

Somalia Multi-Programme Evaluation of NCA Programmes funded by the Norwegian Government during the Period 2011-2016

Evaluation Report
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Photo on cover page: FGD participants in Garbarharrey, December 2017

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Acronyms

ARD	Action for Relief and Development
ASEP	Action for Social and Economic Progress
CEC	Community Education Committee
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEFM	Child Early and Forced Marriage
CERID	Centre for Research and Integrated Development
CHAST	Children's Hygiene and Sanitation Training
DF	Dialog Forening
DFI	Development Frontiers International
FCPB	Faith Communities and Peace Building
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
FGM/C	Female Genital Mutilation/Cut
GBV	Gender-based Violence
GBViE	Gender-based Violence in Emergencies
GVTC	Garowe Vocational Technical Centre
HTPs	Harmful Traditional Practices
IIDA	IIDA Women and Development Organization
IPD	Internally Displaced Person
KII	Key Informant Interview
MoWDAFA	Ministry of Women, Development Affairs & Family Affairs (Puntland)
NAPAD	Nomadic Assistance for Peace and Development
PHAST	Participatory Hygiene and Sanitation Transformation
PPP	Public-private Partnerships
SADO	Social Life and Agricultural Development Organization
SaMTEC	Sayid Mohamed Technical Education Centre
SGBV	Sexual and Gender-based Violence
SCI	Save the Children International
SODO	Social Development Organization
SSWC	Save Somali Women and Children
SWC	Somalia Women Concern Organization

TASS	Tadammum Social Society
UNSCR	UN Security Council Resolution
VICOBA	Village Community Banking Model
WASH	Water, Sanitation and Hygiene
WPS	Women, Peace and Security

1. Executive Summary

This evaluation assesses the impact of NCA's multi-sectoral programmes implemented in Somalia between 2011 and 2016. The five project components, i.e. Water, Sanitation and Hygiene (WASH); Education for Peace and Development (EFPD); Livelihoods and Trade (Economic Empowerment in the 2016-2020 country strategy); Faith Communities and Peace Building; and Gender-based Violence/Women, Peace and Security (GBV/WPS), are assessed against a set of key evaluation criteria, including relevance, effectiveness, efficiency, impact, sustainability, coordination, NCA value added, and added value of implementing through local partners.

In addition to an in-depth desk review of NCA's extensive programme documentation in order to glean quantifiable figures for impact measurements, the evaluation was conducted through qualitative data collection in six different project locations in three different regions. In order to provide some variety of geography, context, implementing partners, and other stakeholders, Mogadishu (Banadir), Garowe (Puntland), Belethawa, Dolow, Garbarharrey, and Luuq (all in Gedo) were selected. A total of 37 Key Informant Interviews and 22 Focus Group Discussion was conducted.

Based on findings in this report, NCA's greatest strength lies in the continuity and visibility of its work. This is echoed throughout all fieldwork locations, ranging from WASH to education to livelihood to GBV programming. Having consistently worked in the same regions ever since NCA opened its first country office in 1993, the organisation managed to establish a solid network of local stakeholders including government authorities and traditional, religious, and community leaders. While government administrations and contact persons might change, NCA enjoys unwavering support due to its reputation as an excellent service provider. Most notably, interviewees emphasise that NCA tackles issues that other organisations would rather not work on – be it counter-piracy programming in Puntland or awareness-raising campaigns for GBV and the harmful effects of FGM.

The Education for Peace and Development Programme is named as NCA's number one strength due to its high visibility. By investing in the future of Somalia's children and youth, NCA's flagship programme has succeeded in having a sustainable impact on disadvantaged communities. High rates of girls' enrolment and retention are ensured by school feeding programmes, financial incentives, and the provision of appropriate sanitation facilities and sanitation kits in schools.

NCA's programming follows the partnership principles set out in the New Deal Compact for Somalia (2014-2016) and reiterated in the 2017-2019 National Development Plan, including an alignment of aid programmes with overall government priorities and sector policies and plans, design and delivery of programmes in partnership with government institutions, and institutional capacity development. NCA takes a needs- and rights-based approach to all its programming in order to ensure the validity of programme objectives and relevance of project activities. In order to ensure that programmes are in line with government or community-initiated programmes, NCA maintains close working relationships with district authorities and state administrations.

NCA is recognised for its effective service provision. Strategies and intended outcomes and outputs are communicated to local stakeholders prior to programme implementation. Project activities have been largely implemented according to plan. Target values have been reached or exceeded with regards to WASH activities and education programming and good progress has been made with regards to livelihood support for agro-pastoralist communities and GBV programming. In cases where target values could not be achieved, this is mostly due to donor shrinkage or project-external factors such as

extreme environmental hazards or simply the Somalia context of protracted conflict and traditional societal values.

Nevertheless, key stakeholders' feedback on programme implementation is overwhelmingly positive. No major delays have been reported. This is mostly owed to the close cooperation with district authorities and relevant government institutions, who facilitate programme implementation by ensuring that legal matters are handled correctly and permits are issued promptly.

Relationships with implementing partners are characterised as overwhelmingly positive and mutually beneficial for both parties. Working through local partners allows NCA to reach out to places or people that NCA would not be able to reach otherwise, as implementing partners have an established presence and specialised knowledge. Local partners are crucial for NCA to gain the trust of the communities. On the other hand, NCA supports partners as well as local civil society, including community education committees (CECs) and water committees, with capacity-building trainings. In locations where NCA implements through local partners, beneficiaries are generally aware of the cooperation. Neither NCA's visibility nor the quality of programme implementation are compromised by working through local partners.

In view of recurring natural disasters such as the devastating droughts in 2011 and 2016/2017 and subsequent high numbers of internal displacement, WASH programming was and still remains highly relevant. With the adoption of public-private partnerships, NCA undertook a shift from emergency response to long-term development of WASH infrastructure in Belethawa and Dolow (while emergency response programming continues as need). The provision of sustainable water access has been identified as NCA's biggest achievement in Dolow where NCA could greatly build upon previous efforts by other organisations: access to sustained water sources has been ensured, water quality improved, and water prices decreased. Water committees play an effective role in coordinating project activities, conducting community outreach, and maintaining water sources. Women are named the prime beneficiaries of WASH activities, as they benefit directly from shorter walking distances to water sources, access to latrines and improved domestic hygiene. In addition, agro-pastoralist and riverine communities emphasise that the provision of water canals and irrigation systems has significantly helped them to recover from the 2011 drought.

In Gedo, interviewees confirm that livelihood support to agricultural communities was of particular relevance during the drought years (in 2011/2012 and again in 2016), stating that without the help they received, most livestock would have died and families would have been left starving. The organisation of farmers into groups has set them on a sustainable path to secure their livelihoods; increased productivity and higher crop yield strengthen their resilience to environmental shocks.

In Puntland, the Alternative Livelihood to Piracy programme addressed the single most urgent need of the community. The combination of large-scale awareness-raising campaigns in close collaboration with the Directorate of Counter Piracy and religious leaders on the one hand and vocational training programmes for reformed pirates on the other hand has led to a rethinking of attitudes and a significant reduction of piracy incidences along Puntland's coastline. The Economic Resilience programme in the 2016-2020 country strategy builds upon the successes achieved under the Alternative Livelihood programme and continues to secure economic opportunities and employment for youth and women who are at risk from human smuggling, piracy and to join violent groups.

Faith leaders have been identified as key stakeholders and duty bearers throughout NCA's programme documentation. Their involvement in both counter-piracy and GBV/FGM programming has been most

effective. In a deeply religious country such as Somalia, seeking to change societal attitudes by drawing upon religious teachings is particularly impactful.

Attitudes towards violence against women and the practice of FGM are changing. Male interviewees largely condemn GBV and encourage women to speak out against abuse, including the naming and shaming of those who practice FGM. Both women and men have benefitted from being educated about the practice of FGM and its harms. While men engage from a religious or legal standpoint, i.e. learning that FGM is forbidden in Islam and prosecutable under law, women share their own experiences, which in turn empowered other women to speak up as well. Community outreach and awareness-raising activities that have been conducted at mosques and schools have contributed to tangible changes, including changing attitudes among young men towards the cultural imperative that a woman has to be circumcised to be considered “marriageable.” Zero tolerance for FGM remains yet to be achieved, however, as a substantial part of religious leaders currently equalise non-circumcision/mutilation with the Type I “Sunna” form of FGM.

All project components are implemented under the premise of creating sustainable infrastructure, providing options for sustainable education or livelihood opportunities, or sustainably changing attitudes towards harmful practices. However, some challenges persist with regards to potential exit strategies for NCA to hand over projects to local authorities and the community. Findings in this report show that beneficiaries currently expect NCA’s long-term involvement in, for instance, the maintenance of school facilities, the payment of teachers’ incentives, or the provision of spare parts for the maintenance of water infrastructure.

Drawing on lessons learned in this report, a series of recommendations for future programming can be established. Key recommendations include:

KEY RECOMMENDATIONS	
PRIORITY #1	<p>While private-public partnerships are the appropriate means to secure sustained access to water and also function as an appropriate exit strategy for NCA to gradually withdraw from operations, findings in this report indicate that government authorities are in need of additional capacity-building trainings. Currently, NCA is involved in water price monitoring activities and also provides spare parts for maintenance purposes in emergency situations (such as the 2011 drought) when heavier repair works are necessary.</p> <ul style="list-style-type: none"> • For successful handover of all maintenance activities, local authorities should be supported in developing strategies to secure funds from locally generated revenue/taxation. This will also help to ensure equal access to water by subsidising the maintenance fees for boreholes for community members who are unable to afford them.

<p>PRIORITY #2</p>	<p>Findings in this report show that access to education for children living in rural areas, from disadvantaged socio-economic families, or minority clans remains challenging.</p> <ul style="list-style-type: none"> Hence, outreach to disadvantaged communities should be strengthened and the provision of schooling materials, including utensils and uniforms, should be improved.
<p>PRIORITY #3</p>	<p>Teachers repeatedly emphasise that their current salary of 90 USD is not sufficient while at the same time stating that they expect NCA or partner organisations to continue paying incentives and maintaining school facilities.</p> <ul style="list-style-type: none"> In order to break the cycle of dependency and build, NCA should continue support for capacity-building trainings of government officials in order to strengthen their knowledge around the administration of schools. In addition, capacity-building trainings for government officials should include support on how to develop strategies to secure funds from locally generated revenue/taxation to help pay/subsidise teachers' salaries.
<p>PRIORITY #4</p>	<p>With regards to livelihood support for agro-pastoralist communities, some additional needs have been raised by beneficiaries. The most commonly raised issue is the lack of means of transportation that would facilitate the transportation of goods to the local markets. In addition, farmers state that extension of water piping system as well as additional wells would help them to get through dry season. Loan schemes would enable them to scale up their activities. In Luuq, some FGD respondents mention that for future programming those farmers that are located furthest away from the river should be prioritised.</p> <ul style="list-style-type: none"> It is therefore recommended that NCA strengthen its consultation processes with agricultural committees and farmers groups in order to identify additional needs, target future planning accordingly, and enable farmers to scale up their activities. A loan and grant scheme could be added under the priority of value chain development under the Economic Empowerment programme in the 2016-2020 country strategy.

PRIORITY #5	<p>In Puntland, interviewees overwhelmingly advocate for the continuation of the Alternative Livelihood to Piracy programme, stating that while the risk of piracy seems to be eradicated at the moment, it could resurge at any given moment. Moreover, the director at GVTC states that many more residents in Garowe and neighbouring towns are in need of vocational training. This clearly indicates the relevance of the Economic Resilience programme in the 2016-2020 country strategy.</p> <ul style="list-style-type: none"> • It is therefore recommended that the Economic Resilience Programme be expanded both in terms of the number of trainees and the number of classes offered. In addition, the programme could be strengthened by extending the trainings to run for more than three months, as has previously been the case in the Alternative Livelihood programme.
PRIORITY #6	<p>Conveying anti-piracy messages through networks of religious leaders has been highly successful.</p> <ul style="list-style-type: none"> • The cooperation with the Puntland Counter Piracy Forum and Peace Committees in various towns in Puntland should be strengthened, particularly with regards to women's participation.
PRIORITY #7	<p>Comprehensive implementation of the GBViE programme remains of utmost importance, considering the demonstrated impact it has on affected women and girls in particular vulnerable situations such as IDP camps.</p> <ul style="list-style-type: none"> • Livelihood support for survivors of GBV has been identified as a unique element of NCA's GBV programming and should therefore be strengthened, for instance by increasing the options of vocational skills trainings that women can choose from. • Moreover, as women's representatives point out, additional capacity-building trainings for women's representatives would be desirable.

1. Project Introduction

With a permanent presence in Somalia since 1993, Norwegian Church Aid (NCA) draws on 24 years of experience and lessons learned as well as having established a network of local stakeholders, including government authorities and religious and community leaders, who continue to inform programme implementation. Since 2011, NCA has focused on three strategic priorities to address crucial rights deficits in Somalia: the Right to Peace and Security, Economic Justice, and the Right to Water and Sanitation. In close collaboration with government entities, local partners, and communities, NCA has implemented five distinct programmes during the 2011-2015 strategic period: Water, Sanitation and Hygiene (WASH); Livelihoods and Trade; Education for Peace and Development; Gender-based Violence (GBV) and Women, Peace and Security (WPS); and Faith Communities and Peace Building (FCPB). These programmes were implemented in fifteen districts across Gedo, Puntland, Banadir, and Lower Shabelle.

For better focus and impact, NCA has decided to focus on fewer global thematic programmes under the current strategic period 2016-2020: WASH, Economic Empowerment, and GBV. In addition to these three global programmes and based on identified needs, NCA continues to implement the Education for Peace and Development programmes. As envisioned in the 2016-2020 Somalia country strategy, current programming will contribute to safer and resilient communities where people have participated in their own development for improved health, economic empowerment, and secure environment. According to NCA's Theory of Change, current programming will enable beneficiaries to achieve improved health and overall well-being in a safe and just society where women, men, boys, and girls enjoy lives free from gender-based violence; it will enable them to secure entrepreneurial opportunities and sustainable employment; and enable all school-aged children to access education.

While NCA implements directly in some locations, it operates through an established network of local partners in other locations. Between 2011 and 2016, implementing partners included **ARD** (WASH, livelihoods); **ASEP** (WASH, EFPD, livelihoods, FCPB); **Bani'Adam** (WASH, livelihoods); **CERID** (WASH, EFPD, livelihoods, FCPB); **DF** (WASH, EFPD, livelihoods, GBV/WPS); **DFI** (WASH, EFPD, FCPB); **Elman** (GBV/WPS); **GTVC** (livelihoods, FCPB); **IIDA** (GBV/WPS); **KAALO** (GBV/WPS); **NAPAD** (WASH, EFPD, livelihoods, FCPB); **RLO** (livelihoods, FCPB); **SADO** (WASH, EFPB, livelihoods, FCPB); **SCI** (GBV/WPS); **SODO** (livelihoods, FCPB); **SWC** (EFPD, livelihoods, GBV/WPS, FCPB); and **TASS** (GBV/WPS).

2. Research Purpose and Framework

The purpose of this evaluation is to assess the impact of NCA's multi-sectoral programmes implemented in Somalia between 2011 and 2016.

In particular, the evaluation will:

- Assist the programme team in the overall programme analysis, specifically with regards to relevance and effectiveness of the project objectives, i.e. the Outcomes as per the Results Framework;
- Assess the impact of the programmes, including NCA's visibility in project locations as well as unintended achievements and constraints;
- Assess synergies across programme components;
- Evaluate the implementation process of the programmes, including the added value of working with and through partners;

- Identify key lessons learned for NCA as an organisation, for the NCA Somalia Country Programme as well as NCA partners; and
- Identify good practices and propose recommendations for improving future programme implementation.

More specifically, analysis will assess the following evaluation objectives:

OECD/DAC Criteria	Research Question	Method	Source/Respondents
Relevance	Were the programmes relevant at the time and are they still relevant?	- Desk Review - Key Informant Interviews (KIIs)	- Programme Documents, Strategic Plan, Secondary Literature - NCA Staff, Implementing Partners (IPs), Local Authorities, Community Leaders
	Were the objectives of the program valid?	- Desk Review - KIIs	- Programme Documents, Strategic Plan, Secondary Literature - NCA Staff, IPs
	Were the programmes relevant in relation to what other organizations are focused on? Were the programmes relevant in terms of government/community plans?	- Desk Review - KIIs	- Programme Docs., Strategic Plan, Literature - NCA Staff, IPs, Local Authorities, Community Leaders
Effectiveness	To what extent have the objectives been achieved? Were there any unintended consequences?	- Desk Review - Focus Group Discussions (FGDs) - KIIs	- Programme Specific Beneficiaries - NCA Staff, IPs, Local Authorities, Community Leaders, Programme-Specific Stakeholders
	Were the activities and outputs consistent with objectives of the program and intended outcomes and impacts?	- Desk Review - FGDs - KIIs	- Programme Docs, Strategic Plan, Literature - Beneficiaries - NCA Staff, IPs
	Was the strategy clear and did NCA and its partners follow the strategy? How were strategic decisions considered and made?	- Desk Review - KIIs	- Programme Docs., Strategic Plan, Literature - NCA Staff, IPs
	Were programmes implemented according to project proposals and implementation plans?	- Desk Review - KIIs	- Programme Docs., Strategic Plan, Literature - NCA Staff, IPs
	Were projects properly monitored to assess their effects on targeted communities?	- Desk Review - KIIs	- Programme Docs., Strategic Plan, Literature - NCA Staff, IPs
	What have been possible factors or constraints influencing the achievement or non-achievement of the objectives?	- FGDs - KIIs	- Beneficiaries - NCA Staff, IPs, Local Authorities, Community Leaders, Programme-Specific Stakeholders
Efficiency	To what extent has the management of NCA achieved efficiency in implementing operational and non-operational projects?	- KIIs	- NCA Staff
	What was done to engage religious leaders in the project?	- KIIs	- NCA Staff, IPs, Religious Leaders, Government Authorities
	Did NCA achieve value for money throughout the project cycle?	- Desk Review - KIIs	- Programme Docs., Strategic Plan - NCA Staff

	Were the partners' financial systems efficient in relation to project delivery?	- KIIs	- Implementing Partners
Impact	Did the programmes achieve their overall objectives? What was the impact of the programming on rights holders?	- FGDs	- Beneficiaries
	How did the programming affect women, girls, men, and boys differently?	- FGDs	- Beneficiaries
	Were there any unintended results?	- FGDs - KIIs	- Beneficiaries - NCA Staff, IPs, Local Authorities, Community Leaders, Programme-Specific Stakeholders
	How many people have benefitted from project activities?	- Desk Review - KIIs	- Beneficiaries - Implementing Partners
Sustainability	Were local communities involved in the whole project cycle? How did local communities and programme rights holders participate in the programme?	- KIIs	- IPs, Local Authorities, Community Leaders, Programme-Specific Stakeholders
	Are gains made by the programming likely to be sustained beyond the programme period? Are there any signs of some of the gains already being sustained, e.g. from projects implemented during the early years of the strategic period 2011-2015?	- FGDs - KIIs	- Beneficiaries - NCA Staff, IPs, Local Authorities, Community Leaders, Programme-Specific Stakeholders
	Are there any factors that require attention to improve prospects of sustainability of gains?	- FGDs - KIIs	- Beneficiaries - NCA Staff, IPs, Local Authorities, Community Leaders, Programme-Specific Stakeholders
Coordination	How did NCA and partners coordinate their interventions with other actors in the same project locations?	- KIIs	- NCA Staff, IPs, Local Authorities, Community Leaders, Local NGOs
	What were the main challenges in coordinating and managing the project?	- KIIs	- NCA Staff, IPs, Local Authorities, Community Leaders, Local NGOs
NCA Added Value	What has been NCA's added value in the project?	- KIIs	- NCA Staff, IPs
	To what extent has NCA been linking the program partners to networking and advocacy work?	- KIIs	- NCA Staff, IPs
	To what extent has NCA contributed in strengthening the partners in terms of capacity/competence/outreach/understanding in their work?	- KIIs	- NCA Staff, IPs
	How has NCA strengthened civil society during the period under review?	- KIIs	- NCA Staff, IPs, Local Authorities, Community Leaders
Added Value of Implementing Through the Local Partners	What has been the added value of implementing through local partners?	- KIIs	- NCA Staff, IPs
	What were the challenges of implementing through local partners? Identify recommendations to address these challenges.	- KIIs	- NCA Staff, IPs

3. Methodological Framework

In order to best address the above objectives, this evaluation used the following methodological approach for data collection:

In addition to a thorough desk review of NCA's extensive programme documentation, the evaluation was conducted through qualitative data collection in six different project locations in three different regions in order to provide some variety of geography, context, implementing partners, and other stakeholders. Based on discussions with NCA staff and a thorough consultation of the project documents, Mogadishu (Banadir), Garowe (Puntland), Belethawa, Dolow, Garbarharrey, and Luuq (all in Gedo) were selected. The spread across four regions as well as urban and rural communities ensures that all of NCA's project components, i.e. WASH; livelihoods; education; GBV/WPS; and faith communities and peacebuilding, can be sufficiently assessed.

Considering the goal of this evaluation, i.e. to conduct a holistic assessment of NCA's 2011-2015 country strategy, to assess performance in 2016, and to explore the evaluation objectives in depth, an in-depth desk review in order to glean quantifiable figures for impact measurements as well as the use of qualitative methods, including key informant interviews (KIIs) and focus group discussions (FGDs), was chosen as the most feasible option.

The following table lists the respective project components that were assessed in each location as well as the targeted key informants and focus group participants. **A total of 37 KIIs and 22 FGDs was conducted.** In addition to the sector and location-specific KIIs that are listed below (35 in total), 2 KIIs were conducted with NCA's national coordinators in Gedo and Puntland.

Location	Project Component	KIIs	FGDs
Banadir: Mogadishu	GBV	1 KII with Implementing Partner (SSWC)	1 FGD with Female Beneficiaries
		1 KII with Local Authority	1 FGD with Male Beneficiaries
		1 KII with Religious Leader	
		1 KII with Clan Elder	
		1 KII with Women's Representative	
Puntland: Garowe	GBV, Alternative Livelihood to Piracy + Faith Communities/Peacebuilding	1 KII with NCA Staff (Puntland Coordinator)	1 FGD with Female Beneficiaries (GBV)
		1 KII with Implementing Partner (Garowe Vocational Training Centre)	1 FGD with Male Beneficiaries (GBV)
		1 KII with Directorate of Counterpiracy under the Ministry of Marine, Transport and Ports	1 FGD with Female Beneficiaries (Graduates of GVTC)

		1 Ministry of Justice	1 FGD with Male Beneficiaries (Graduates of GVTC)
		1 KII with Ministry of Women, Development and Family Affairs	
		1 KII with Religious Leader	
		1 KII with Clan Elder	
		1 KII with Women's Representative	
Gedo: Belethawa, Dolow, Luuq + Garbarharrey	GBV, Education, Livelihoods + WASH	1 KII with NCA Staff (Gedo Coordinator)	2 FGD with Female Teachers and CEC Members (Belethawa and Luuq)
		3 KIIs with Implementing Partners (NAPAD, CERID) – Dolow and Luuq	2 FGD with Male Teachers and CEC Members (Belethawa and Luuq)
		4 KIIs with Local Authority/Ministry Representatives - all 4 locations	3 FGDs with Female Livelihood Beneficiaries (Belethawa, Dolow and Luuq)
		4 KIIs with Clan Elder - all 4 locations	3 FGDs with Male Livelihood Beneficiaries (Belethawa, Dolow and Luuq)
		4 KIIs with Women's Representatives - all 4 locations	2 FGD with Female WASH Beneficiaries (Dolow and Garbarharrey)
		2 KII with Head Teacher - Belethawa and Luuq	2 FGD with Male WASH Beneficiaries (Dolow and Garbarharrey)
		2 KII with Farmer's Group Representative - Dolow and Luuq	1 FGD with Female GBV Beneficiaries (Garbarharrey)

		1 KII with Private Sector Representative - Belethawa	1 FGD with Male GBV Beneficiaries (Garbarharrey)
		2 KII with WASH Committee Member - Dolow and Garbarharrey	
		1 Religious Leader - Garbarharrey	
		37 KIIs in total	22 FGDs in total

4.1 Methods

4.1.1 Desk Reviews

This evaluation, particularly the design of qualitative tools, is informed by a comprehensive background study of NCA's programme documents, including the 2011-2015 and 2016-2020 Somalia country strategies, annual results frameworks, and annual reports. Analysis is also informed by looking at the Somalia National Development Plan and the New Deal Compact in order to assess whether and how NCA's programming is contributing to government development plans.

In order to best achieve the above stated evaluation objectives, particularly around assessing programme impact, a secondary, and more in-depth, desk review of NCA's programme documents informed the analysis section in this report. Concretely, NCA's programme documentation was used to construct impact measurements and triangulate data and back up the qualitative findings of this evaluation with already established facts and figures relating to the various project components.

4.1.2 Key Informant Interviews (KIIs)

Key informant interviews are a crucial way to access the opinions of influential project stakeholders, in particular project staff and local government partners. Information can be solicited from key stakeholders, allowing for in-depth and targeted data to be collected. All KIIs were conducted as semi-structured interviews, allowing to address the key questions, yet still leaving room for open-ended conversation.

KIIs were conducted with a variety of stakeholders:

- Across all project components, i.e. WASH; livelihoods; education; GBV/WPS; and faith communities and peacebuilding, KIIs were conducted with 1) **implementing partners**, 2) **local authorities/ government officials** 3) **clan elders**, and 4) **women's representatives**. The locations for these interviews included Mogadishu, Garowe, Belethawa, Dolow, Luuq, and Garbarharrey.
- **Faith leaders**, who have been identified as duty bearers throughout NCA's project documentation, were interviewed in locations where GBV/WPS and faith communities and peacebuilding projects were implemented, i.e. Mogadishu, Garowe (in relation to the Alternative Livelihood to Piracy programme), and Garbarharrey.
- **WASH/Water committee members** were interviewed in locations where data collection focused on WASH activities, i.e. Dolow and Garbarharrey.

- A **head teacher** was interviewed in Belethawa and Luuq where education initiatives, e.g. construction/rehabilitation of classrooms; provision of education supplies; teacher trainings; payment of teacher incentives; were implemented.
- A **private sector representative** was interviewed in Belethawa where livelihood support initiatives focused on providing business skills trainings and start-up grants to vulnerable urban communities.
- A **farmers' group representative** was interviewed in Dolow and Luuq where livelihood initiatives focused on supporting riverine agricultural communities.
- As mentioned, two KIIs were conducted with **NCA's local coordinators** in Gedo and Puntland, particularly to assess effectiveness and (cost-) efficiency of programme implementations.

All of the semi-structured interviews focused on perceptions of the respective programme component, including relevance of project activities, effectiveness of implementation, and impact on the target community. If applicable, the qualitative interviews also focused on synergies across programmes (e.g. GBV/WPS and faith communities and peacebuilding or education and livelihoods). Additionally, the interviews assessed the potential sustainability of infrastructures and what impact this could have on communities in the future.

4.1.3 Focus Group Discussions (FGDs)

Focus group discussions allow for nuanced and open-ended responses, eliciting more information on attitudes, perceptions, and experiences that otherwise cannot be obtained by a quantitative survey. FGDs allow for more detailed reports including in-depth explorations of respondents' views and experiences. For the purpose of this evaluation, a total of **22 focus groups with project beneficiaries** were conducted:

- 2 FGDs with WASH beneficiaries in Dolow and Garbarharrey respectively;
- 2 FGDs with GBV/WPS beneficiaries in Mogadishu, Garowe, and Garbarharrey respectively;
- 2 FGDs with teachers and CECs in Belethawa and Luuq respectively;
- 2 FGDs with livelihood beneficiaries (participants of Alternative Livelihood to Piracy/vocational training programme) in Garowe;
- 2 FGDs with livelihood beneficiaries (business skills trainings, recipients of start-up grants) in Belethawa; and
- 2 FGDs with livelihood beneficiaries (agricultural communities) in Dolow and Luuq respectively.

All FGDs were separated by gender to ensure equal and honest participation by both men and women, as past research experience shows that women rarely speak up and express their opinions honestly if interviewed in a mixed group.

4.2 Sampling

The six locations for qualitative data collection, i.e. Belethawa, Dolow, Garbarharrey, Garowe, Luuq, and Mogadishu, were selected to provide some variety of geography, context, implementing partners, and other stakeholders. Based on discussions with NCA staff, the selection of these six locations ensured

that all of NCA's project components, i.e. WASH; livelihoods; education; GBV/WPS; and faith communities and peacebuilding, would be sufficiently assessed.

The sampling of KII and FGD participants was purposive. Forcier in consultation with the local NCA coordinator selected and contacted the target key informants, e.g. local government partners, implementing partners, clan elders, religious leaders, and women's representatives that have worked with and been consulted by NCA. Moreover, the local NCA coordinators in consultation with implementing partners provided the Forcier field researchers with lists of potential FGD participants, i.e. project beneficiaries. The field researchers then used these contact details to set up time and date for the interviews.

4.3 Fieldwork Challenges

In order to comply with the timeline for the completion of this evaluation, six researchers (4 female and 2 male) conducted the qualitative data collection in the six designated locations within a timeframe of two weeks. Despite their tight schedule, no major fieldwork challenges were reported. Due to the excellent communication between NCA field staff and Forcier researchers, including the verification of contact details of target beneficiaries ahead of the fieldwork, all key informants and FGD participants were available and interviews could be conducted without delay. In some instances, poor Internet connection slowed down the transfer of data to the Forcier office staff, which, however, did not impede the data collection process.

5. Analysis of Individual Programme Components

This section offers an analysis of the five programme components, including an impact assessment based on NCA's programme documentation as well as an in-depth analysis of the qualitative data collected. The impact assessment will establish the number of beneficiaries reached through the various programme components, determine whether the targets were reached, and highlight particular strengths and unique elements of NCA programming. The analysis of the qualitative data will be guided by the above-established evaluation criteria, i.e. relevance, impact, effectiveness, efficiency, sustainability, coordination, NCA added value, and added value of working with local implementing partners.

The analysis of the five individual programme components will then allow to determine the core strengths of NCA programming, establish overall lessons learned, and offer key recommendations for future programming.

5.1 Water, Sanitation & Hygiene (WASH)

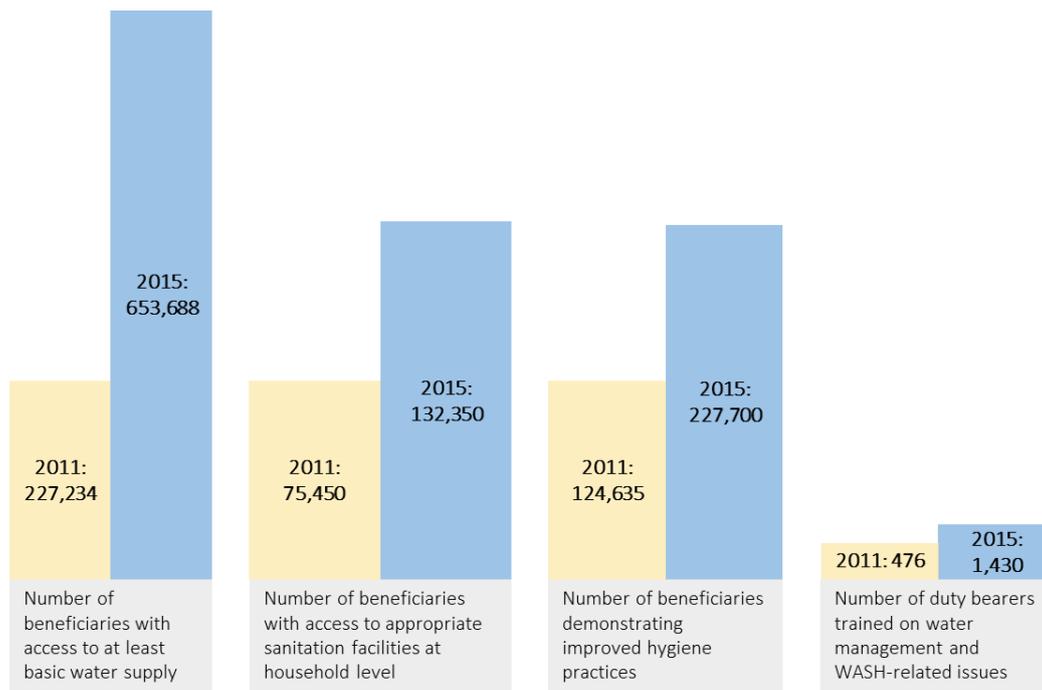
The Right to Water is featured prominently as one of the three strategic priorities in NCA's 2011-2015 Somalia country strategy and is an integral part of NCA's Theory of Change of the 2016-2020 Somalia programme, which seeks to contribute to "safer and resilient communities where people have participated in their own development for improved health, economic empowerment and secure environment," as highlighted in the 2016-2020 county strategy.

In view of recurring natural disasters such as the devastating droughts in 2011 and 2016/2017 and subsequent high numbers of internal displacement, WASH assistance to vulnerable populations remains highly relevant. In the period from November 2016 to August 2017, an estimated 975, 000 people were considered internally displaced in Somalia¹ with the majority of them moving away from heavily drought-affected regions (all across South Central Somalia, Puntland as well as Somaliland) and settling in IDP camps in urban areas where living conditions are quickly deteriorating. Based on previous lessons learned, the provision of sufficient and adequate WASH facilities does not only improve the health and domestic and personal hygiene of target communities but also minimizes the risk of conflict over scarce water sources and hence contributes to community interaction and peaceful co-existence of clans. One of the main drivers of localised inter-communal conflict in Somalia is contestation over water points. In addition, NCA has recognised the need to take a gender-sensitive approach to its WASH programming by accounting for women's specific security concerns when, for instance, fetching water or accessing sanitation facilities. Moreover, NCA has integrated cross-sectoral linkages between WASH and education programming by teaching good hygiene practices and constructing sanitation facilities for girls and boys at schools.

5.1.1 Impact Assessment

In 2011, the target value of reaching at least 13 per cent of the target population by 2015, i.e. four million Somalis who at that time did not have reliable access to water, was set.

¹ OCHA, 2017. Humanitarian Bulletin Somalia. September 2017, p.1



Graph 1: Figures on WASH beneficiaries reached between 2011-2015

According to NCA’s 2014 WASH review, a total of 559,200 beneficiaries (332,057 female and 227,143 male) was reached with WASH activities between 2011 and 2014. Based on UNICEF reports, NCA had a 3 per cent contribution in the whole of Somalia towards accessing sanitation during this time period.

In 2015, an additional 94,488 beneficiaries (51,968 female and 42,520 male) in Gedo, Puntland, Banadir, and Lower Shabelle were reached. Here it shall be noted that the initial target for 2015, i.e. an additional 127,724 beneficiaries, could not be reached due to donor shrinkage.

Nevertheless, a comparison of the 2011 baseline value of 227,234 beneficiaries (136,340 female and 90,894 male) to a total of 653,688 beneficiaries at the end of 2015 shows that the target value of reaching at least 13 per cent of Somalia’s four million people without access to water was reached.

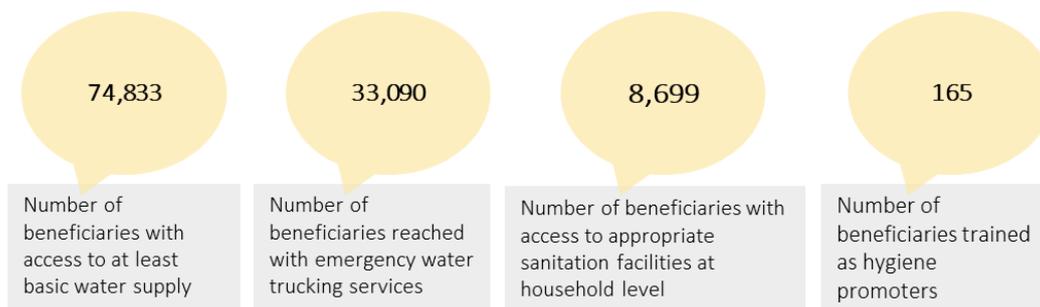
By the end of 2015, 136,350 beneficiaries (73,190 female and 63,160 male) had access to appropriate sanitation services at the household level, compared to 75,450 beneficiaries (45,270 female and 30,180 male) at baseline value. Moreover, as of 2014, 18,200 beneficiaries (10,010 female and 8,190 male) have access to appropriate sanitation in public institutions, compared to 18,054 beneficiaries at baseline value.

By the end of 2015, 227,700 beneficiaries had been reached with hygiene promotion activities and, as a result, demonstrate better knowledge of and improved hygiene practices (compared to a baseline value of 74,781 women and 49,854 men). This was largely achieved through the Participatory Hygiene and Sanitation Transformation (PHAST) approach where community members are trained as hygiene promoters and then go on to disseminate information about good hygiene practices and the mitigation of health risks among the community.

Ultimately, in line with NCA’s approach to engage duty bearers such as local government authorities, community leaders, and clan elders, the project trained 1,430 duty bearers (401 female and 1,029 male)

on water management and WASH-related issues such as the prevention of disease outbreaks between 2011 and 2015.

The success of NCA’s WASH programming and hygiene promotion activities can also be examined by comparing the results of KAPs surveys that were conducted in Dolow and Luuq districts (as reported in the 2011-2014 four-year report). In Dhusay, for instance, the initial KAP survey showed that 99 per cent of respondents consumed unsafe river water and 99 per cent of respondents did not have access to latrines. In the endline KAP survey, 60 per cent of respondents in Dhusay had adopted appropriate safe water consumption (40 per cent boiling water and 22 per cent using PUR) and 75 per cent reported access to latrines. In Luuq, access to latrines went up to 55 per cent with increased security and privacy for women and girls.



Graph 2: Figures on WASH beneficiaries reached in 2016

In 2016, under the 2016-2020 Somalia country strategy, NCA continued its WASH activities in Gedo, Bari and Nugaal regions and reached a total of 74,833 beneficiaries (40,049 female and 34,784 male) with sustained access to basic water supply and sanitation and hygiene activities (the target for 2016 was 40,000 beneficiaries).

This includes an estimated 8,699 beneficiaries (4,769 female and 3,930 male) who benefited from improved sanitation facilities. As an immediate drought response measure, 33,090 beneficiaries received emergency water supply through trucking for a short duration (and were later linked to sustained water sources). A total of 165 hygiene promoters (60 per cent women) were trained on hygiene promotion through the PHAST approach as well as Children’s Hygiene and Sanitation Training (CHAST). Their campaigns reached an estimated 11,812 people (6,497 female and 5,315 male). It is currently estimated that 59 per cent of people in Somalia have access to improved water sources, with a notable discrepancy in access between rural areas (38%) and urban areas (90%)².

² Joint Monitoring Programme for Water Supply, Sanitation and Hygiene (JMP), 2017. Estimates for Somalia. World Health Organization and United Nations Children’s Fund.

In 2015, the TV Telethon campaign “Water for a million,” which secured its funding through a TV campaign in Norway, was introduced. Scheduled for three years, it aims to reach 140,000 vulnerable communities and IDPs with clean water and 60,000 with sanitation and hygiene activities.

In 2015, 47,883 beneficiaries (60% female) were reached by the construction and rehabilitation of water sources; 6,814 beneficiaries (60% female) took action to protect themselves against key public health risks related to hygiene; 364 (62% female) were trained as hygiene promoters; 79 (41% female) were trained as members of water committees; and 40 (5 women) participated in the review of the Puntland water policy. In addition, 1,350 sanitary/dignity kits were distributed and 150 IDP latrines reached 4,500 beneficiaries (60% female).

In 2016, another 31,557 beneficiaries (55% female) gained access to at least basic water supply (more than the targeted 27,200 beneficiaries); hygiene awareness campaigns reached an estimated 6,300 beneficiaries (55% female); sanitation access improved for 7,540 people (55% female); and 150 IDP latrines were constructed. In addition, 45 water sources were rehabilitated or built; 16 WASH committees had their capacity built, and 80 stakeholders were engaged in the revision of the Puntland water policy.

Graph 3: Impact of TV Telethon “Water for a Million”

5.1.2 Strengths and Unique Elements of NCA’s WASH Programming

- Flexibility to respond to emergencies.** In view of the devastating drought/famine in 2011, NCA’s programme showed the necessary flexibility to swiftly respond to the needs of vulnerable and IDP communities. In 2011, 3.4 per cent of the population (95,072 in Banadir; 12,829 in Gedo; 18,200 in Mudug; and 9,294 in Puntland) were reached with WASH activities, which exceeded the annual target by 39 per cent. In 2016, 33,090 beneficiaries received emergency water supply through trucking for a short duration.
- Adoption of PPPs to improve WASH infrastructure.** In 2012, NCA undertook a shift from emergency response to long-term development of WASH infrastructure to ensure that the targeted populations did not slip back into crisis mode. This includes the adoption of private-public partnerships (PPP; as pioneered in Belethawa and Dolow) for improved service delivery and sustained access by involving community members and leaders, water authorities, and the private sector. In 2016, the PPP approach was strengthened by engaging water companies in Burdhubo, Belethawa, Dolow, and Elwak. This is in line with WASH goals formulated in the current National Development Plan 2017-2019, which calls for increased private sector engagement, community participation, inter-sectoral coordination, and donor partnerships for the provision of sustainable WASH infrastructure. Based on lessons learned in the 2016 annual report, it shall, however, be noted that maintaining partnerships between the government and private sector remains challenging due to different interests over water pricing costs, which highlights the need for NCA to support water price monitoring activities.
- Community-led and executed programming to foster ownership.** In addition to the PPP approach, NCA focuses on community engagement in the construction of WASH infrastructure in order to foster a sense of ownership and responsibility. This was achieved by incorporating a cash-for-work component in the construction of water sources and by establishing community-led water

management committees (most notably, these committees comprise 40 per cent of women representatives). WASH committees continue to be strengthened under the current 2016-2020 country strategy. In 2016 alone, 20 WASH committees (83 female and 98 male members) were established, which exceeds the goal of 12 initially planned committees for that year.³

- **Strengthening education on WASH.** In 2016, NCA strengthened its focus on WASH-education cross-sectoral programming by using schools as an entry point to the community to teach skills and knowledge about hygiene practices. This included the training of 42 teachers in ten schools and 30 CEC members on how to establish child-to-child clubs and promote hygiene and sanitation practices in schools as well as the distribution of 3,205 sanitary kits. Accounting for a gender-sensitive approach, hygiene promotion campaigns were specifically targeted towards women and girls, who as a result have gained knowledge on safe practices of hygiene management during menstruation. This again is in line with the goals outlined in the current National Development Plan, which specially targets increased access to child-friendly and gender-sensitive WASH facilities, including menstrual management facilities.

5.1.3 Findings of Qualitative Data Collection

Qualitative data collection focusing on the WASH component was conducted in Garbarharrey and Dolow. Interviewees include relevant implementing partners, local government authorities, clan elders, women representatives, and water committee members.

³ As noted in the 2016 country report, this is the result of overuse of water facilities and frequent need to repair them.

KEY FINDINGS

- Sustainable access to clean water is considered NCA's biggest achievement in Dolow where NCA, based on previous efforts by other organisations, could increase water access by targeting displaced populations as well as host communities.
- NCA's WASH activities are implemented as per request and based on the needs of the community.
- Consultation practices are non-discriminatory and include people from different clans as well as women and men in equal parts.
- Water committees play an indispensable role in ensuring effective coordination among stakeholders as well as maintenance of water infrastructure. Interviewed committee members call on NCA to increase the number of consultation meetings.
- NCA maintains a close working relationship with community members, including effective complaint handling mechanisms (i.e. telephone line and walk-ins during office hours).
- The installation of water infrastructure is described as efficient, which is largely owed to the close cooperation with local authorities.
- Smaller-scale inefficiency problems include broken or missing equipment, which is usually resolved by NCA who liaise with other stakeholders to provide spare parts in circumstances where the water committees are unable to mobilise the necessary resources.
- Gender-sensitive WASH programming has shown its desired effects: Women are the prime beneficiaries of WASH activities, as they benefit directly from shorter walking distances and improved personal, domestic, food, water and environmental hygiene.
- Synergies between WASH and education programming positively impact girls' enrolment and retention rates in NCA-supported schools: the provision of gender-separated washroom facilities as well as the distribution of sanitary kits prevents adolescent girls from dropping out.
- In Dolow, interviewees give contending information regarding the impact of hygiene promotion activities. While FGD participants report on increased awareness for good hygiene practices (i.e. hand-washing practices, garbage collection), the water committee member points out that NCA has only focused on improving access to water but not on providing sanitation facilities. The visibility of hygiene promotion activities should therefore be strengthened by including water committee members and other influential community members in its execution.
- For sustained access to water sources, PPP approach should be strengthened.

Fact Box 1: Key Findings on WASH Programming

Relevance and added value of NCA's WASH programming

Interviewees in Dolow state that the construction and rehabilitation of water sources – in addition to livelihood support for agricultural communities – is the biggest achievement of NCA programming in the district. The NCA programme coordinator in Gedo confirms that the water project in Dolow is one of the biggest success stories of NCA programming. The interviewed government official in Garbarharrey explains that NCA has reconstructed water sources after the entire water infrastructure was destroyed by Al Shabaab in 2011. WASH activities remain relevant, as some community members in Dolow and Garbarharrey point out that inequalities in access to water, for instance due to maintenance fees or an out-of-reach water piping system, persist (as demonstrated in the below section).

Coordination and consultation with stakeholders

According to interviewees in both Dolow and Garbarharrey, WASH activities were implemented as per request and based on the needs of the community. Beneficiaries confirm that NCA's (and implementing partners') consultation practices are non-discriminatory and include people from different clans as well as women and men in equal parts. Community members have been consulted with regards to all WASH activities, including the location of water sources, the extension of water pipelines, and the location of sanitation facilities.

In both locations, water committees play an indispensable and effective role with regards to programme implementation. According to the interviewed water committee member in Garbarharrey, their activities include 1) identifying gaps in WASH provision in the district, 2) reporting maintenance issues, 3) ensuring that proper hygiene is maintained around the borehole, 3) conducting water treatment, and 5) representing the community. They are also consulted with regards to the establishment of private-public partnerships. In both districts, water committee members were selected in consultation with local authorities and include community members who had previously campaigned for access to clean water. As part of the community, water committee members enjoy a close relationship with other community members and are usually called first when problems such as maintenance issues occur. If an issue cannot be resolved immediately, the committee then contacts NCA directly. The working relationship between NCA and the water committees is described as effective; suggestions and concerns are usually met with an open ear. Nevertheless, the water committee member interviewed in Dolow states that communication with NCA could be improved by increasing the number of meetings, arguing that NCA has met with the committee about five times since the beginning of operations.

“Our relationship with the community is very good. If they feel that the water is not clean or tastes strange or if they noticed a water shortage, they talk to us directly and we respond very quickly. [...] The committee has also arranged the installation of water systems for 25 households free of charge. Moreover, we ensure the provision of water to households in remote areas that are not directly linked to the water system.”

*Water committee member,
Dolow*

In addition, district officials are reported to play a decisive role in the implementation of WASH activities in Gedo: In conjunction with other stakeholders, they conduct needs assessments to identify areas with the most urgent water shortages prior to programme implementation and also function as community

mobilisers, i.e. they educate community members on good hygiene practices and the chlorination process.

Impact and effectiveness of WASH activities

In Dolow, interviewees point to the positive effects of the installation of an infiltration gallery, a solar-powered well, a water tank with the capacity of 70 m³, and a 2.5 km long network of water pipelines. FGD participants confirm that while they previously used to drink dirty river water, they now have access to clean water. In Garbarharrey, interviewees point to the construction of a water tank that holds 100 m³, the provision of a water pump, the extension of water pipelines, and the flawless maintenance of the borehole.

The water committee member in Dolow reports on big changes in terms of water prices, stating that the price for 200 litres of water is now 0.30 USD while previously it was 1.00 USD. People who do currently not benefit from NCA-supported water supply pay up to 1.5 USD for 200 litres of water. Beneficiaries include schools, UNICEF nutrition centres, hospitals, government institutions such as the police station and the IDP registration centre. In Garbarharrey, interviewees confirm that due to water treatment initiatives undertaken in this area, the quality of water has improved significantly: while 90 per cent of the water was salty prior to project implementation, water tests show an improved pH value.

“As a restaurant owner, I used to buy one barrel of water for 1.50 USD and I use five barrels per day. So that was very expensive for me. These days, I only pay 25.00 USD per month.”

Clan Leader, Dolow

However, in both locations answers vary as to whether all community members enjoy equal access to water. One FGD participant in Dolow points out that there are still about 20 per cent of the community left without access to water, as they are not yet connected to the water piping system or cannot afford to buy pipes. He therefore calls for the extension of the piping system, for more water tanks, and for boreholes in addition to the currently existing shallow wells near the river. In Garbarharrey, some beneficiaries say that inequalities in access to water remain, as some community members are unable to contribute to the borehole maintenance fees. They further call on the local government authorities to subsidize these maintenance fees. It is therefore recommended to strengthen the PPP-approach in both locations in order to facilitate and finance the expansion of the water pipeline system.

“Water is life. So whoever provides water infrastructure – we support them and show them the locations that we think are the most suitable.”

*Women’s representative,
Dolow*

In addition to providing clean and safe water for both drinking and domestic use, the water committee member in Garbarharrey highlights the success of the hygiene promotion campaign, *“Hygiene promoters have played a big role in creating awareness for good hygiene and sanitation practice. They conduct community mobilisation by using microphones and talking in length about hygiene-related issues. Sometimes they participate in general clean-up campaigns to collect the waste from public places.”* Based on beneficiaries’ accounts, messages that were conveyed have increased awareness for good hygiene

practices, such as hand-washing with soap and after using toilets/latrines, collecting garbage, and information about breastfeeding.

According to FGD participants, hygiene practice within their respective family have improved. Both children and adults understand the importance of washing hands frequently and before eating in order to avoid bacterial infections. One beneficiary states that he even encourages family members to use ashes if there is no soap available. Moreover, beneficiaries in Dolow confirm that the city has become much cleaner, *“In front of every business and near every household there is a dustbin for collecting rubbish and then donkey carts will come and pick it up.”*

“[We have learned that] not washing your hands with soap is a big problem. It is associated with AWD, Malaria, and other diseases.”

*Female FGD participant,
Garbarharrey*

Women are said to be the prime beneficiaries of WASH activities, as they are traditionally the ones responsible for fetching water. The women’s representative in Dolow explains that women have traditionally been more concerned with WASH-related issues, as they are directly affected by lack of water and subsequent poor hygiene in the household. Moreover, NCA’s gender-sensitive approach to the installation of WASH infrastructure, i.e. the consideration of walking distance between water sources and settlements, reduces the risk of GBV.

In addition, as evidenced in the section of education programming (see Section 5.2), gender-sensitive WASH programming at schools, including the provision of adequate sanitation facilities for girls and boys and the distribution of sanitary kits to adolescent girls, has a positive effect on girls’ enrolment and retention rates.

Efficiency

Based on the accounts of water committee members, the installation of water infrastructure was efficient for the most part, which is largely owed to the close cooperation with local authorities who were eager to authorise any construction works. In Dolow, for instance, the social affairs secretary explains that they deal with land ownership problems, so that WASH infrastructure can be built without causing conflicts within the community. One issue that was mentioned repeatedly are smaller-scale problems with broken or missing equipment such as pumps or spare parts. In case something needs to be repaired, community members usually contact the water committee first, who then either initiate repair works or, in case the issue requires resources that the community cannot provide or finance, contacts NCA. In order to ensure community ownership and to foster a sense of ownership, NCA is reported to provide spare parts only under extreme conditions such as the 2011 drought where heavier repair works became necessary. In both Dolow and Garbarharrey, community members have easy and direct access to NCA field staff through a designated phone number to register complaints or office hours at the field offices.

“The design and technical specification [details] of WASH infrastructure are suitable to the needs of all community members, including women, men, girls, boys, elderly, and handicapped people. However, there is still need to improve the distance between households, and latrines, and garbage pits.”

*Water committee member,
Garbarharrey*

Sustainability

Water committee members have been trained in the maintenance of water facilities and – in cooperation with the district authorities – will be responsible for maintenance activities. However, it is yet to be determined who will provide or pay for spare parts for heavier repair works in the long run, as those are currently provided by NCA. This evaluation therefore corroborates a previous impact assessment, that the PPP approach should be strengthened.

Issues flagged related to programme implementation

- In Dolow, interviewees give contending information regarding the impact of hygiene promotion activities. While FGD participants report on increased awareness for good hygiene practices (i.e. hand-washing practices, garbage collection), the water committee member points out that NCA has only focused on improving access to water but not on providing sanitation facilities. The visibility of hygiene promotion activities should therefore be strengthened by including water committee members and other influential community members in its execution.
- In Garbarharrey, the water committee member states that the distance between households and latrines and the garbage pit could be improved.

5.2 Education for Peace and Development

Education for Peace and Development has been NCA's flagship programme since 1993 in Gedo and seeks to provide school-aged children and at-risk youth with the opportunity to access the Right to Education and enrol in primary, secondary and vocational schools. Education programming is in line with the strategic objective to "increase the delivery of equitable, affordable, and sustainable services that promote national peace and reconciliation [...]," as outlined under PSG 5 (Revenue and Services) in the New Deal Compact, which aimed at providing access to education for an additional one million children by 2016. The programme is delivered through NCA direct implementation in some districts and in partnership with local NGOs, including Centre for Research and Integrated Development (CERID), Social Life and Agricultural Development Organisation (SADO), and Nomadic Assistance for Peace and Development (NAPAD), in others. Education support includes the construction and rehabilitation of facilities such as classrooms and sanitation facilities, the provision of teaching and learning materials, and establishing libraries, laboratories and recreational facilities to foster a conducive learning environment. In addition, as part of the Integrated Gedo Recovery, NCA has partnered with UNOCHA since 2012 to support emergency education in two districts in Gedo, i.e. Dolow and Luuq, targeting IDP children.

Education for sustainable development remains one of the strategic priorities in NCA's 2016-2020 Somalia country strategy and is in line with the goal to provide "accessible, equitable, affordable and quality education services to all people in Somalia," as outlined in the current National Development Plan 2017-2019. Drawing upon lessons learned from previous programming cycles, NCA recognises the need to increase the number of female teachers who are more likely to serve as role models for young girls. Due to limited availability of qualified (literate) women, especially in rural areas, NCA is committed to build the capacity of women to become teachers. Additional recommendations that came out of the 2015 end-of-project evaluation for secondary education and vocational training include the strengthening community mobilisation for improved enrolment in secondary schools, continuing the support for teachers through monthly incentives as well as strengthening the capacity of teachers and

Community Education Committee (CEC) members for improved and high quality education service delivery.

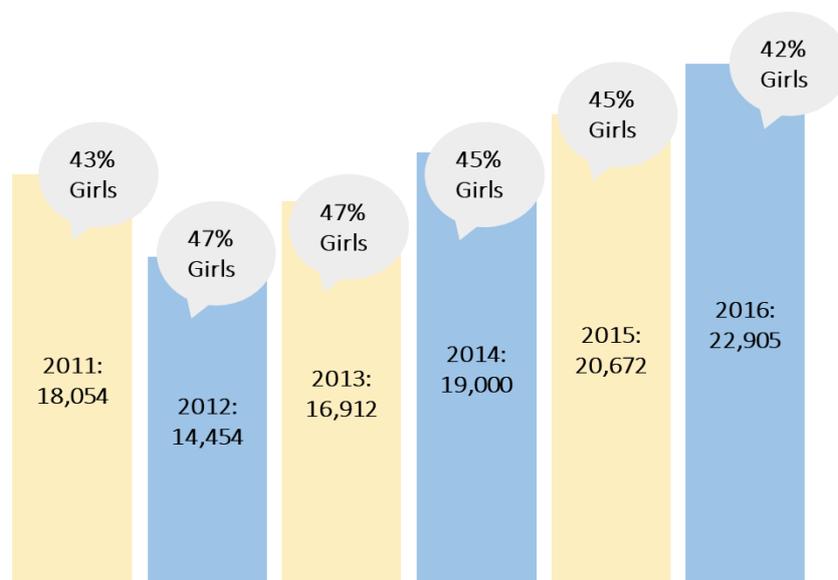
5.2.1 Impact Assessment

In 2011, 18,054 students (17,750 at primary level, 121 at secondary level, and 183 in vocational training) benefitted from NCA’s education programmes. At least 90 per cent of students were retained in school for most of the school calendar year and, most notably, girls’ enrolment was maintained at 43 per cent. This exceeds the target by 13 per cent, which is largely owed to the fact that during this period NCA reached out to 43 additional community schools (88 in total), including vocational centres, which are not priority schools for NCA.

In 2012, NCA focused on 45 primary schools, three secondary schools and one vocational training centre and reached 14,155 primary school children, 179 secondary school children, and 120 youth in vocational training. The target of 10,000 students was exceeded and girls’ enrolment was maintained at 47 per cent (up from 43 per cent in 2011). In addition, 104 teachers received training and 310 primary and secondary teachers were maintained through the provision of monthly incentives.

In 2013, 16,912 school children and youth were reached (16,376 in primary schools, 318 in secondary schools, and 218 in vocational training centres) and a total of 343 teachers (206 male and 137 female) trained or maintained through the payment of monthly incentives. Most notably, girls’ enrolment among IDP beneficiaries was maintained at 55 per cent.

By the end of 2014, 19,000 (8,550 girls) school going children and youth had an opportunity to enjoy their right to education and skills training at primary secondary and tertiary levels with girls’ enrolment maintained significantly at 45 per cent. A total of 73 primary schools and five secondary schools had their facilities improved through construction and rehabilitation works and the provision of teaching and learning materials.



Graph 4: School enrollment rates 2011-2016

These positive trends were carried over into 2015, the last year of NCA’s 2011-2015 Somalia country strategy. A total of 20,672 school aged children and youth (9,207 female and 11,465 male) were

enrolled in 73 primary schools, five secondary schools, and one vocational training centre. The project supported 441 primary teachers, 38 secondary teachers, and 12 vocational training tutors (at least 30 per cent female) to deliver education services in the respective schools.

Results of NCA's education programming are overwhelmingly positive. As highlighted in the 2011-214 four-year report, in 2013, 35 students (seven female) from two NCA supported secondary schools excelled in the final form four exams and qualified to join Universities in Sudan and Puntland respectively and were granted scholarship by the respective universities. As remarked in the 2015 annual report, vocational training enabled a total of 865 youth to not only access skills, but also establish livelihood initiatives for self-reliance in the period between 2013 and 2015. In 2015, the vocational training centre in Gedo supported 310 youth (124 female and 186 male) to access skills training through 13 diverse courses offered in the centre. A total of 101 students (54 female) graduated from various courses and organized in groups of five, who then received start-up kits to establish their businesses.

In 2016, a total of 22,157 school-aged children (42 per cent girls) attended a total of 73 primary schools and 748 children (32 per cent girls) attended one of the five supported secondary schools. Most importantly, NCA and implementing partners registered a seven per cent increase in enrolment during this reporting period, which was mainly owed to increased community mobilisation and awareness-raising for the importance of education. In addition, girls' retention rate was particularly high in those schools that participated in the school feeding programme at 55 per cent. Moreover, 320 teachers received training and all 441 primary teachers (190 female) and 38 secondary school teachers continued to receive monthly economic incentives.

5.2.2 Strengths and Unique Elements of NCA's Education Programming

- **Community approach to education programming.** NCA pursues a participatory, community-based approach to education programming that seeks to empower duty bearers to take on leading roles in the promotion and provision of education on the one hand and in educating young people in peacebuilding and conflict resolution on the other hand.
 - Between 2011 and 2014, a total of 860 key stakeholders (242 women and 618 men), which include 460 teachers, 360 CEC members, and 40 local authorities were actively engaged in education programming and had their capacity built to promote equal access to education and foster peacebuilding initiatives in schools.
 - In 2015, NCA supported about 400 CECs, among them 160 female and 240 male members.
 - In 2016, the role of CECs was further strengthened by providing capacity-building training to 248 members (99 female) on how to effectively execute their role.
 - Moreover, the 58 peace clubs that were established between 2011 and 2014 play a significant role in fostering peace initiatives in schools and teaching school children about peace and conflict resolution.
- **Proactively targeting girls' education.** NCA successfully mainstreams gender concerns throughout its education programmes. As demonstrated above, girls and boys are enrolled in equal numbers and the maintenance rate of girls' enrolment, particularly among IDP children, is high, considering

the Somalia context of protracted conflict and cyclic natural disasters. In addition, the construction and rehabilitation of sanitation facilities separated by gender as well as the promotion of hygiene and sanitation practices and the distribution of sanitary kits in schools (as noted in Section 5.1 WASH) encourages girls to stay enrolled.

5.2.3 Findings of Qualitative Data Collection

Qualitative data collection focusing on the Education for Peace and Development component was conducted in Belethawa and Luuq. Interviewees include relevant implementing partners (CERID and NAPAD), local government authorities, clan elders, women representatives, and two head teachers (at Luuq Primary School and Dawa Primary School/Belethawa). FGDs were conducted with teachers and CEC members. The teachers that were part of the FGDs in Luuq work at Saluhudin primary school, Luuq primary school, Luuq Ganane secondary school, Sinaay primary school, Taganey primary school, and Carcase primary school. The teachers interviewed in Belethawa work at Dawa, Alqalam, and Oda primary schools.

KEY FINDINGS

- Across all locations in Gedo, education programming is named as NCA's biggest strength.
- Community representatives, including local authorities, teachers, CEC members, traditional and religious leaders, and women representatives have been consulted ahead of and during implementation.
- No major delays or other inefficiencies have been reported with regards to project implementation, which is largely owed to the close cooperation between NCA, implementing partners, and local authorities.
- Interviewees strongly emphasise the positive effects that gender-sensitive programming such as the provision of financial incentive and adequate sanitation facilities as well as the distribution of sanitary kits had on girls' enrolment rates.
- Access to education for children from rural areas, disadvantaged socio-economic backgrounds, or minority clans remains challenging and outreach efforts should be strengthened.
- In Belethawa, interviewees point out the need to find permanent locations for schools, as some of them are currently housed in rented and/or temporary buildings that are inapt to withstand the rainy season.
- The selection process for CEC members could be improved by targeting active and influential community members rather than parents who join on a voluntary basis.
- Based on accounts by female interviewees, the number of female teachers should be increased, as they have the biggest potential to function as role models for girls.
- Interviewed teachers emphasise that a streamlined curriculum for the entire region, which is currently not in place, would improve the quality of teaching.
- Interviewed teachers repeatedly state that their current salary (90 USD per month) is too low.

- Key stakeholders expect NCA to continue maintenance works and the payment of teachers' incentives, which hints at potential path dependency. NCA should therefore continue to provide capacity-strengthening trainings to district authorities.

Fact Box 2: Key Findings on Education Programming

Relevance and added value of NCA's Education programming

NCA's education programming continues to address the priority problems of the communities. This is echoed by all key stakeholders interviewed in Belethawa and Luuq. Community leaders interviewed (clan elders and women representatives) affirm that the education programme activities are reflective of the needs of the community. Further, focus group discussions mention that improvements in education is one of the most positive developments in the district over the past five years.

Targeted communities were involved in the design and implementation of the project. A head teacher interviewed in Luuq states that a needs assessment was conducted before the school rehabilitation implementation. As part of this, they were consulted on prioritising sites to be rehabilitated, together with other teachers and CECs. Teachers in the FGDs corroborate this information, stating that NCA consults them and the community on programming priorities.

Local authorities were also involved in the prioritisation of the NCA education programme. The Deputy District Commissioner in Luuq notes that NCA consults with the local authorities about which villages are most in need of funding for schools. Further, he notes that NCA's educational programmes are crucial to meeting the education needs of the district, in particular referring to the funding for secondary schooling.

NCA consulted with community representatives ahead of project implementation. A women's group representative interviewed in Luuq states that ahead of the rehabilitation of a school, they were consulted, together with the District Commissioner, and other leaders (clan, community and religious) in the community. The schools were chosen based on this consultation, as community leaders were key in identifying the ones most in need of construction.

"NCA consults with the District Administration about the target beneficiaries and villages in which to implement projects. Consultation around implementing partners and contractor companies are also done in partnership when constructing the schools."

*Deputy District Commissioner,
Luuq*

“NCA collaborate with the local community. Community members meet NCA to discuss and share suggestions on community needs in Luuq. CERID consults with community leaders, religious leaders and elders on school rehabilitation and construction, then they decide on sites or which school to rehabilitate.”

Clan Elder, Luuq

The demand for the establishment of the programme in Gedo was community-driven. The interviewed implementing partner, the office coordinator from CERID, references the needs assessment conducted by NCA before the rehabilitation of schools in Luuq. Further, according to the NCA coordinator, the decision to focus on education as a sectorial area in Gedo was requested by the community, and since then NCA have expanded its geographical operations in the region.

The objectives of the educational programme are still valid. NCA remains unique as one of the key organisations funding educational programming in Gedo. The organisation is mentioned by several key stakeholders as having an advantage in this sectorial area, especially as it works together with implementing partners who are established in the community, and have the networks to operate and adjust to any changes in the contextual environment.

Efficiency

The educational programme in Gedo has been effective using the inputs in the best possible ways to achieve the project outputs. The only minor inefficiencies that are raised by the implementing partner, CERID in Luuq, were delays on transport, procurement and receiving the equipment for the school rehabilitation. No difficulties or delays in the implementation of the project were mentioned. This was mainly credited to the good relationship between the implementing partner and the local authorities. CERID and NAPAD representatives mention no delays in receiving permits from the District Administration.

One aspect of the educational programme in Luuq which could be organised better is the selection process in the CEC. In Luuq, the interviewed head teacher mentions that currently it is just based on volunteers from the community, generally parents of the school children. On the other hand, the head teacher in Belethawa states that the committee members are selected by the teachers and approved by the parents based on their knowledge and competencies (for instance, four of the seven committee members are clan elders). Nevertheless, in both locations, there is a demand for social mobilisation around the importance of education in the community; however for this strategy to be effective, active, as well as influential, people in the community need to be targeted. The women’s group representative interviewed spoke about their role in awareness-raising campaigns for the importance of education.

There are no issues mentioned with the distribution of funds. The head teacher in Belethawa points out that sometimes delays in the payment of salaries or with regards to the school feeding programme occur. There are no mentions of such delays by teachers interviewed in Luuq. Further, the NCA coordinator interviewed states that there was no diversion of funds which are all allocated towards project implementation.

Effectiveness

The main objectives of NCA’s educational programmes in Gedo, equitable access to education and increased retention of school aged children, have been achieved to an extent. Enrolment rates in primary and secondary education have been reached in the target locations. Moreover, there has been an increase in girls’

“Almost all children have access to school [those not engaged in income-generating activities] while the rest is looking for food for their families, for example boys are shoe shiners in the market, and girls take jobs like washing clothes to get some money for their families.”

Female teacher, FGD Luuq

attendance in primary and secondary education, largely because of the monetary incentives provided by NCA. In Luuq district, as the CERID education and skills development officer mentions, there are 1,846 currently enrolled girls out of a total of 4,535 students, i.e. 40 per cent.

Accessing education for children living in rural areas, from disadvantaged socio-economic families, or minority clans as well as for children with disabilities remains a barrier. The office coordinator for CERID speaks about the difficulty of reaching more remote areas in the district, and that strengthening efforts for community outreach in these would improve the effectiveness of the overall educational programming. Teachers in focus group discussions speak about the inability of poorer families to buy school resources. Factors that would improve enrolment and

attendance include the provision of school resources, specifically books, pens, school uniforms; school feeding programmes; and additional livelihood programmes to the community.

Moreover, the pressure for children to earn an income is an issue for children from poorer families. There is evidence of exclusion of minority clans in Luuq, specifically the Rahanweyn and Bantu (Jareer), mentioned by the focus group discussants. These clans are socially and economically excluded and children are forced to work as shoe shiners in the market or wash clothes. Pressure for children from these minority clans to earn an income, and not attend school, is therefore higher. This exclusion prevents the objective of equitable access to quality primary and secondary education for all children.

Teachers generally feel empowered and supported to deliver quality education. The interviewed head teacher in Belethawa emphasises the positive effect that the payment of teachers’ incentives has on the quality of education. He states that, despite being only 90 USD per month, it has increased the teachers’ morale who have doubled their efforts to prepare students for exams, who in turn achieve good results.

“There is no consideration of equality in the district, minority people are always left behind.”

Female teacher, FGD Luuq

“Both boys and girls benefitted positively from the rehabilitation of schools. Girls’ enrolment rate was very low but after CECs social mobilization girls enrolled in school more than expected.”

Head teacher, Luuq

“The role of the community education council is monitoring. They observe every morning whether the school is operational, whether the teachers are present, whether the teachers signed the attendance sheet, whether they are they come on time and whether the teachers receive their salary. They also try to understand why some students bring low results, why students miss the classes and they persuade the parents to bring their children to the school. Also they pursue the long term plans of the school such as that the school should have its own building and to add a secondary level.”

Head teacher, Belethawa

Focus group discussions confirm that they are able to raise concerns and make suggestions to NCA and the implementing partners CERID and NAPAD. Teachers state that they have the required skills to be able to teach the students, and the training they received by CERID or NAPAD was effective. When asked about the content of the teacher training, interviewees mention that they have been trained on time management and how to prepare and structure classes, how to incorporate practical examples in lessons, how to teach a foreign language, and how to make lessons understood to students with different capabilities.

Both head teachers interviewed and the focus group discussants, however, felt more training is necessary to improve the quality of education. Specifically, additional training on how to structure the curriculum, how to teach children with disabilities, how to teach secondary school curricula, and computer skills are mentioned. Moreover, some teachers point out that the quality could be further strengthened by hiring more teachers to avoid overcrowded classes and by implementing a unified curriculum throughout the entire district, which is currently not in place.

The effectiveness of the CEC in retention of school aged children remains unclear. Most of the teachers in the focus group discussions mentioned that the role of the CEC was the maintenance of school facilities in the long-run, and did not speak about the CEC role in retaining students. However, the interviewed head teacher mentions that CECs help getting girls enrolled in school. The head teacher in Belethawa further explains that CEC members follow up with students who achieve low scores on exams or with parents in case their children miss classes. A better understanding of the role of the CEC in retaining children in

school, especially girls, could perhaps be a focus area going forward. This could be done by ensuring harmonised capacity-building trainings for CECs and teachers who are supported by implementing partners based on the UNICEF training curriculum.

Impact of NCA’s Education Programming

The educational programme in Gedo has an overall positive impact. Through the programme, there was an increase in school attendance and evidence of higher girls’ educational attainments, as well as positive social change in attitudes towards girls’ education. Moreover, increased access to secondary school has been improved in Luuq, which was previously inaccessible. There is also evidence of an improvement in the quality of education received by children in Belethawa and Luuq, and upward social mobility because of this.

The educational programme has a positive impact on enrolment rates in Gedo. Male teacher discussants in Luuq mention that NCA's focus on school rehabilitation, especially the construction of water taps in the school, has led to an increase in school attendance. The NCA coordinator speaks about the positive impacts of the educational programme, and how it had an impact on educational attainment in the region. Before the establishment of the schools in Luuq, children were sent to other districts, such as Belethawa for their education.

"[As part of awareness-raising campaigns] religious leaders clearly said that the Islamic religion encourages to educate girls. Many parents have cried on that day regretting that they have not been fair to their children. Because in the earlier day, if the family has 5 girls and 5 five boys, they used to send to school only boys and keep the girls at home. So recently the [number of] girls who are going to school dramatically increased."

*Women's representative,
Belethawa*

There is evidence of an improvement in the quality of education in NCA-supported schools. An increase in the number of skilled individuals in Luuq is noted by a clan elder interviewed. This has meant a positive reinforcement of an increase in head teachers who graduated from CERID schools. Further, the Deputy District Commissioner interviewed, states that students from this district have gone on to become politicians, indicating a level of social mobility.

Especially, the enrolment of girls in education has increased. Stakeholders interviewed credit this increase with the outreach campaign by the CECs, which focused on mobilising the community to enrol girls in education. Especially, women's representatives and mothers were effective in mobilising girls to go to school. The provision of

adequate sanitation facilities by gender, as well as the distribution of sanitation kits is noted as having a strong impact on girls' attendance rates, especially at the secondary school level.

The women's representative in Luuq points to the need of having co-ed (mixed) classes, as girls and boys are taught in separate classrooms (the interviewee did not mention the names of any specific schools). Based on her experience, it would be desirable to have them study together for girls to learn how to speak up. She notes that girls tend to be shy and do not learn to speak up in public. Therefore, shared spaces with boys where they are encouraged to engage is important.

"According to Somali tradition, girls were not educated. This has changed recently. People have realised that ignorance does not have any advantage. Now girls and boys are the same in terms of schooling."

Clan elder, Belethawa

"NCA provided food rations like sugar and oil to girls in school to increase their enrolment and attendance. Before the food rations girls' attendance was very low but due to the food distribution it has increased."

*Deputy District
Commissioner, Luuq*

“For example, if the girl does not have a sanitary towel and she is on her period, she will not attend school. But if she is given [sanitary products], she will attend school.”

Head teacher, Luuq

Moreover, the incentives for girls’ attendance are credited with the increase in their enrolment. Specifically, the school feeding programme and the monetary incentives had a positive impact on girls’ attendance rates. The interviewed Deputy District Commissioner in Luuq the feeding programme with an increase in enrolment of girls. Teachers mentioned

that the monetary incentives were the main reason behind the increase in enrolment rates for girls.

Further, there was evidence of a shift in attitudes towards a girls’ role in the community. Male teachers interviewed mention that since the rehabilitation of schools in Luuq, there has been a decrease in early marriage the community, as girls are encouraged by their community to focus on school attendance.

“NCA provides cooking oil to the girls as part of the feeding programme. This results a little bit of disappointment in the boys, but it has positively impacted the girls. The enrolment rates increased so much. For example, when we were opening this year, there were 345 students, now there are 412 students including both girls and boys.”

Head teacher, Belethawa

Sustainability

There is evidence of potential path dependency in terms of sustainability of the educational programme in Gedo. While expressing their hopes for one day having a strong and capable Ministry of Education, interviewees, including government representatives, overwhelmingly advocate for NCA being responsible for the school facilities in the long run as well as paying the teacher salaries. The head teachers are also adamant that NCA, or the implementing partners, should be responsible for the long-term operations of the schools. This indicates a lack of local ownership, which indicates a potential shortfall in sustainability.

Moreover, interviewees in Belethawa highlight the need to relocate schools to more permanent facilities, as some of them are currently located in rented and/or temporary buildings that are inapt to withstand the rainy season.

In Luuq, the local administration interviewed indicates that they do not have the knowledge to run the schools. The Deputy District Commissioner in Luuq raises that the District Administration would like to receive capacity-building training by NCA to strengthen their knowledge around the administration of the schools. If NCA do intend to handover the educational programme to the local authorities, this would need to be strengthened and improved. This is also in line with the goal to “strengthen the governance, management and partnerships to enable the Ministry [of Education] deliver efficient and effective programmes and services by 2019,” has stated in the current Somalia National Development Plan.

“We never had educated people in this district, children were playing outside because of no schools to go to, but currently the most educated people in the district come from schools implemented by CERID. All private school head teachers and teachers graduated from schools by CERID.”

Clan elder, Luuq

The deputy district commissioner in Luuq also raises that the construction of schools for adults, especially women, would be desirable. This is echoed by the women's representative, *"Almost all female business owners do not know how to write and read. They call their children to write the debts. When they are called for training, they don't understand."*

There is also evidence of the schools being currently underfunded. According to interviewed head teachers, while the quality of teaching has improved, teacher wages remain low (90 USD per month). This is echoed by focus group discussants who state that better salaries as well as additional teaching materials are needed to further improve the sustainability of the educational programme.

Coordination

NCA's engagement with the community, primarily through its implementing partners, is characterised as good. CERID and NAPAD representatives confirm that meetings with community leaders were held. Women and men were consulted in equal parts. This is confirmed by the women's representatives interviewed in Belethawa and Luuq, stating that they were particularly consulted regarding the selection of female beneficiaries. Teacher discussants in FGDs state that they were consulted as well and had sufficient opportunities to raise concerns or make suggestions during the teacher trainings. However, it was noted that communication between teachers and NCA could be improved by more frequent check-ups/supervision/monthly meetings with NCA.

"If they want to build a new school they choose the place according to population of the community and they consult with us very well. The teachers are chosen according to their knowledge after tests and evaluations."

*Government official,
Belethawa*

Relationships with the local government authorities are characterised as consultative but lacking continuity. Local administrations are involved in all stages of the project phase, from inception to evaluation. However, a challenge that was noted by the NCA coordinator was the lack of continuity of administrations, which often change in Gedo. The stakeholders interviewed in Luuq praised the relationship between the local authorities and NCA, especially since the establishment of the offices in Dolow. This is echoed by the deputy district commissioner in Luuq, who states that decisions regarding target villages and beneficiaries were made jointly with NCA and implementing partner (CERID). Local authorities were also in contact with the contracting companies for the rehabilitation of schools.

CERID and NAPAD play a decisive role in the implementation of education programmes in Gedo. The NAPAD liaison officer interviewed in Belethawa explains that decisions regarding school reconstruction measures and other project activities are made jointly through the Gedo Education Network/education cluster chaired by NCA based on periodic conferences and monthly needs assessments.

Hiring procedures for teachers are determined by NCA in collaboration with the local partners. As the CERID education and skills development officer explains, interested teachers have to take an exam and the best ones are chosen.

5.2 Livelihoods and Trade

Under the 2011-2015 Somalia country strategy, NCA organised beneficiaries to actively improve their own livelihood and food security. In Gedo, livelihood support focused on providing vocational and business skills training and start-up grants to vulnerable (urban) communities as well as on organising agro-pastoralists into farmers groups and providing them with seed grants and technical equipment to increase and diversify their production.

In Puntland, the Alternative Livelihood to Piracy programme focused on providing skills training to ex-pirates. The Alternative Livelihood to Piracy programme has strong linkages to the Faith Communities and Peacebuilding component, which engages duties bearers such as religious leaders in raising awareness and spreading counter-piracy messages among the community. This element will be analysed in the next section.

Economic empowerment remains one of the key priorities under the 2016-2020 Somalia country strategy. As a follow-up to the Alternative Livelihood to Piracy programme, the Economic Resilience programme aims at securing sustainable economic opportunities and employment for youth and women who are at risk of human trafficking, piracy or to join violent groups. It combines large-scale advocacy campaigns, such as the massive media campaign by the Ministry of National Security of Puntland that reached an estimated 1.5 million people, and support for the Puntland Counter Piracy Forum with providing alternative livelihood strategies including vocational and business skills trainings in both Puntland and Gedo. One addition to livelihood support is the new focus on revitalising the fishing industry in coastal communities in Puntland through capacity building of fishing associations' representatives and providing equipment to women fish vendors.

NCA's Livelihood and Trade/Economic Empowerment programme is therefore in line with the economic recovery aspect of both the New Deal Compact for Somalia (2014-2016)/Somalia Economic Recovery Plan (2014-2015) and the current National Development Plan 2017-2019. One strategic objective of the New Deal Compact (under PSG 4: Economic Foundations) is the revitalisation and expansion of the Somali economy with a focus on livelihood enhancement, employment generation, and broad-based inclusive growth. This was carried over in the current National Development Plan which seeks to build resilient communities that can withstand internal and external shocks such as cyclical drought and other natural disasters. Both documents contain a focus on enhancing productivity in the agricultural sector (farming, livestock, and fishing) and related value chains, including improved infrastructure and market access, as well as creating economic opportunities and skills development for youth.

Challenges faced during the 2011-2015 implementation period,

which ultimately led to lower numbers of target beneficiaries reached, were mostly related to the volatile security situation as well as the catastrophic drought/famine at the beginning of the programming cycle. This meant that the biggest percentage of programme resources were assigned to immediate humanitarian relief efforts (such as food assistance). Another reported challenge is the unwillingness of some communities to adopt new economic activities, which resulted in low achievements on the goal to diversify productive means.

Ultimately, due to weak government structures, the goal to influence the legislative agenda related to fair trade could not be realised. Nevertheless, eight duty bearers (3 female and 5 male) in Gedo were influenced to support legislation for fair trading laws that protect informal traders. In addition, five duty bearers on local government level were trained on ways of supporting informal traders by protecting them from illegal taxation by local militias.

5.3.1 Impact Assessment

The effectiveness of livelihood support programmes in Gedo was largely impacted by the devastating drought experienced in 2011 (and reoccurring in 2016). During the drought years of 2011/12, emergency food assistance reached 39,660 individuals in Belethawa, Dolow, Luuq and Garbarharrey districts.

In 2011, 1,900 beneficiaries (1,140 female and 760 male) received livelihood assistance in Gedo, including irrigation for riverine farmers along the Juba River, and 50 farmers associations were created. In Puntland, 180 reformed pirates completed vocational skills training and 95 reformed pirates were provided with business skills training and seeds grants. No relapses into piracy were reported and over 90 per cent of those assisted were found in gainful employment or self-employment.

In 2012, a total of 6,329 beneficiaries (3,710 female and 2,619 male) organised to actively improve their own livelihoods. This includes 6,154 beneficiaries (3,692 female and 2,462 male) who achieved food security through cash relief and distribution of agricultural inputs in Gedo as well as 175 reformed pirates (18 female and 157 male) in Puntland.

In 2013, a total of 14,277 beneficiaries (8,536 female and 5,751 male) were supported to establish small-scale enterprises for alternative livelihood, a result that can be seen as good, considering the context of protracted conflict and cyclic famine, and should be regarded as a stepping stone for long-term recovery efforts. In addition, youth and women groups (145 female and 145 male beneficiaries) were supported to establish small-scale enterprises means of production.

However, the number of beneficiaries who organised to actively improve their own livelihood was down to only 525 (285 females and 240 males), hence reaching only 4 per cent of the initially envisioned target of 13,000 beneficiaries. According to the 2013 annual report, this divergence from the target value was as result of the Village Community Banking Model (VICOBA) not being realised due to the Somalia context, i.e. protracted conflict and the nomadic nature of pastoralist communities.

According to the 2011-2014 four-year report, a total of 15,500 beneficiaries (9,100 females and 6,400 males) secured sustainable livelihood means while a total of 8,700 beneficiaries (5,000 females and 3,700 males) were organized in groups to actively improve own livelihood during this period. Considering the context of protracted conflict and the drought/famine recovery, these are solid numbers. By the end of 2014, the number of beneficiaries who benefited from the Alternative Livelihood programme totals 1,550 (750 female and 800 male) with a total of 450 beneficiaries (250 female and 200 male) having received seed grants to establish small scale enterprises. The results achieved under this outcome were lower than expected, as most of the programme resources were assigned to activities that directly tackled the humanitarian emergency that Somalia experienced during this reporting period.

In 2015, the total number of beneficiaries organised to actively improve their own livelihood was 980 (660 female and 320 male), reaching 89 per cent of the target for 2015. An estimated 5,880 beneficiaries (women and youth) established enterprises as means of production and alternative livelihoods.

In addition, during the reporting period 2011-2014, agro-pastoral communities in Gedo reported on three and fishing communities in Puntland reported on two means of diversified productive activities (i.e. high-value fruits, fodder crops, and honey and Gedo; construction/rehabilitation of vegetable and

livestock market sheds in Puntland). Although little progress was made with regards to adding productive activities compared to the 2011 baseline (due to communities' resistance to venture into new productive activities), 5,300 women and 3,400 men were reported to access local domestic markets with new products by the end of 2014.

5.3.2 Economic Empowerment in the 2016-2020 Country Strategy

Under the premise of enabling “right holders to secure entrepreneurial opportunities and sustainable employment” in the 2016-2020 country strategy, NCA's economic empowerment programme focuses on four strategies: vocational skills training, business skills training, value chains development, and promotion of market access. With regards to livelihood support for agro-pastoralist and riverine communities, NCA builds upon successes achieved during the previous strategic period and undertakes the shift from emergency response/drought recovery programming to sustainable value chain development. Building upon the successful organisation of farmers into groups, NCA continues to provide beneficiaries with knowledge, tools, and technology in order for them gain greater control over their value chain, for instance by accessing relevant market information more easily and strengthening bargaining power to achieve better prices for their products. Moreover, by rehabilitating and construction physical market spaces as well as addressing and reducing regulatory and cultural market barriers, beneficiaries, particularly women, are expected to gain improved access to local and domestic markets. In 2016, the economic empowerment programme reached 1,184 riverine farmers and agro-pastoralist households with varied farm inputs and an additional 150 farmers and 25 farmer cooperative societies benefitted from the construction and rehabilitation of irrigation canals.

As stated in the 2016 annual report, the provision of technical and vocational training skills together with tools and grants remains an effective way of enabling youth and women to enter employment or self-employment. Vocational training courses follow a market-based curriculum to ensure that graduates find employment. Based on the 2015 evaluation of vocational skills training, 71.8 per cent of those who graduated in 2014 entered formal employment or became self-employed with an additional 21.4 per cent who continued their studies. Only 6.8 per cent of graduates were reported as unemployed. In 2016, a (self-) employment rate of 70 per cent of trainees was reported. This very positive trend is at least partly owed to increased efforts to strengthen the link between trainees and key stakeholders in the private sector, for instance through the establishment of a Business Development Service Unit at Sayid Mohamed Technical Education Centre (SaMTEC) in Gedo.

The Economic Resilience programme is a special project under the economic empowerment component of the 2016-2020 country strategy and aims to secure sustainable economic opportunities and employment for youth and women who are at risk from human smuggling, piracy and to join violent groups. It largely builds upon successes achieved under the Alternative Livelihood to Piracy programme. In 2016, awareness-raising campaigns for piracy, human trafficking and smuggling reached an estimated 1.5 million people in Puntland, 115 vulnerable youth (35 female and 80 male) received vocational skills training (auto mechanics, solar energy, and fishery), and an additional 15 women received basic business skills training. One addition to livelihood support is the new focus on revitalising the fishing industry in coastal communities in Puntland through capacity building of fishing associations' representatives and providing equipment to women fish vendors.

5.3.3 Strengths and Unique Elements of NCA's Livelihood Programming

While NCA's livelihood programming might have failed to reach some of its targets due to the Somalia context or funding issues, the impact is overwhelmingly positive. The biggest strengths of NCA's livelihood support programming lies in the Alternative Livelihood to Piracy programme on the one hand and the organisation of pastoral-agriculturalists into farmers' groups on the other hand.

- **Organisation of farmers into groups.** The work of NCA and implementing partner CERID in Luuq serves as an excellent example for the impact that the organization of farmers into groups has on the productivity of agricultural communities. Riverine farmers in ten villages were organised into ten farmers groups with approximately 20 members each. They were supported with irrigation packages to start large-scale/commercial farming for one season. As a result of farming in groups, they were able to put more acreage into farming than when they were farming on their own. As highlighted in the 2011-2014 four-year report, while one farmer could only farm half an acre per season, a farmers group is able to farm 15 acres. Moreover, farmers group have been able to sell their goods in their own market stalls in Luuq without a middleman, which has resulted in increased earnings. Under the current 2016-2020 country strategy, NCA builds upon its successful strategy of organising farmers into groups by focusing on value chain development for farmers to sustain and further increase levels of productivity, access local and domestic markets, and strengthen their bargaining power.
- **Coordinating and working together with other agencies.** With regards to its livelihood programming for agro-pastoralist communities, NCA reports on two unintended positive effects. After NCA had organised riverine farmers into groups, other actors including WFP and FAO came in and, recognizing the value of targeting farmers as a group, provided them with additional agricultural inputs. In addition, several farmers groups began to form an umbrella farmers networking group, which, due to increased visibility, has attracted the support of other NGOs, hence enhancing the sustainability of their activities.
- **Linking employment with conflict, or anti-piracy, measures.** NCA was the first organisation to pioneer counter-piracy livelihood programming. As per the 2011-2014 four-year report, 700 youth – former pirates and at-risk youth who had lost their livelihood (fishing) due to piracy – enrolled in either 3-month vocational training at Garowe Vocational Technical Centre (GVTC) or in 1-month business skills training. In 2015, an additional 160 youth in Garowe and Eyl were provided with vocational training skills, including fishing, auto-mechanics, and solar energy. No return to piracy was reported – quite on the contrary: those who undertook training in masonry, electricity, carpentry, etc., were either found employed or in self-employment after graduation and 75 per cent of those who completed the business skills training and received a start-up grant of 500 USD have opened up their own retail shops. Based on previous programme evaluation, graduates now earn an average of 150 USD, are able to support their families, and are actively involved in building the local economy. Building upon the widely successful Alternative Livelihood to Piracy programme, the Economic Resilience programme in the 2016-2020 country strategy aims to secure sustainable economic opportunities and employment for youth and women who are at risk from human smuggling, piracy and to join violent groups.

- **Linking vocational training curriculum to market demand.** Vocational training courses are offered based on the needs of the local economy in order to ensure the graduates' employability.

5.3.4 Findings of Qualitative Data Collection

Qualitative data collection focusing on the livelihood component was conducted in Garowe (Alternative Livelihood to Piracy programme), Belethawa (livelihood support to vulnerable urban communities), Dolow, and Luuq (livelihood support to agro-pastoralist communities in both districts). Interviews were conducted with relevant implementing partners (CERID and NAPAD), local government authorities and ministry spokespersons, clan elders, women representatives, farmers' groups representatives (in Dolow and Luuq), and a private sector representative (in Belethawa). FGDs were conducted with agro-pastoralists in Dolow⁴ and Luuq, graduates of vocational/business skills training programmes in Belethawa, and Alternative Livelihood to Piracy programme beneficiaries in Garowe.

KEY FINDINGS

- Livelihood support for agro-pastoralist communities was of particular relevance during the drought years. The Alternative Livelihood to Piracy programme addressed the single most important need of communities in Puntland at the time of implementation.
- Implementing Partner's highly localised knowledge is used to ensure that project activities respond to the needs of the community and that the right beneficiaries are targeted.
- The close working relationship with government authorities ensures smooth operations with regards to receiving permits, selection of beneficiaries, etc.
- No mismanagement of resources has been reported due to NCA's strong financial control mechanisms.
- The engagement of religious leaders in counter-piracy campaigns has proved most effective in creating the awareness that piracy is forbidden in Islam.
- In Gedo, trainings on farm management, the distribution of agricultural tools and inputs, and rehabilitation of water sources led to increased productivity, diversified production, and higher crop yield.
- The organisation of farmers into groups has set them on a sustainable path to secure their livelihoods and strengthened their resilience to environmental shocks.
- Added value of NCA's livelihood support for agro-pastoralist communities lies in its comprehensiveness, i.e. support includes everything from provision of tools to agricultural inputs to business skills and literacy trainings.
- In Belethawa, graduates of vocational/business skills trainings and recipients of start-up grants have found stable employment or scaled up their business activities.

⁴ It shall be noted that agro-pastoralists who were interviewed in Dolow are reportedly from villages that in fact belong to Belethawa district.

- In Puntland, NCA is said to be the only organisation working on counter-piracy issues.
- Reformed pirates who graduated from vocational and business skills trainings entered into sustained (self-) employment. No relapses into piracy have been reported.

Fact Box 3: Key Findings on Livelihood Programming

Relevance and added value of NCA's Livelihood programming

“While international navy forces made great efforts to protect the coastal waters, the Puntland government and our people need to raise awareness and eradicate piracy within our communities.”

*Sheik, Ministry of Justice,
Garowe*

In Gedo, interviewees emphasise the relevance of NCA's livelihood support for agro-pastoralist communities in combination with the construction/rehabilitation of water sources. Interviewees agree that livelihood support was of particular relevance during the drought years when most of the livestock had died. As the clan elder in Dolow remarks, *“If it wasn't for organisations like NCA, people would have not had anything to eat.”* Moreover, farmers point out the comprehensiveness of NCA's livelihood support, which includes everything from generators and fuel to seed crops, while other organisations would only focus on one component.

Key stakeholders in Garowe agree that counter-piracy programming addressed the single most important need of communities in Puntland at the time of implementation. Interviewed government officials confirm that the former president of Puntland himself had approached NCA and called for support.

Coordination and consultation with stakeholders

In Gedo, beneficiaries commend the close working relationship that NCA's implementing partners CERID and NAPAD maintain with the communities in which they work. Decisions regarding the selection of beneficiaries are based on consultations with a wide range of community members, including traditional and religious leaders and village committees, and needs assessments are conducted. Beneficiaries confirm that NCA's and implementing partners' consultation practices are non-discriminatory and include people from different clans as well as women and men in equal parts. In Dolow and Luuq, farmers groups representatives emphasise of agricultural committees in decision-making processes. By ranking farmers' needs from most to least urgent, NCA and implementing partners ensure that the right beneficiaries, i.e. the most vulnerable community, are targeted. This particularly includes female-headed households as well as young people. According to the CERID representative interviewed in Luuq, the organisation of farmers into groups was done on a voluntary basis, as some farmers did not want to participate or expressed hesitation regarding the planned diversification of crops.

“In my village, all groups are considered equally when implementing programmes. When the community leader selects five households, they will come from five different groups or clans.”

*Female FGD participant,
Luuq*

Selection criteria for the business skills trainees and recipients of start-up grants were established by NCA and implementing partners in consultation with clan elders and other influential community members, who were deemed the most knowledgeable about suitable candidates. As explained by the NAPAD liaison officer interviewed in Belethawa, selected beneficiaries for business skills trainings must be a resident of the respective village and the (female) head of a big family, have a previous background in some sort of business operations, and should have at least 300 USD available. The interviewed government official in Belethawa states that local authorities do not interfere with the selection process but are presented with the final beneficiary list.

In Puntland, where the livelihood programme has been directly implemented by NCA, interviewees commend NCA's strong relationship with local government authorities. Most notably, NCA is recognised for its engagement with the Directorate of Counterpiracy, whose representatives have played a key role in deciding upon and implementing project activities. In fact, the interviewed Directorate representative prides himself on having initiated the partnership with NCA after having met and discussed the dangers of piracy with the Norwegian Ministry of Foreign Affairs.

The selection of beneficiaries for the Alternative Livelihood to Piracy programme was made by local authorities and clan elders together. As the clan elder interviewed in Garowe explains, *"When authorities want to hire participants, they must have been approved by the Aqil of the clan where he/she belongs to."*

The specific components of the vocational training programme have been chosen based on beneficiaries' preferences and the needs of the local economy in order to ensure that trainees find employment immediately after graduation. NCA entertains a good working relationship with GVTC; while the centre is not involved in the selection of beneficiaries, it carries out all aspects of training.

"I was invited to the opening ceremonies of the vocational training courses where I addressed the trainees and encouraged them to live a better way of life, to learn the livelihood skills that will empower them today and tomorrow."

*Women's representative,
Garowe*

Efficiency

Both the director at GVTC and NCA's coordinator in Puntland confirm that project resources have been allocated efficiently and that no cases of financial mismanagement have been reported due to NCA's strong financial control mechanisms. Livelihood beneficiaries also commend NCA's and implementing partners' responsiveness when problems are raised. In Luuq, for instance, farmers were trying to get rid of the so-called early grower tree, a harmful weed that was suffocating crops. NCA responded promptly by paying farmers to cut down the trees, which did not only solve the problem but also created some additional income.

Challenges that were mentioned with regards to efficient implementation of the counter-piracy programme was the vast coastal line and pirates switching swiftly from location to location once counter-piracy messaging had taken foot in one place. Due to time and financial constraints, NCA had to decide on five project areas that would yield the most impact.

Impact and effectiveness of livelihood support for agro-pastoralist communities in Gedo

Farmers' experiences with working in groups are overwhelmingly positive. Trainings on farm management as well as the distribution of agricultural tools and inputs and the rehabilitation of water sources led to tangible changes such as increased productivity, diversified production, and higher crop yield. Beneficiaries identify tractors, planting seeds, fertilisers, generators, and pumping pipes as the tools that proved to be most useful. FGD participants explain that they have purchased different types of seeds and started growing new crops such as watermelons, onions, peppers, yellow peppers, and tomatoes. In addition, female beneficiaries emphasise the usefulness of the business skills and literacy trainings they received, as it is mostly women who go on to sell the agricultural products at the market.

“When the project started, the times were tough. To a big extent it was because of NCA’s efforts to rehabilitate water sources and provide generators and fuel that our livestock survived the drought. Now we are harvesting maize and beans and fodder for the livestock and our lives have changed for the better.”

Farmers group representative, Dolow

The CERID representative interviewed in Luuq confirms that the livelihood programme has helped farmers to recover from the drought, *“Farmers use canals and river water instead of pumping pipes, which waters the whole farm and helps during the drought.”* Most importantly, livelihood support has made agro-pastoralist communities more resilient to environmental shocks with beneficiaries stating that for the first time in a long while they are able to produce enough crops and fodder to store it for the case of a renewed drought. In Dolow, FGD participants emphasise that they were even able to donate fodder to other communities affected by the drought. Higher household income enables them to pay for clothing, healthcare, and education expenses. They also report that some farmers were able to open up small stores as a result of the increased income/savings from agricultural activities.

In addition, working in groups, which farmers describe as an uplifting and encouraging experience, has indirectly established a social control mechanism, as group members do not only learn how to cooperate but also keep each other motivated to work hard.

Young people are reported to have particularly benefitted from agricultural livelihood support, as they were given tools to cultivate their land and began to earn a substantial amount of money, which allowed them to marry and start a family.

When asked whether there are any factors that prevent them from scaling-up their agricultural activities or accessing new markets, beneficiaries repeatedly point to the lack of means of transportation such as tractors or donkey carts, which slows down harvest and limits access to local markets. Other issues that were raised include the lack of pesticides to prevent crop failure, insufficient canals to water farmland, and insufficient vegetable seeds. With regards to the overall economic situation of the region, interviewees point to the low purchasing power of the community, which prevents people from buying the produce offered at the market.

Impact and effectiveness of livelihood support for vulnerable urban communities (Belethawa)

Both business skills trainings and financial support for women as well as vocational training programmes for vulnerable youth have proved effective: all focus group discussants in Belethawa confirm that graduates of the programmes have found employment or were able to scale up their business activities. Moreover, graduates of the vocational training programmes at SaMTEC agree that the vocational training programmes were well tailored to the needs of the local economy. As one male graduate interviewed in Belethawa states, previously skilled workers such as carpenters had to be hired from Mogadishu or Nairobi whereas the recent graduates can now fill this gap. FGD participants confirm that all graduates have found jobs and are now able to support their families – some of them have even hired family members – and are active members of their communities. The CERID education and skills development officer interviewed in Belethawa confirms that 90 per cent of the youth who graduated from training programmes have found employment or opened up their own business. One discussant remarks that the employment rate in Belethawa has risen by 20 per cent.

“The business skills training was useful because we learned how to record our daily business activities. For example, if we lend something to someone, we record the date, amount and the borrower’s name.”

*Female FGD participant,
Belethawa*

“Before receiving the business start-up grants, we were struggling with our livelihood. After the project has been implemented, our life has changed. We are able to pay our children’s school fees and instead of having only one meal per day, we now cook three times per day.”

*Female FGD participant,
Belethawa*

Household income and food security has also improved for those female-headed households that were part of the business skills training programme. As various interviewees confirm, mothers with a large number of children, widows, and divorcees were prioritised. Focus group discussants state that some women used the start-up grants to expand their small shops while others bought sewing machines and started a tailoring business. Interviewees particularly emphasise the usefulness of the business skills training, stating that they learned how to calculate business expenses and revenue.

The women’s representative states that there are regular check-ups on those who received the start-up grants to see whether the money is being put to good use. Livelihood beneficiaries also commend the high degree of responsiveness of NCA and implementing partners. As female discussants mention, they had approached NCA to ask for an increase of the start-up grants and

were promptly granted an additional 200 USD each.

When asked whether there are any factors that prevent them from scaling-up their business activities or accessing new markets, beneficiaries overwhelmingly mention (still) insufficient financial resources as well as lacking equipment (for technical professions). Other challenges mentioned include lack of transportation, lack of electricity, and weak purchasing power of the communities.

Impact and effectiveness of Alternative Livelihood to Piracy programme

In Puntland, NCA is reported to have strongly contributed to the reduction of piracy along the coast. The Directorate of Counterpiracy states, *“NCA is the only organisation that works on counter-piracy programmes and has established a very strong relationship with the community, local authorities and other stakeholders.”*

The impact of the Alternative Livelihood to Piracy programme is described as two-fold. On the one hand, large-scale awareness-raising campaigns have affected a change in attitudes towards piracy (also see Section 6.4 on FCPB). On the other hand, vocational training for reformed pirates has enabled them to pursue legitimate and sustainable livelihood activities. As the women’s representative in Garowe explains, *“The community has changed the behaviour [attitudes] they had towards piracy. Although the community knew that this illicit trade was not good, they did not really know what to do with the people who were involved.”*

“Those who were provided with skills training have now either established their own business or work for big companies or other institutions. If they are married, they are able to contribute to the household income and improve food security of their family.”

*Clan leader,
Garowe*

“Eyl was one of the most dangerous places, but after a huge awareness-raising campaign from different institutions including NCA, traditional elders, religious leaders, and other community members, the risk of piracy decreased.”

*NCA Coordinator,
Puntland*

According to the clan leader in Garowe, the effectiveness of the Alternative Livelihood to Piracy programme shows in 1) the absence of piracy along Puntland’s coast, 2) the social and economic rehabilitation of former pirates, and 3) the high (self-) employment rates of those who received training.

As per the interviewed Directorate of Counterpiracy representative, there were no relapses into piracy among those who participated in the various skills training programmes, such as mechanics or electrical installation. He confirms that graduates have managed to secure sustained livelihoods and are able to support and feed their families. Female beneficiaries in Garowe emphasise the usefulness of the business skills training as well as the start-up grants they received, which enabled them to open up small businesses such as grocery shops. According to the NCA

coordinator in Puntland, more than 6,000 beneficiaries benefitted from the skills training between 2013 and 2015.

Sustainability

The organisation of farmers into groups has showed its desired effects: productivity has increased, crop production diversified, and food and income security improved. Hence, NCA’s support to agro-pastoralist communities has set them on a sustainable path to secure their livelihoods. Nevertheless, interviewed farmers remark that they are still expecting to receive additional support by NCA in the future in order to further scale-up their activities and plant cash crops. Most frequently, NCA is expected to build additional shallow wells. Some farmers also ask for loans that would enable them to further diversify their crops (e.g. lemons or mangos) and that they would repay after harvest. Similarly,

recipients of business start-up grants confirm that they would like to receive additional financial support by NCA to scale up their activities.

According to key stakeholders in Puntland, including the Directorate of Counterpiracy representative, clan elder, and religious leader, the continuation of the Alternative Livelihood to Piracy programme is highly desirable. They argue that although piracy seems to be eradicated, it could potentially resurge. Interviewees agree that project activities, particularly the provision of vocational trainings for young people, should be extended to other coastal areas.

"I come from a very poor family and previously it was very hard for us to eat three meals per day. After I had completed my training at GVTC, I received a job at a big company. Now my salary feeds the whole family."

*Male FGD participant,
Garowe*

Issues flagged related to programme implementation

- According to the CERID representative interviewed in Luuq, farmers would benefit from additional water pumps as well as vehicles or donkey carts in order to transport their goods to the market. This is echoed by deputy district commissioner in Luuq, who states that those farmers who lost all their animals due to the drought should be supported by receiving 20 goats and one donkey cart.
- In Luuq, some FGD respondents mention that for future programming those farmers that are located furthest away from the river should be prioritised.
- Similar suggestions are made in Dolow where the interviewed farmers group representative as well as FGD participants call on NCA to build more wells in order to get the farmers through dry season as well as to provide means of transportation. Moreover, FGD participants point out that NCA has not provided them with a maize milling machine, which means that they have to take the maize grains to Belethawa for milling.
- FGD participants from Belethawa district suggest that NCA open up a field office in Belethawa and hire beneficiaries to act as focal points for improved communication between farmers and NCA. The need for a field office in Belethawa has been highlighted by various interviewees, including clan elder and government representative.
- The director at GVTC states that many more residents in Garowe and neighbouring towns are in need of vocational training. He calls for an expansion of the livelihood programme both in terms of both the number of trainees and the number of classes offered. In addition, he states that the programme could be strengthened by extending the trainings to run for more than three months. Here again it shall be noted that the Economic Resilience programme in the 2016-2020 country strategy is largely builds upon successes achieved under the Alternative Livelihood to Piracy programme and designed to further improve livelihood opportunities for young people.

5.4 Faith Communities and Peace Building (FCPB)

The Faith Communities and Peace Building programme is a unique component of NCA's Somalia 2011-2015 country strategy. Religious leaders have been identified as duty bearers throughout NCA's programme documentation. As a faith-based organisation, NCA has an advantage in accessing religious leaders in all countries of operation. In Somalia where religious teachings are mostly conveyed at mosques, NCA uses a two-fold approach to its peacebuilding programming. Firstly, NCA seeks to actively engage religious leaders in counter-piracy and anti-GBV advocacy. Secondly, NCA recognises the importance of women's contributions to peacebuilding and therefore seeks to support and increase the number of female representatives involved in peacebuilding initiatives.

This section assesses the impact of engaging faith leaders in counter-piracy messaging. The role of faith leaders in speaking out against GBV will be assessed in the next section.

5.4.1 Impact Assessment

In 2011 and 2012, a total of 159 women were trained in issues relating to counter-piracy and women's role as educators and role models in Puntland. In addition, the women religious leaders' counter-piracy coordination desk within the religious leaders' secretariat (Religious Affairs Department/Puntland Ministry of Justice and Religious Affairs) was established.

Between 2011 and 2012, a core team of 15 religious leaders in the five project sites in Puntland (i.e. Bandarbeyla, Bargal, Eyl, Garowe, and Bossasso) supported 144 awareness campaigns against piracy. In 2011, 27 counter-piracy messages were broadcasted on local radio, reaching a least one million people across Puntland. In 2012, a total of 190 public outreach campaigns, including 69 counter-piracy campaigns, 108 "Ijumaa" sercomes in mosques with counter-piracy messages (i.e. "money from piracy is *haram*"), nine radio talk shows, 2 counter-piracy newspaper articles, one district-level interschool tournament, and one peace caravan, reached an estimated 1,250,000 people, i.e. half of Puntland's population.

In 2013, NCA continued to support the religious leaders' secretariat and faith actors who implemented 25 peacebuilding interventions. Public awareness campaigns continued to reach 800,000 people, i.e. half of the population in Nugaal and Bari regions. An additional seven women were empowered to influence faith-based peacebuilding processes. During this reporting period, the targeted 150 women could not be reached due to limited funding and a down-scaling of the counter-piracy project.

By the end of 2014, a total of 25 peacebuilding interventions, including rallies, roadshows and school tournaments, had been initiated by women. Moreover, a total of 2 million people (1.2 million female

Due to the Somalia context of protracted conflict and a male-dominated and traditional culture, progress on involving women in peacebuilding has been slow. However, all women that were trained in peacebuilding and conflict resolution mechanisms had an expanded role in fostering reconciliation between reformed pirates and their families and helping them reintegrate into their communities. Efforts to empower women as change agents and role models remain therefore indispensable. As demonstrated in the previous section, NCA continues to support conflict- and piracy-affected communities through its economic empowerment programmes in the 2016-2020 Somalia country strategy.

and 800,000 male), i.e. three quarters of Puntland's population, had been reached with counter-piracy messages and could therefore increase their knowledge about peacebuilding and conflict transformation. During the same period, piracy incidences along the Somali coastline reduced drastically from a high of 243 reported incidences in 2011, to 78 incidences in 2012, and almost zero incidences in 2014, according to World Bank data.

In 2015, FCPB programming was realised in both Puntland (counter-piracy) and Gedo (peacebuilding). In Puntland, NCA supported and built the capacity of the Puntland Counter Piracy Forum, which was established in 2014 under the Directorate of Counterpiracy (under the Ministry of Ports and Marine Transport) and consists of 20 influential individuals, including religious leaders, business persons, clan leaders, and women, youth and civil society activists. Moreover, NCA conducted a conflict mapping and analysis exercise in the project target areas in Puntland, which led to the establishment of Peace Committees in Eyl and surrounding towns. In addition to 12 religious leaders, 12 women were empowered to influence faith-based peacebuilding processes, including two women as part of the Puntland Counter Piracy Forum and eight in Peace Committees in Eyl. Ultimately, NCA supported eight youth football clubs in Puntland to foster peacebuilding through sports and offer youth an impactful way to spend their free time. In Gedo, NCA supported the spread of peacebuilding messages on Radio Maandeeq, the only radio station in Gedo, which led to an increase in coverage to more than 200,000 listeners.

5.4.2 Findings of Qualitative Data Collection

According to the Ministry of Justice representative, the Director of Rehabilitation and Islamic Sharia, as well as the interviewed NCA coordinator in Puntland, the impetus for the counter-piracy campaign came from a number of religious and traditional leaders who had previously been working on this issue. NCA enabled them to scale up and expand their campaigns to a number of coastal towns.

The religious leader interviewed in Garowe confirms that NCA is the only organisation working on counter-piracy issues, which in turn has made them the most famous agency operating in Puntland.

NCA's cooperation with religious leaders is described as exclusively positive. On the one hand, interviewees in Puntland attribute this to the fact that NCA – as a faith-based organisation – enjoys the trust of religious leaders in particular and the Somali people in general. On the other hand, the religious leader and Sheik at the Ministry of Justice emphasise that they have been consulted extensively and that NCA respects and builds upon their intimate knowledge about the piracy situation along Puntland's coast. In fact, the NCA coordinator in Puntland refers to the role of religious leaders as the "grassroots" of the anti-piracy campaign.

"NCA works on issues that other organisations are afraid to touch. The organisation played a key role in the reduction of piracy along Puntland's coast."

*Religious Leader,
Garowe*

Their involvement has been overwhelmingly positive. Interviewed project beneficiaries agree that the involvement of religious and traditional leaders in the counter-piracy campaign led to better understanding of the issue from a religious perspective. During Friday prayers or Eid celebrations, by drawing upon teachings of the Holy Quran and Hadiths, they conveyed the message that money earned from piracy is "*haram*" and cannot be used to pay for food,

shelter, clothing, etc. Moreover, they conveyed that those engaged in piracy will not be allowed to marry and if they do, their child will not receive the blessings of Islam.

The impact of the counter-piracy programme is best understood by looking at the hard facts: piracy along the Puntland coast has been eradicated.

5.5 Gender-based Violence & Women, Peace and Security (GBV/WPS)

NCA's GBV programming seeks to ensure adequate protection mechanisms for women and girls in humanitarian and conflict situations and access to psychosocial, medical, and other necessary assistance for survivors of GBV, including harmful traditional practices (HTPs) such as female genital mutilation (FGM). Moreover, NCA seeks to engage duty bearers, including local authorities, religious and community leaders, in the implementation of UN Security Council Resolution 1325 and other relevant resolutions on WPS as well as to strengthen women's capacity to participate in peacebuilding processes at local and national level. These goals are achieved through direct service provision to women and girls on the one hand and through large-scale awareness-raising campaigns, e.g. around action days such as International Women's day, World Aids Day, 16 Days of Activism against GBV, and Day of the African Child.

In 2014, when NCA Somalia entered into a partnership with Save the Children (SC) Norway to implement a two-year FGM project funded by the Norwegian Embassy, the strategic framework was expanded to include independent outcomes that focus on the elimination of and awareness creation around GBV. The FGM programme with SC has two components, one on sexual and gender-based violence (SGBV) in IDP camps and one on FGM (in line with the Norwegian Action Plan on the elimination of FGM). Effectively, the SGBV component fell under the WPS programme implemented by NCA and the FGM component was implemented by both NCA and SC. While NCA implemented in Garbarharrey and Garowe, SC focused on Bosaso and Qardo.

Progress on the inclusion of women in conflict resolution and peacebuilding initiatives has been slow due to the context of protracted conflict and male-dominant societal norms.

In addition, as noted in the 2011-2014 four-year report, some of the targets could not be reached due to limited funding for WPS initiatives, as donors tend to focus on countries that have ratified the Convention on the Elimination of All Forms of Discrimination against women (CEDAW), UNSCR 1325, and related resolutions. (It shall be noted that the enactment and popularisation of key legislation and policy frameworks related to gender equality is highlighted as a strategic goal in the National Development Plan 2017-2019).

The number of those who are in need of medical assistance due to fistula and other health issues resulting from FGM or other HTPs is high and access to treatment remains challenging, considering that the availability of hospitals and trained medical staff with the necessary capacity is low, particularly in Gedo.

Changing attitudes towards FGM and other HTPs takes time. As highlighted in NCA's programme documentation, despite successes to engage a total 80 religious leaders in anti-FGM messaging, some sections of religious leaders continue advocating for the Sunna form of FGM and are hence undermining efforts on zero tolerance for FGM.

In 2016, the joint Female Genital Mutilation/Cut (FGM/C) and Child Early and Force Marriage (CEFM) programme with SC entered into its second phase, seeking to build upon the efforts and achievements of the 2014-2015 pilot phase. Based on findings in the phase-1 evaluation in 2015, the project was expanded to rural areas in Gedo and Puntland where FGM prevalence is high.

5.5.1 Impact Assessment

In 2011, GBV/WPS programming reached 20,754 beneficiaries (70 per cent women) in Gedo and Nugaal regions. Awareness raising campaigns on women's rights reached 18,185 women and girls in Gedo.

In 2012, 6,229 beneficiaries (3,737 female and 2,492 male) accessed protection and were supported in humanitarian and conflict situations. Moreover, 2,750 beneficiaries (2,350 in Gedo and 400 in Puntland) were reached through public outreach campaigns around International Women's Day and 3,320 beneficiaries (2,075 in Gedo and 1,245 in Puntland) were reached on the Day of the African Child. In addition, 100 key leaders, including local authorities, religious leaders, clan elders, and women representatives, were reached with messages to protect women and girls in Gedo.

In 2013, 16,565 beneficiaries (60 per cent women) were reached through or participated in outreach campaigns such as the 16 days of activism under the theme "From peace in the home to peace in the world – Let's change militarism and End violence against women" in Gedo and Puntland. One particular success story includes the local administration in Garbarharrey declaring "NO space for any form of violence against women" and their announcement that cases of GBV would be punished.

Between 2011 and 2014, 29,300 women and girls had been supported in humanitarian and conflict situations, had accessed protection mechanisms, and demonstrated better coping mechanisms. A total of 6,570 women and girls had been trained in psychosocial support to act as community agents and 297 duty bearers (218 female and 79 male) had undergone training on UNSCR 1325.

In 2015, a total of 1,655 women and girls were reached by WPS/GBV programming. A workshop on SGBV (80 women and 20 men) was conducted with the aim of engaging women GBV survivors to become change agents within their communities. Psychosocial support training on the other hand targeted 100 women, who were trained to recognise the various forms and consequences of GBV. In addition, 100 duty bearers (70 female and 30 male) undertook training on UNSCR 1325, and 100 people (80 female and 20 male) attended peacebuilding workshops that sought to enable women's engagement at the national level.

5.5.2 Strengths and Unique Elements of NCA's GBV/FGM Programming (2011-2015 Country Strategy)

- **Understanding triggers of GBV to target protection against it.** While exact numbers on (women's) human rights violations remain unknown, cases of GBV reportedly quadrupled during the 2011 drought/famine in comparison to previous years.⁵ Based on the 2012 NCA assessment "Enhancing the protective environment of men, women, girls and boys in Nugaal regions," 57 per cent of women and girls in IDP settlements are reported to experience sexual violence while undertaking their daily chores such as fetching water or collecting firewood.

⁵ According to the IASC Protection Monitoring Network (PMN), reported in the 2011 annual report.

- Between 2011 and 2014, NCA and implementing partners improved the protection environment for 29,300 women and girls in IDP camps in Banadir, Gedo and Puntland by supporting 88 community patrol groups.
- In addition, combined WASH and GBV/WPS emergency response measures were undertaken to improve women and girls' safety. This included the distribution of energy saving stoves that use less firewood, organising women and girls to collect firewood in groups, and installing water collection points and latrines within reasonable distance from households.
- In 2015, 1000 women and girls in Mogadishu received solar lamps to help improve their protection environment. This proved to be an innovative and sustainable solution, as kerosene that was given earlier was used to purchase food or other household items.
- **Accessing justice for survivors of GBV.** In Mogadishu, a referral system was established and 70 SGBV cases documented and referred. The implementing partner in Mogadishu, Save Somali Women and Children (SSWC) provides avenues to access justice through the courts. In addition to holistic psychosocial, medical and other assistance to survivors of SGBV, survivors are provided with vocational training at the SSWC Hawatako vocational training centre in Mogadishu and access to tailoring skills and business start-up grants/kits.
 - In 2015, 200 women and girls received vocational skills training including start-up kits upon graduation. Of those 200 women, 50 underwent Training of Trainers on psychosocial support.
- Under the joint programme with SC, 35 women and girls had fistula removing surgery resulting from FGM complications, early marriage or other HTPs in Gedo and Puntland, and 11 health professionals had their capacity built with regards to women's and maternal health. In 2015, 20 fistula survivor who had received medical treatment in 2014 underwent basic psychosocial counselling to facilitate recovery and social reintegration in Gedo (in collaboration with Trocaire International).
- **Engaging duty bearers.** The engagement of religious leaders in anti-GBV/FGM messaging has proven effective.
 - In Gedo and Puntland, NCA could reach 80 religious leaders who were engaged in condemning FGM as a form of GBV and stating that it is not supported by Islam.
 - In 2015, under the FGM collaboration with SC, another 100 change agents (60 female and 40 male), including religious and community leaders, were engaged to campaign for FGM abandonment. In Garbarharrey, for instance, this resulted religious leaders pushing traditional circumcisers to offer public apologies preventing them from attending "hajj," the annual Muslim festival in Mecca on the account of using "unholy blood money" earned from circumcision. In the same district, two Muslim clerics are practicing zero tolerance to FGM/C and openly show off their daughters, who are uncircumcised in an effort to act as role models to the community.

- **Engaging community-based networks and organisations in anti-FGM messaging.** In addition to engaging duty bearers, NCA provided technical support and built the capacity of local FGM networks and community-based organisations to support efforts towards FGM abandonment.
- **Linking GBV and educational programming.** In addition, in 2015 NCA has built a linkage between its GBV and education programming by targeting 111 teachers, CEC members and child welfare committee members (40 per cent women) to help integrate anti-FGM messages into school activities.

5.5.3 GBV/FGM Programming in the 2016-2020 Country Strategy

Based on the NCA/SC Joint Programme Baseline survey in 2016, FGM and CEFM programming has already showed its effects in the target areas with a low FGM prevalence of 16 per cent among girls under the age of ten, compared to a high prevalence of 85 per cent for girls aged 10 to 15. On the other hand, CEFM prevalence rates by age are significantly low in the project target areas at an average of about 3 per cent among girls below the age of 18 years.

FGM Programming

Following an evaluation of the first phase of joint FGM programming by NCA and SC, efforts were undertaken to strengthen men and boys' involvement in anti-FGM campaigns. This was done by strengthening the involvement of religious leaders in Gedo and Puntland (through participation in a religious leaders exchange forum in Ethiopia as well as the dissemination of FGM and CEFM messages in mosques, schools and other public forums) as well as supporting boys through sports and other club activities (180 boys in total).

In 2016, an estimated 1.2 million beneficiaries were reached with anti-FGM and child protection messages through media outreach and 10,200 beneficiaries

(5,560 female and 4,640 male) were directly engaged through project initiatives in six target locations in Gedo and Puntland. These efforts are in line with the National Development Plan target to "reduce the prevalence of FGM/C to less than 70 per cent by 2019." In addition, in 2016, 44 women and girls had fistula removing surgery and received livelihood support, and 75 health professionals had their capacity built with regards to women's and maternal health (in collaboration with UNFPA and the Ministry of Health in Puntland and Trocaire International in Gedo).

Gender-based Violence in Emergencies (GBViE) Programming

Due to minimal funding received for the GBViE programme, only three out of four outcomes (Outcome 1: Dominant social norms protect girls and women from GBV; Outcome 3: Laws, policies and budgets to end GBV are improved and implemented; and Outcome 4: GBV survivors have safely accessed adequate and appropriate support services) could be implemented. Indicators, however, largely remain off-track. As qualitative findings in the section below demonstrate, comprehensive implementation of the GBViE programme remains of utmost importance, considering the demonstrated impact it had on affected women and girls in particular vulnerable situations such as IDP camps.

The GBViE programme reached a total of 1435 people (990 female and 445 male) with access to psychosocial services (counselling, vocational training, and distribution of dignity kits), awareness raising campaigns against GBV, and trainings on CEDAW, UNSCR 1325, and related resolutions. In Puntland, 25 religious leaders (five women and 20 men) were mobilised in a workshop to increase their

awareness for the incompatibility of GBV and HTPs and Islam. A total of 50 faith-based actors received training on UNSCR 1325 and CEDAW. In addition, 45 men and youth were engaged on positive transformative approaches and positive leadership to recognise and respect women's human rights and function as "guardians" to spread the message and safeguard women and girls' rights. Moreover, 100 female GBV survivors received psychosocial support, including group counselling sessions, and 19 survivors received medical support through hospital referrals. In addition, 100 GBV survivors participated in livelihood skills training at Hawatako training centre in Mogadishu and 400 dignity kits were distributed. These efforts are in line with the National Development Plan target to "reduce the incidence of SGBV [by] 20 per cent by 2019."

5.5.4 Findings of Qualitative Data Collection

Qualitative data collection focusing on GBV/WPS programming was conducted in Garbarharrey, Garowe, and Mogadishu. In addition to relevant implementing partners (SSWC in Mogadishu), local government authorities, clan elders, religious leaders, and women representatives were interviewed. Considering the sensitive nature of the topic at hand, it was of particular essence to conduct FGDs separately with female and male beneficiaries in order to ensure honest participation.

KEY FINDINGS

- Interviewed stakeholders confirm that NCA is one of few organisations working on sensitive issues such as GBV.
- Project activities were chosen based on needs-assessments and in consultation with local stakeholders and beneficiaries.
- Although women are the immediate beneficiaries, men are equally consulted and involved in programme activities.
- GBViE programming (and securing necessary funding) remains of utmost importance: GBV programming effectively responds to women and girls' protection concerns, particularly in situations of high vulnerability such as in IDP camps.
- Communication with local authorities is described as effective, which allows for quick response and referral mechanisms for SGBV cases.
- The engagement of religious leaders in awareness-raising campaigns for the harms of FGM, i.e. drawing upon religious teachings to explain that FGM is not part of Islam, is most effective and has led to a decrease in FGM practice.
- However, not all religious leaders support the zero tolerance policy on FGM but advocate for the Type I "Sunna" form of FGM.
- Access to psychosocial and medical support services for survivors of GBV, including quick response mechanisms and referral system, has improved.
- Livelihood support for affected women has enabled them to secure sustained livelihoods.
- NCA's cooperation with SSWC in Banadir is considered a mutually beneficial relationship. SSWC enables community outreach by working through a network of local facilitators.

- In order to build on the momentum that has been created over the last strategic period, capacity-building trainings for women to participate in conflict resolution and peacebuilding processes should be continued.

Fact Box 4: Key Findings on GBV/WPS Programming

Relevance and added value of NCA's GBV programming

In line with NCA's needs-based approach, project activities were decided in consultation with various stakeholders and community members. As the MoWDFAFA representative in Garowe explains, *"The decision to focus on GBV came from the community, as it was a problem that many women were facing. So we requested trainings and awareness campaigns on GBV for community involvement and [we requested] to continue these programmes until women do not experience abuse anymore."*

Coordination and consultation with stakeholders

In all monitored locations, i.e. Garbarharrey, Garowe, and Mogadishu, NCA maintains good working relationships with district authorities, traditional and religious leaders, and other community members.

In all locations, government officials played an important role in the realisation of project activities. In Puntland, the government administration was particularly active in educating the public about a newly implemented policy that criminalises FGM. In Mogadishu, communication runs through a project community council. Based on the interview with a former district commissioner in Mogadishu, local authorities play a key role in investigating cases of GBV.

"From our point of view, we are very content with their [NCA's] work and we haven't come across any complaints from the local government or other government institutions."

*MoWDFAFA Representative,
Garowe*

"We have been working with NCA for a while and I have enough experience to say that what distinguishes NCA from other organisations is that they are fully collaborative on very sensitive issues such as GBV."

*Former District
Commissioner, Mogadishu*

In Garowe, the MoWDFAFA representative states, *"NCA always keeps their promises. If we meet with people who have been abused or are disadvantaged, they always respond quickly while other NGOs don't respond that quickly. They don't make false promises to our ministry. They ensure that people are given services promptly and according to their needs."*

Moreover, interviewees commend NCA’s policy of having equal representation of women and men in all consultation and decision-making processes, in project committees, and in project implementation itself. Although women are the immediate beneficiaries of GBV programming (with regards to referral system and reporting mechanisms as well as access to psychosocial and medical support services), men are equally consulted and involved in programme activities. As the NCA coordinator in Gedo remarks, *“Men are the fathers of the family, boys are the brothers of the girls or those who will marry them, and so they should be part of the project.”*

Efficiency

Project beneficiaries particularly appreciate how promptly their feedback is taken into account when problems are raised, which in turn encourages community engagement and fosters a sense of ownership over NCA’s project activities.

Ultimately, NCA’s cooperation with SSWC in Banadir is considered a mutually beneficial relationship. While SSWC receives funding, it also enables community outreach, as the organisation works through a network of local facilitators.

“Some women faced critical health conditions during childbirth as a result of FGM. NCA responded immediately and the women received good counselling. Seeing how quickly NCA responded to the reported incident, the community’s sense of ownership over NCA activities received a boost.”

*Religious Leader,
Garbarharrey*

Impact of awareness-raising campaigns for GBV

“No one believes that hurting women is right and that people should act this way. Everyone has a daughter or mother or sister and no one would want to see them hurt. There have been wars waged over abuse of women. So no one takes it lightly, but sometimes it still happens. The focus should be on prevention rather than trying to remedy what has already happened.”

*Male FGD participant,
Garowe*

Attitudes towards violence against women are changing. In FGDs with male beneficiaries in Garbarharrey, Garowe, and Mogadishu, all but one participant state that it is not acceptable to physically or verbally abuse a woman. Only one participant states that it is “sometimes right, sometimes wrong.” Others agree that it is not acceptable to take someone’s anger out on women, for example about socio-economic issues such as low income or lack of income-earning opportunities. Interestingly, while some male FGD participants, particularly in Mogadishu, mention that increased awareness for the effects of physical abuse as well as a decrease in FGM and forced marriage (including due to increased enrolment and retention of girls in school, as evidenced in the EFPD section) are among the most positive developments they have recently seen in their community, others state that violence against women, including sexual abuse of young women by their first or second degree relatives remains a big issue.

Female interviewees agree that awareness for the harms of GBV has increased, which they largely contribute to the involvement of a wide range of stakeholders and community members, including religious and traditional leaders, in community outreach activities. Messages that were conveyed include statements such as, “The good husband does not beat his wife.” However, while some women’s representatives state that they are

not aware of any resistance by male community members and confirm that awareness-raising campaigns are equally beneficial for women and men, others state that they wish men, in particular religious leaders, were more vocal about condemning violence against women. As one female beneficiary in Garowe pointedly remarks, knowing that violence against women is wrong is not enough – one also has to act on it.

Heightened awareness for the effects of GBV is largely owed to the fact that women are encouraged to speak up and report incidences of abuse to designated support centres or local authorities. In Mogadishu, the local government official, a former district commissioner, confirms an increase of reported GBV cases. In Garowe, however, the interviewed Sheik at the Ministry of Justice states that there is no clear trend regarding the number of reported GBV cases; one year there are more, the next year there are less.

The women's representative in Mogadishu, who is the leader of Malable IDP camp, emphasises the effectiveness of the referral system for rape cases as well as the positive effects that the distribution of solar lights have on the security situation of female IDPs.

“Although NCA is not the only agency working on this issue [GBV], its campaigns have been the most successful in terms of increasing awareness.”

*MoWDAFA Representative,
Garowe*

Impact of awareness-raising campaigns for FGM

“I am an old mother who was married in the time when FGM was considered a traditional practice. I experienced this painful practice but am now ready to fight against it. My daughters will not be mutilated.”

*Women's Representative,
Garbarharrey*

Interviewees in Garbarharrey and Garowe agree that attitudes towards FGM have significantly changed due to NCA's awareness-raising efforts. Community outreach activities have been conducted at mosques and schools where mothers in particular are educated about the harms of FGM. The interviewed women's representatives speak about tangible changes in their communities, particularly highlighting that a decrease in FGM practice will in the long run lead to improved health outcomes for women and girls, including less pain during menstruation and minimised risk when giving birth. Community members came to understand that FGM is against basic human rights and religious teachings. Moreover, women feel more comfortable sharing their experiences and speaking about sex.

Interestingly, men encourage women to speak out about the practice and dangers of FGM, as they are the ones who are aware of when and how young girls are being circumcised. Men are also aware that for some women the practice of FGM is simply a way of making a living. Male FGD participants in Garowe have been particularly vocal about this issue, arguing that – since FGM ceremonies are held in secret and men are generally unaware of when they take place – it really is the women’s duty to point out the circumcisers, who should then be legally held accountable for their actions. According to the religious leader interviewed in Garbarharrey, young men’s attitudes towards the cultural imperative that a woman has to be circumcised to be considered “marriageable” are slowly changing, which indicates that awareness-raising campaigns for the harms of FGM and anti-FGM messaging from religious leaders (see below) are bearing fruits.

“The community views FGM as a backward traditional culture. Elders spoke out against it and there is punishment for whoever conducts this barbaric practice.”

*Female FGD participant,
Garbarharrey*

Ultimately, both women and men have benefitted from being educated about the practice of FGM and its harms. As the women’s representative in Garowe states, while men engaged from a religious or legal standpoint, i.e. learning that FGM is forbidden in Islam and prosecutable under law, women shared their own experiences, which in turn empowered other women to speak up as well.

Effectiveness with regards to improved access to psychosocial and medical care as well as livelihood support for GBV survivors

In addition to women being empowered to speak out against and report cases of GBV, access to medical care and psychosocial support services has improved, as confirmed by female beneficiaries in Garbarharrey, Garowe, and Mogadishu. When asked about the kind of support services that women can access, they refer to support centres such as SOS, Siliga and Hawatako in Banadir, support services by NCA and religious groups in Garbarharrey, and support services by NCA, Garowe Hospital, and MoWDFAFA in Garowe.

“Last month, we had the case of a woman who was beaten badly. After we had heard the news, we reacted immediately and made sure to respond to the woman’s needs. We minimized her physical sufferings, and then arrested the man who had violated her.”

*SSWC Executive Director,
Mogadishu*

In Garbarharrey, beneficiaries commend NCA’s level of responsiveness, highlighting that NCA has recently supported 17 women who suffered from health complications due to FGM and were taken for medical treatment. The MoWDFAFA representative in Garowe confirms that NCA has shared a list with the ministry that contains the contact details of women who had suffered abuse or health complications due to FGM.

Moreover, the livelihood support component of NCA’s GBV programming is considered as a unique element that distinguishes NCA from other organisations. The executive director of SSWC states that NCA focuses on sustainable action, such as providing vocational skills training and building the capacity of duty bearers/partner organisations. In Mogadishu, interviewees point to the high quality and success of the vocational training programme at Hawatako centre as well as the

provision of start-up grants/kits for graduates. In Garowe, the MoWDFA representative reports that about 300 women have received financial aid.

Effectiveness with regards to involvement of religious leaders in GBV programming

Interviewees confirm that the engagement of religious leaders in awareness-raising campaigns for the harms of FGM is a unique element of NCA programming. Based on the accounts of religious leaders interviewed in Garbarharrey, Garowe, and Mogadishu, Islamic teachings are used to spread the word that FGM is a form of violence against women and therefore prohibited in Islam. More precisely, they agree that the best way to eliminate FGM is to educate people by drawing upon religious teachings. In addition, religious leaders are educating the community about the potential of medical complications as well as economic consequences such as high medical expenses.

“Our religion does not accept [neither] GBV [nor] FGM. It has been recognised both logically and spiritually that FGM causes different diseases such as bleeding to death.”

*Religious Leader,
Garbarharrey*

“During Friday prayers, we use different messages from the Holy Quran and Hadiths to inform people that this practice is not part of our religion.”

*Religious Leader,
Garbarharrey*

Nevertheless, as mentioned in the impact assessment, unlimited support for the zero tolerance policy on FGM among religious leaders and other community members remains yet to be achieved. This becomes evident in the interview with the religious leader in Garbarharrey. He explains that his community has been educated about the false belief that FGM will reduce women’s sexual desire and is the only way to prevent her from having premarital intercourse. He then states that nowadays, young men are looking to marry women who have not undergone FGM, which he equalises with “only” having undergone the Sunna

(Type I) circumcision. Hence, once can assume that the reported stigmatisation and shaming of those who practice FGM mostly refers to those who practice Type II or Type III circumcision.

Sustainability with regards to women’s participation in peacebuilding initiatives

“Without women, there is no peace.”

*Female FGD participant,
Mogadishu*

NCA’s effort to strengthen women’s participation in peacebuilding and conflict resolution does not only encourage women to speak up and stake their claims but also changes the narrative regarding gender norms and women’s role in the political and economic sphere.

Public figures such as Asha Haji Elmi, former Member of Parliament, founder of SSWC, and peace activist, are reported to function as role models for women to take on leading roles in peacebuilding initiatives. Women’s contributions to resolving conflict and restoring peace on the family-level are widely recognised; however, female interviewees agree that more remains to be done with regards to women’s participation in the public sphere.

“Women can be the leaders of tomorrow.”

*MoWDFA
Representative, Garowe*

“Women are the backbone of peace and coexistence in the community. They advocate and campaign for restoring peace in the community.”

*Religious Leader,
Garbarharrey*

Interestingly, male interviewees repeatedly voice their support for women to take on more prominent roles in government structures, for instance through a quota system for equal political representation, and in the private sector. The religious leader interviewed in Mogadishu explains that projects that are led by women tend to be more successful, as women are more realistic in decision-making and not susceptible to taking bribes.

Issues flagged related to programme implementation

- In Mogadishu, some FGD participants criticise that NCA has failed to establish a project council to facilitate the exchange with the IDP camp community. In addition, female FGD participants in Mogadishu state that NCA has failed to fulfil their promise to distribute SIM cards.
- In Garbarharrey and Garowe, interviewees raise the need to extend awareness-raising campaigns for GBV and the harms of FGM to rural areas. Religious leaders and women’s representatives state that effects of the campaign have not yet reached agro-pastoralist communities, who continue to practice HTPs.
- In Garowe, the ministry representative mentions that one way to improve implementation would be to increase the options of vocational skills training that women can choose from. The women’s representative states that additional capacity-building trainings for women’s representatives would be desirable.

6. Overall Lessons Learned

This section presents overall lessons learned from NCA programming 2011-2016 by synthesising the key findings of the analysis sections above. Subsequently, a series of recommendations for future programming will conclude the report.

NCA Added Value

NCA's greatest strength lies in the continuity and visibility of the organisation's work. This is echoed throughout all fieldwork locations, ranging from WASH to education to livelihood to GBV programming. Having consistently worked in the same regions ever since NCA opened its first country office in 1993, the organisation managed to establish a solid network of local stakeholders including government authorities and traditional and community leaders. While government administrations and contact persons might change, NCA enjoys unwavering support due to its reputation as an excellent service provider; a reputation that it has built over the past 24 years. Most notably, interviewees emphasise that NCA tackles issues that other organisations would rather not work on, such as counter-piracy programming in Puntland, awareness-raising campaigns for GBV and awareness on the harmful effects of FGM. As the NCA coordinator in Gedo remarks, due to NCA's excellent track record of service provision, the expectations of the community are very high.

“What distinguishes NCA from other organizations is that they had resistance to the war and conflicts that were going on in the region. Despite these challenges, they never stopped serving the community. They sacrificed their lives to work for the community.”

*Government official,
Belethawa*

In all locations in Gedo, even in Garbarharrey and Dolow where interviews did not focus on the education component, interviewees named NCA's educational programming as the organisation's number one strength. By investing in the future of Somalia's children and youth, NCA's flagship programme has succeeded in having a sustainable impact on disadvantaged communities.

Moreover, interviewees commend the holistic nature of NCA programming. For instance, farmers in Gedo highlight the comprehensiveness of the livelihood support they received, which includes everything from generators and fuel to seed crops to the rehabilitation of water sources, while other organisations would only focus on one component. Another example of holistic programming is the livelihood support offered to survivors of SGBV, which enables women to establish sustainable livelihoods.

Relevance

NCA takes a needs-based approach to all its programming in order to ensure the validity of programme objectives and relevance of project activities.

As the programme coordinator in Gedo explains, *“When it comes to [selecting] a specific area, first the demand should come from the community itself, then we make baseline or rapid assessments, we do KIIs and FGDs and observations to let the people determine what kind of needs they have and where they rank the needs from most to least urgent.”* Moreover, NCA creates project committees consisting

of a wide range of community members, including women, men, youth, clan leaders, religious leaders, and people with disabilities. Then NCA in coordination with the project committee agrees on the selection criteria for beneficiaries. Based on these criteria, the beneficiaries are selected in an open and transparent way.

NCA's programming follows the partnership principles set out in the New Deal Compact for Somalia (2014-2016) and reiterated in the 2017-2019 National Development Plan, including an alignment of aid programmes with overall government priorities and sector policies and plans, design and delivery of programmes in partnership with government institutions, and institutional capacity development. In order to ensure that programmes are in line with government or community-initiated programmes, NCA maintains a close working relationship with district authorities and state administrations. In Puntland, for instance, NCA, as a faith-based organisation, has been directly approached by the former president to support the fight against piracy. Counter-piracy programming allowed ministries, the Directorate of Counterpiracy, and religious leaders to scale-up their previous efforts to tackle the issue at hand. The areas of operation and specific project modalities were chosen based on a situation assessment along the Puntland coast.

Based on findings in the qualitative data, the five project components were all relevant at the time of project implementation. WASH activities are said to have had the most important impact in Dolow where NCA secured access to sustainable water sources. Education programming is regarded as the core strength of NCA's activities in Gedo; the organisation's positive contributions in this sector are highly regarded by all interviewed stakeholders.

In Gedo, interviewees confirm that livelihood support to agricultural communities was of particular relevance during the drought years (in 2011/2012 and again in 2016), stating that without the help they received, most livestock would have died and families would have been left starving.

In Puntland, the Alternative Livelihood to Piracy programme addressed the single most urgent need of the community. The combination of large-scale awareness-raising campaigns in close collaboration with the Directorate of Counterpiracy and religious leaders on the one hand and vocational training programmes for reformed pirates on the other hand has led to a rethinking of attitudes and a significant reduction, one can say eradication, of piracy incidences along Puntland's coastline. According to interviewed stakeholders, the continuation of the livelihood programme is highly desirable, as piracy might resurge at any given time.

NCA's Livelihood and Trade/Economic Empowerment programme is in line with the economic recovery aspect of both the New Deal Compact for Somalia (2014-2016)/Somalia Economic Recovery Plan (2014-2015) and the current National Development Plan 2017-2019. One strategic objective of the New Deal Compact (under PSG 4: Economic Foundations) is the revitalisation and expansion of the Somali economy with a focus on livelihood enhancement, employment generation, and broad-based inclusive growth. This was carried over in the current National Development Plan which seeks to build resilient communities that can withstand internal and external shocks such as cyclical drought and other natural disasters. Both documents contain a focus on enhancing productivity in the agricultural sector (farming, livestock, and fishing) and related value chains, including improved infrastructure and market access, as well as creating economic opportunities and skills development for youth.

The relevance of empowering women to participate in peacebuilding initiatives has been confirmed by various stakeholders. Both women and men confirm that women are the backbone of their communities and are usually "waving the white flag" while men are waging war. In view of the Somalia context of protracted conflict and a male dominated traditional culture, support for women-led

peacebuilding initiatives remains all the more important. These findings are also reflected in the strategic priorities of national reconciliation and inclusive politics set out in the New Deal Compact and current National Development Plan.

Ultimately, the focus on SGBV and FGM programming was determined through consultations with various stakeholders who made the prevalence of the problem very visible.

In view of the large number of women and girls who live in precarious security situations, particularly in IDP camps, the continuation of GBV programming remains absolutely relevant. In addition, the number of women who suffer from FGM-related health complications remains high and, despite changing attitudes towards FGM, the practice remains pervasive. In particular, efforts for zero tolerance on FGM must be strengthened.

Effectiveness

NCA is recognised for its effective service provision. Strategies and intended outcomes and outputs are communicated to local stakeholders prior to programme implementation. Project activities have been largely implemented according to plan. Target values have been reached or exceeded with regards to WASH activities and education programming and good progress has been made with regards to livelihood support for agro-pastoralist communities and GBV programming.

For instance, the target of value of reaching at least 13 per cent of Somalia's four million people without access to water (set in 2011) was reached by the end of the 2011-2015 strategic period.

With regards to education programming, the targeted enrolment figures were even exceeded in some years and girls' enrolment was effectively maintained at 42 to 47 per cent between 2011 and 2016. Financial incentives as well as school feeding programmes have largely contributed to this positive achievement.

In cases where target values could not be achieved, this was mostly due to project-external factors such as extreme environmental hazards or simply the Somalia context of protracted conflict and traditional societal values. With regards to livelihood support for agro-pastoralist communities, for instance, project resources were allocated towards emergency food assistance during the 2011/12 drought years, which in fact indicates a high degree of programming flexibility.

The Alternative Livelihood to Piracy programme has effectively contributed to eradicating piracy along Puntland's coast. Moreover, the provision of technical and vocational training skills together with tools and grants remains an effective way of enabling youth and women to enter employment or self-employment.

Effective implementation of GBV/WPS programming has been hampered by the strained funding situation (i.e. challenges in securing funding for WPS in countries that have not ratified related conventions/resolutions), by the insufficient availability of medical facilities/trained staff to treat FGM-related health issues, and prevalence of male-dominated societal norms. Nevertheless, a substantial amount of women and girls were reached and supported in accessing protection mechanisms, had undergone psychosocial support trainings, and were empowered to become change agents and initiate or participate in peacebuilding activities. Gender-sensitive programming and cross-sectoral components such as the provision of solar-powered lamps to women and girls in IDP camps, installation of WASH facilities in sensible distance to settlements as well as the provision of livelihood support to survivors of GBV are highlighted as unique elements of NCA programming.

The organisation of community members into project-related councils and committees, such as water committees and CECs, increases effectiveness of project implementation, as their members facilitate community outreach and function as direct contact persons for NCA and implementing partners.

Faith leaders have been identified as key stakeholders and duty bearers throughout NCA's programme documentation. Their involvement in both counter-piracy and GBV/FGM programming has been most effective. In a deeply religious country such as Somalia, seeking to change societal attitudes by drawing upon religious teachings is particularly impactful.

Efficiency

Working in Somalia brings along some challenges with regards to the security situation, which has the potential to delay project implementation. In Gedo, implementation was sometimes hampered by limited access due to Al Shabaab operations.

Nevertheless, key stakeholders' feedback on programme implementation is overwhelmingly positive. No major delays have been reported. This is mostly owed to the close cooperation with district authorities and relevant government institutions, who facilitate programme implementation by ensuring that legal matters are handled correctly and permits are issued promptly. In some instances, minor delays with the procurement and shipment of construction materials are reported, as they are partly shipped from faraway places.

With regards to cost-efficiency, NCA staff state that they have never experienced any diversion of funds. In addition, NCA is described as being very sensitive to corruption and never accepts paying or taking bribes.

In all locations, interviewees commend the high level of responsiveness of NCA field staff. Community members and local authorities have the possibility to provide feedback, raise concerns, and make suggestions. Each project includes a "complaint handling mechanism," a designated phone line that is usually introduced at the launching ceremony where community members are informed about the project details. Beneficiaries are told, "If you see anything wrong, please call us." Depending on the nature of the project, problems are either solved in the field or delegated to the Nairobi office. In addition, there are designated office hours and a suggestion box at NCA field offices in Dolow and Garbarharrey.

Impact

The impact of NCA's five-sectoral programming has been discussed in length in the previous sections. No unintended negative impacts were reported. Highlights of successful project implementation include:

- The provision of sustainable water access has been identified as NCA's biggest achievement in Dolow where NCA could greatly built upon previous efforts by other organisations: access to sustained water sources has been ensured, water quality improved, and water prices decreased.
- WASH beneficiaries report on improved knowledge about the importance of good hygiene practices and related behavioural changes, including hand-washing with soap and garbage collection, as well as strengthened awareness for water-borne diseases.

- Water committees play an effective role in coordinating project activities, conducting community outreach, and maintaining water sources. As part of the community, water committee members enjoy a close relationship with other community members and are usually called first when problems such as maintenance issues occur. In case something needs to be repaired, the water committee either initiates repair works or, in case the issue requires resources that the community cannot provide or finance, contacts NCA.
- Women are the prime beneficiaries of WASH activities, as they benefit directly from shorter walking distances to water sources, access to latrines and improved domestic hygiene.
- Education programming leads to upward social mobility: students go on to continue their studies at secondary or university level, are better able to secure sustained livelihoods, and give back to their communities (for example by becoming teachers themselves).
- High rates of girls' retention is ensured by school feeding programmes, financial incentives, and provision of appropriate sanitation facilities and sanitation kits at schools.
- The retention of girls in schools has led to a decrease in the practice of early marriage.
- Teachers feel empowered and equipped to teach, although they emphasise that the current salary of 90 USD per month that is paid by NCA via CERID is not enough.
- CECs facilitate community outreach to raise awareness for the importance of education, particularly by targeting mothers. However, their role could be strengthened by ensuring that influential people such as clan elders and religious leaders take part as opposed to only parents who join on a voluntary basis.
- Livelihood support for agro-pastoralist communities in Gedo was particularly impactful during the drought years. The organisation of farmers into groups has set them on a sustainable path to secure their livelihoods; increased productivity and higher crop yield strengthen their resilience to environmental shocks.
- The Alternative Livelihood to Piracy programme has led to the reduction/eradication of piracy along Puntland's coast and has facilitated the social and economic rehabilitation of former pirates.
- The involvement of religious leaders in counter-piracy messaging and awareness-creation for the harms of FGM has been exclusively positive and led to better understanding of the issues at stake from a religious perspective.
- Attitudes towards violence against women are changing. Male interviewees largely condemn GBV and encourage women to speak out against abuse, including the naming and shaming of those who practice FGM.
- Anti-FGM programming has already shown its desired effects in the target locations with decreasing rates of FGM. Zero tolerance for FGM remains yet to be achieved, however, as a substantial part of religious leaders currently equalise non-circumcision/mutilation with Type I "Sunna" form of FGM.
- Considering the demonstrated impact that GBViE programming including cross-sectoral WASH and livelihood programming had on affected women and girls in particular vulnerable situations such as IDP camps, its continuation remains of utmost importance.

Coordination

One of the premises of NCA's programming is that all project activities are needs-based and community-driven. This demonstrates the importance of consultations with community members.

Coordination with local authorities, particularly in Dolow, Garbarharrey and Garowe where the field offices are located, is described as effective; they are involved in all steps of NCA's work from planning, proposal writing, implementation, monitoring, and evaluation. As the interviewed clan leader in Dolow explains, when NCA started operations in 2011, it was agreed by the local government in a district conference that the work of any international organisation, even if "they want to bring a cup of tea," cannot be impeded.

"There is a Somali proverb that says 'Maskax adiga ka maqan man walalkaa ayey kujirtaa.' It means that the idea that you are lacking is in your brother's mind."

Female teacher, FGD Luuq

However, difficulties can arise due to power struggles and quickly

"Before project implementation, we create a project management committee (PMC) consisting of 7 or 8 community members. This committee works with us from the start until the end of the project. They help us select the beneficiaries. They solve any problems that can arise from the community. The PMC consists of all the parts of the community such as women, youth, clan elders, religious leaders, local authority. That means all the parts of the community are consulted."

*NAPAD liaison officer,
Belethawa*

changing administrations. As the NCA coordinator in Gedo remarks, sometimes there are two administrations within one year. Therefore, it has been raised that NCA needs to sign a memorandum of understanding with the local authorities, which both sides and every new administration has to respect. Particularly in Gedo, however, this needs to be viewed in context of the challenging political reality, which includes several levels of government authority (i.e. state, regional, and district level). Agreements that have been signed on one level are not necessarily binding on another level (e.g. a memorandum of understanding with a ministry is not necessarily binding at district commissioner level).

NCA entertains good working relationships with various parts of the communities, including clan leaders, women's groups, education and water committees. Clan leaders/elders have been identified as important stakeholders, as they usually inform the community's opinions and attitudes towards a certain topic. Moreover, as the local coordinator in Puntland explains, they are decisive in the selection of beneficiaries because local authorities will only give their final approval when they know that their respective clan leaders have been consulted. The clan elder who was interviewed in Mogadishu states that they resolve clan-based issues but also step up to assist with administrative or management issues.

An important element of NCA's community consultation processes is the policy that women and men have to be included in equal parts. Even in cases where women are the main beneficiaries, for instance

in GBV/FGM programming, men are still actively involved in order for them to engage with the subject at hand. As the NCA coordinator in Gedo remarks, “[That way] the community doesn’t think that we are helping specific groups but they see that we are working for the whole community.” On the other hand, although primarily targeting reformed pirates, women were also part of the Alternative Livelihood to Piracy programme. They were identified as a group that was particularly affected by the drop in economic activities in coastal towns and hence received business skills training as well.

“We know that NCA always stands for women’s rights. They have been working with us on women’s affairs even when they didn’t have an office here in Dolow. [...] if you give something to women, the children, husband and everyone will benefit. Most of the men chew khat, so what is given to them is a waste of resources. I believe that organisations should understand that and then support more the women.”

Women’s representative, Luuq

Nevertheless, according to interviewed women’s representatives, consultations with women can still be strengthened. The women’s representative in Dolow, for instance, states that currently women make up about 30 per cent of those consulted, as men tend to be generally more visible and engaged in public affairs.

Synergies across project components

NCA focuses on holistic programme implementation, which becomes visible when looking at synergies across project components. Synergies between the WASH and livelihood component have been specifically emphasised by agro-pastoralist communities in Gedo. Farmers state that the rehabilitation of water sources and the provision of irrigation systems were of particular importance following the 2011 drought and ultimately helped them to recover their agricultural activities and strengthen their resilience towards recurring environmental shocks. Nevertheless, interviewees point out that water canals and irrigation systems should be extended to further improve resilience and increase agricultural outputs.

Reported synergies between WASH and EFPD programming focus on the CHAST approach and the child-to-child club model to promote good hygiene practices among school children and by using schools as an entry point into the community. Moreover, the provision of gender-separate sanitation facilities and the distribution of sanitary kits to adolescent girls has reportedly played a decisive role in maintaining girls’ high enrolment rates. Outreach to mothers through joint school activities on good hygiene practices could be strengthened.

NCA recognises that school children have the potential of acting as change agents within their communities and will be the leaders of tomorrow. The peace club model, aimed at fostering peace initiatives in schools and teaching children about peace and conflict resolution, builds important synergies between education and peacebuilding programmes. Peace clubs should be extended to all of NCA-supported schools. Participation in activities could be extended to include CEC members and parents in order to use the clubs as entry points to foster inter-community/inter-clan engagement.

NCA’s GBV/WPS programming is well embedded within other programme components. WASH programming follows a gender-sensitive approach that takes into account women’s protection

concerns, for instance by constructing water collection points, sanitation facilities as well as garbage pits in reasonable distance to households. The success of NCA's education programming overwhelmingly lies in high rates of girls' enrolment and retention, including through the provision of material and financial incentives to girls. As reported, girls' enrolment in school leads to a decrease in early and forced marriage practice. In order to strengthen the role model effect that female teachers have on young girls, NCA should strengthen its efforts to recruit and build the capacity of female teachers. In addition, schools are and should continue to be used as entry points to educate girls and boys as well as their parents about the harms of FGM and other HTPs such as early marriage, particularly by targeting mothers. Ultimately, the livelihood component of NCA's GBV programming has been repeatedly named as a unique element of GBV programming in general, as it enables women to advance their skills, support them in income-generating activities, and constitutes a dignified way of turning victims into survivors. Livelihood support to affected women could be improved by expanding the number of trainings that they can take.

Added Value of implementing through Local Partners

Relationships with implementing partners are characterised as overwhelmingly positive and mutually beneficial for both parties. In Gedo, for instance, NCA works in Dolow and Garbarharrey directly and through partners in the remaining locations. As per the NCA coordinator in Gedo, working through local partners allows NCA to reach out to places or people that NCA would not be able to reach otherwise, as implementing partners have an established presence and specialised knowledge. Local partners are crucial for NCA to gain the trust of the communities. This has been identified as the biggest strength of working with local partners. On the other hand, NCA supports partners as well as local civil society, including community education committees (CECs) and water committees, with capacity-building trainings. In locations where NCA implements through local partners, beneficiaries are generally aware of the cooperation. Neither NCA's visibility nor the quality of programme implementation are compromised by working through local partners.

The details of the cooperation are determined through capacity assessments. Standardised tools for partnership assessments and the contracting of partners exist. Moreover, NCA supports partners with capacity-building trainings. The main lines of communication go through the Nairobi office; communication between NCA field offices and implementing partners is mostly for the purpose of monitoring, sharing knowledge, and conducting trainings.

The CERID education and skills development officer interviewed in Belethawa explains that all their activities are closely monitored through monthly and quarterly reports as well as end-of-month, end-of-term and annual evaluations. He further states that with improving technology, communication could be made even more effective by using new technologies such as mobile apps.

Nevertheless, challenges exist. In Gedo, it is reported that partner organisations are clan-based, which inhibits their ability to carry out activities in all locations and could potentially hamper the equal and fair distribution of resources to communities. In addition, implementing partners raise the issue of funding gaps in between contract periods. As the NAPAD representative explains, contracts are signed on a six-month basis and after the contract expires, the organisation faces a financial gap.

Sustainability

All project components are implemented under the premise of creating sustainable infrastructure, providing options for sustainable education or livelihood opportunities, or sustainably changing attitudes towards harmful practices. However, some challenges persist with regards to potential exit strategies for NCA to hand over projects to local authorities and the community.

The construction of WASH infrastructure aims to provide sustained access to water infrastructure. NCA therefore works in close cooperation with water committees whose members are trained in the maintenance of water sources as well as through the establishment of PPPs. Issues that have been flagged include difficulties in establishing PPPs due to different interests over water pricing costs as well as dependence on NCA in the procurement of spare parts for maintenance. This indicates that both local authorities and community members are currently still dependent on NCA to ensure sustained access to water and to oversee water price monitoring activities.

Education programming has clearly set generations of children and youth on a path of improved access to education and therefore better prospects of continuing higher education and securing good jobs. With regards to the sustainability aspect of NCA's operations, there is evidence of potential path dependency. Interviewed stakeholders state that they expect NCA to be responsible for the maintenance of school facilities as well as the payment of teachers' salaries in the long run. Potential exit strategies are challenged by the weak capacity of local governments to fund and oversee education initiatives.

The organisation of farmers into groups and the distribution of agricultural tools and input set agro-pastoralist communities on a pathway for securing sustainable livelihoods. Increased productivity, the diversification of crops, and higher crop yield allows farmers not only to satisfy their families' nutritional needs and to sell goods at the market but also to produce for storage, which strengthens their resilience towards environmental hazards such as reoccurring drought.

Vocational trainings for reformed pirates and vulnerable community members who have lost their livelihoods due to piracy have proved most effective in enabling graduates to access the labour market. This also applies to livelihood support programmes for survivors of GBV, who have secured livelihoods through business skills training and start-up grants. The sustainability of the Alternative Livelihood to Piracy programme is best understood by considering the fact that there are no reported relapses into piracy among graduates.

Ultimately, although progress in the inclusion of women in peacebuilding activities has been slower than anticipated due to the Somalia context of protracted conflict and the pervasiveness of a male-dominated traditional culture, the effects of awareness-raising campaigns for GBV and the harms of FGM have led to a shift in attitudes. Considering that a substantial number of clan leaders and religious leaders have already been won over, changes in attitudes are expected to leave a sustainable impact.

7. Recommendations

Based on the information collected in the impact assessment and based on lessons learned from the qualitative findings, the following recommendations for future programme implementation can be made:

WASH	
PRIORITY #1	<p>In Dolow, interviewees give contending information regarding the impact of hygiene promotion activities. While FGD participants report on increased awareness for good hygiene practices (i.e. hand-washing practices, garbage collection), the water committee member points out that NCA has only focused on improving access to water but not on providing sanitation facilities.</p> <p>In Garbarharrey, the water committee member states that the distance between households and latrines and the garbage pit could be improved.</p> <ul style="list-style-type: none"> • It is therefore recommended that NCA follow up on these issues, potentially through increased consultations with water committees (as requested by interviewed members) and other community members in order to establish whether there are any additional needs that should be addressed. • The visibility of hygiene promotion activities should be strengthened by including water committee members and other influential community members in its execution.
PRIORITY #2	<p>While private-public partnerships are the appropriate means to secure sustained access to water and also function as an appropriate exit strategy for NCA to gradually withdraw from operations, findings in this report indicate that government authorities are in need of additional capacity-building trainings. Currently, NCA is involved in water price monitoring activities and also provides spare parts for maintenance purposes in emergency situations (such as the 2011 drought) when heavier repair works are necessary.</p> <ul style="list-style-type: none"> • For successful handover of all maintenance activities, local authorities should be supported in developing strategies to secure funds from locally generated revenue/taxation. This will also help to ensure equal access to water by subsidising the maintenance fees for boreholes for community members who are unable to afford them.

PRIORITY #3	<p>Using schools as an entry point to teach communities about good hygiene practices has been identified as an effective way to promote hygiene practices.</p> <ul style="list-style-type: none"> • The CHAST approach should therefore be strengthened, including by expanding the child-to-child club model.
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Recommendation Box 1: WASH Programming

EDUCATION

PRIORITY #1	<p>Findings in this report show that access to education for children living in rural areas, from disadvantaged socio-economic families, or minority clans remains challenging.</p> <ul style="list-style-type: none"> • Hence, outreach to disadvantaged communities should be strengthened and the provision of schooling materials, including utensils and uniforms, should be improved.
PRIORITY #2	<p>Several interviewees, including teachers and women representatives, point out that there are currently too few female teachers available.</p> <ul style="list-style-type: none"> • Efforts should therefore be undertaken to reach out to, incentivise, and build the capacity of women, as they fulfil a crucial role model function for young girls and encourage them to stay enrolled.
PRIORITY #3	<p>Moreover, women representatives emphasise the need of having co-ed classrooms.</p> <ul style="list-style-type: none"> • Based on their experience, it would be desirable to have them study together for girls to learn how to speak up and develop a sense of self-confidence in mixed spaces.
PRIORITY #4	<p>One aspect of the educational programme in Luuq which could be organised better is the selection process of CEC members, as it has been reported that they currently consist of mostly volunteers from the community, generally parents of the school children.</p> <ul style="list-style-type: none"> • It is therefore recommend to reach out to other active and influential community members for them to join the CECs.

PRIORITY #5	<p>Teachers repeatedly emphasise that their current salary of 90 USD is not sufficient while at the same time stating that they expect NCA or partner organisations to continue paying incentives and maintaining school facilities.</p> <ul style="list-style-type: none"> • In order to break the cycle of dependency and build, NCA should continue support for capacity-building trainings of government officials in order to strengthen their knowledge around the administration of schools. • In addition, capacity-building trainings for government officials should include support on how to develop strategies to secure funds from locally generated revenue/taxation to help pay/subsidise teachers' salaries.
PRIORITY #6	<p>Interviewees, in particular the women's representative and female teachers in Luuq, repeatedly emphasise the need to establish schools for adults, particularly women, as literacy levels among the rural population are low.</p> <ul style="list-style-type: none"> • It is therefore recommended that NCA conduct further community consultation on this issue in order to determine the needs and interests of potential beneficiaries.
PRIORITY #7	<p>Reported graduation rates of youth enrolled in vocational training programmes have seen some fluctuations.</p> <ul style="list-style-type: none"> • While to some extent this is simply the effect of the nomadic lifestyle of agricultural communities, it is recommended that NCA establish additional incentives for vocational training students to complete their training such as start-up kits that are tailored to their needs or start-up grants.

Recommendation Box 2: Education Programming

LIVELIHOODS (AND FCPB)

<p>PRIORITY #1</p>	<p>With regards to livelihood support for agro-pastoralist communities, some additional needs have been raised by beneficiaries. The most commonly raised issue is the lack of means of transportation that would facilitate the transportation of goods to the local markets. In addition, farmers state that extension of water piping system as well as additional wells would help them to get through dry season. Loan schemes would enable them to scale up their activities. In Luuq, some FGD respondents mention that for future programming those farmers that are located furthest away from the river should be prioritised.</p> <ul style="list-style-type: none"> • It is therefore recommended that NCA strengthen its consultation processes with agricultural committees and farmers groups in order to identify additional needs, target future planning accordingly, and enable farmers to scale up their activities. • A loan and grant scheme could be added under the priority of value chain development under the Economic Empowerment programme in the 2016-2020 country strategy.
<p>PRIORITY #2</p>	<p>In Puntland, interviewees overwhelmingly advocate for the continuation of the Alternative Livelihood to Piracy programme, stating that while the risk of piracy seems to be eradicated at the moment, it could resurge at any given moment. Moreover, the director at GVTC states that many more residents in Garowe and neighbouring towns are in need of vocational training. This clearly indicates the relevance of the Economic Resilience programme in the 2016-2020 country strategy.</p> <ul style="list-style-type: none"> • It is therefore recommended that the Economic Resilience Programme be expanded both in terms of the number of trainees and the number of classes offered. In addition, the programme could be strengthened by extending the trainings to run for more than three months, as has previously been the case in the Alternative Livelihood programme.

PRIORITY #3	<p>Conveying anti-piracy messages through networks of religious leaders has been highly successful.</p> <ul style="list-style-type: none"> • The cooperation with the Puntland Counter Piracy Forum and Peace Committees in various towns in Puntland should be strengthened, particularly with regards to women’s participation.
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Recommendation Box 3: Livelihood (and FCPB) Programming

GBV/WPS	
PRIORITY #1	<p>GBV programming has led to changing attitudes towards violence against women and has empowered women to speak out against injustices and abuses they experienced.</p> <ul style="list-style-type: none"> • GBV programming in the 2016-2020 strategic period must therefore build on this momentum, including by focusing on capacity-building measures for women leaders in order for them to continue community outreach and awareness-raising campaigns.
PRIORITY #2	<p>Engagement of religious leaders in awareness-raising campaigns for the harms of FGM has had significant impact.</p> <ul style="list-style-type: none"> • Continued engagement with traditional and religious leaders in order to foster broad understanding for the zero tolerance policy for FGM remains indispensable.
PRIORITY #3	<p>Comprehensive implementation of the GBVIE programme remains of utmost importance, considering the demonstrated impact it had on affected women and girls in particular vulnerable situations such as IDP camps</p> <ul style="list-style-type: none"> • Livelihood support for survivors of GBV has been identified as a unique element of NCA’s GBV programming and should therefore be strengthened, for instance by increasing the options of vocational skills trainings that women can choose from. • Moreover, as women’s representatives point out, additional capacity-building trainings for women’s representatives would be desirable.

PRIORITY #4	<p>In Garbarharrey and Garowe, interviewees raise the need to extend awareness-raising campaigns for GBV and the harms of FGM to rural areas.</p> <ul style="list-style-type: none">• It is therefore recommend that NCA expand its areas of operations in order to reach agro-pastoralist communities who currently continue practicing HTPs.
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Recommendation Box 4: GBV/WPS Programming