	Activity/Target	Location	Sector	Remarks
Day I: 21 st				
14-18.00	Debriefing, sampling and planning session	Office	ALL	
Day II: 22 nd				
08-10.00	Focus Group Discussion (FGD) with trainees from Garowe Training: (i) Grandaunts; (ii) New entrants; (iii) Small scale business ventures	Garowe	Alternative livelihoods and live skills	Grandaunts 50; new entrants 50; and business ventures 25
10.00-12.00	Govt. agencies and ministries: (i) KIIs with HADMA, MOJRAR, Ministries of: Interior Affairs; Women Development & Family Affairs; and Education (Regional Education Office)	Garowe	ALL	Implementation arrangement, interaction and relation
14-16.00	KIIs with Civil Society Organization (CSOs) Rep: Somali Women Vision; KDO and SORDO			
16-17.00	Religion Network			
Day III: 23 rd	FGD with water committee/ groups (shallow wells; berkades and water trucking) and Education Committee	Nugal, Ely District, Dhingale Village	WASH and Education	
23 rd to 24 th	HHs water users interviews and School Interview	Karkar Region, Pandar Bayla District	WASH and Education	-To be conducted by NCA staff (community mobilizers, Gender officer -Travel on 23 rd and return on 24 th
24 th	-Women Empowerment, GBV/FGM practitioner, Women Leaders, Village Leaders; Youth Leaders and IPD	Garowe and Baley Village	Cross-cutting issues	
25 th	-NCA Field Leader and Officers, and gap filling -Care International and UNCHR	Garowe	ALL	
26 th	Debriefing and departure	Garowe	ALL	

Appendix 3: Training Evaluation Form

Kindly answer the following simple questions designed for evaluating the effectiveness of the workshop. Your genuine response will assist in the improving the Training of Trainers' workshop in the future. Use the following evaluation parameters: **(1) Excellent; (2) Good; (3) Satisfactory; (4) Poor.**

A: Suitability of the venue:

- 1) How do you rate the suitability of the workshop venue (consider: décor, interruption, accessibility etc)

B: General Organization:

- 2) Transport to the venue.....
- 3) Organization of the sessions.....
- 4) Time planning.....
- 5) Other comment

C: Workshop Facilitation:

- 6) Facilitators' skills.....
- 7) Communication ability.....
- 8) Training Skills

E: Relevance of the topics Covered:

- 9) Considering the objective of the workshop how relevant can you rate the sessions covered.....

F: Any other Comments:

Participatory Evaluation Table:

Issues	Excellent	Good	Fair	Poor
<i>A: Generals</i>				
Venue				
Meals				
Accommodation				
Others (specify)				
<i>B: General Organization</i>				
Punctuality				
Programme timing				
<i>C: Facilitation</i>				
Facilitation Style and skills				
Effectiveness of the facilitators				
Management of the training course				
<i>D: Accomplishment of the objectives</i>				
Extent at which the workshop attained the set objectives				

Appendix 4: List of Consulted People

<u>Focused Group Discussions</u>		
<u>Barey Village Elders Meeting, 24/09/2010</u>		
1	Shiekh Hirsi Gele	Head of elders
2	Shiek Mohamed Aware	Member
3	Shiek Said Ahmed	Member
4	Sheikh Shurie	Member
5	Sheikh Mohamed Khaire	Member
6	Sheikh Feisal Salaa	Member
7	Sheikh Mohamed Ahmed	Member
8	Sheikh Mohamed Jama	Member
9	Sheikh Mohamed Ahmed Farah	Member
<u>IDPS Meeting at Shabelle Camp, Garowe-25/09/2010</u>		
10	Shakri Mohamed	Vice Chairlady
11	Maealin Isaq Abdi Hassan	IDP
12	Sodau Ali Axmed	IDP
13	Shugri Maxamed Maxamuud	IDP
14	Dhagan Draxmaan Ibrahim	IDP
15	Khadija Quureeye Abtidoon	IDP
16	Maxamed Abdi Gani	Sub Committee
17	Muure SAGRANE IIMI	Sub Committee
18	Maxed Cali Wardheere	Sub Committee
19	Kuusho Axmed Takash	Sub Committee
20	Maxed Ismaacuil Abdi	Sub Committee
21	Dumee Taejir	Sub Committee
22	Ruun Abdi Caagane	Sub Committee
23	Abradoon Qorane Bile	Sub Committee
24	Xaqwo Aymen Abdi	IDP
25	Farxiyo Joonis Salaad	IDP
26	Aaf Haaqooe Oman	IDP
27	Khadiijo Mufter Maxeel	IDP
28	Shariito Suldan	IDP
29	Faadumo Cali	IDP
30	Nadifo Jama Isse	Admin/ Finance
31	Hawo Sh Hamid	Project Manager
32	Jama Isse Mohamed	Chair lady
33	Mohamed Awri Jama	Supervisor
34	Cali X Maxud	IDP
35	Liiban Cabdulahi Cabdi	IDP
36	C/Qadir Cali Huseen	IDP
37	Cabdicesiig Cabduleehi Jamal	IDP
38	MCG Wee Baehidayadda Koowead	IDP

39	Macalimiinta Iskuulka	IDP
40	Ceel Gacmeedyo Qodedeeddo	IDP
	Religious Leaders: 22/09/2010	
41	Ismail Haji Abdi	Religious Leader
41	liC/qaadir	Garowe
42	C?raxmaan Xaasimuse	Relins, Eyl
43	M/ed C/qaadir Muuse	Garowe
44	Sh: Yusuf Faxmid Gaas	Garowe
45	Ayib Ciise Axmed	Jeelasha, Puntland Prisons
46	Abdi Ibrahim	Secretariat Coordinator
	<u>Woemen Group: Umbrella Network: 22/09/2010</u>	
47	Manyarun Ali Jenk	Umbrella Network
48	Ardo Said Mohamoud	Umbrella Network
49	Halimu Ali Biyod	Umbrella Network
50	Abdi Asisi Abdillahi Jama	Chairperson of Community Education committee
51	Ali Haji Mohammud	Head, Village Elder
52	Liban Abdillahi Abdi	Head Teacher
53	Khalif Abbas Mohammud	Member of Community Education Committee
54	Said Haji Abdule	KDO member and Community member
	<u>Key Informants</u>	
55	Abdullahi A. Ahmed	General Manager, HADMA
56	Osman Gureye	Principal, GVTC
57	Eng. Abdi Khalif Sheikh	Minister, Justice and Religious Affairs
58	Ismail Haji Abdi	Dept of Religious Leaders
59	Khalif Aw Ali	Chairperson, SOMMDA
60	Hashi Hersi Mussa	Programme Manager, SOMMDA
61	Halima Abdi Baar	Enterprise lady at Diganle Village
62	Shugri Mohamed	Beneficiary, IDP, Shabelle Camp
63	Ruun Cabdi	Beneficiary, IDP, Shabelle Camp
64	Ahmed Mohammed Ayah	Executive Director, SORDO
65	Omari Hosman Sudi	Former Pirate undergoing Rehabilitation
66	Shafi Yasin	Former Pirate undergoing Rehabilitation
67	Abdi Jama	Former Pirate undergoing Rehabilitation
	<i>Names of KDO</i>	
68	Khalif Awali	Chairperson
69	Hashi Hersi Mussa	Programme Manager