

Somalia/land core country evaluation



External evaluation of Oxfam Novib's strategy in Somalia Synthesis report *August 2007*

Evaluation team

1. Adama Moussa, Teamleader
2. Mohamed Abbas
3. Abdulkadir Askar
4. Jamal Mohamed Barrow
5. Mariam Ga'al
6. Abdi A. Mohamed (Baffo)

TABLE OF CONTENT

EXECUTIVE SUMMARY	7
INTRODUCTORY PART.....	16
1. Introduction.....	16
<i>1.1. Background of the evaluation</i>	<i>16</i>
<i>1.2. Aims of the evaluation</i>	<i>17</i>
2. Evaluation Approach and Methodology	18
<i>2.1. The preparatory phase</i>	<i>18</i>
2.1.1. The desk study	18
2.1.2. Interviews of staff at Oxfam Novib's Offices	18
2.1.3. Complementary analysis of the overall situation on the 'powers and policies in place' and on gender issues	18
2.1.4. Preparatory mission	18
2.1.5. Selection of counterparts and depth of analysis.....	19
<i>2.2. The implementation phase</i>	<i>19</i>
2.2.1. The start-up workshop	19
2.2.2. Methodology for the data collection.....	19
2.2.3. The Restitution workshop.....	19
2.2.4. Consultants and counterparts distribution.....	19
2.2.5. Major difficulties and challenges met.....	19
3. Programme Context	20
<i>3.1. Country description</i>	<i>20</i>
3.1.1. Political Processes and Structures.....	20
3.1.2. Existing administrations and their relations.....	20
3.1.3. Overall picture	23
3.1.4. Short description of the situation in relevant sectors.....	26
<i>3.2. Oxfam Novib's core country programme and characteristics of its strategic positioning.....</i>	<i>35</i>
3.2.1. Origin and evolution	35
3.2.2. Programme portfolio development	39
3.2.3. Description of the present programme portfolio.....	41
ANALYTICAL PART	42
4. Analysis of Oxfam Novib's Strategic Positioning.....	42
<i>4.1. Assessment of relevance and coherence of strategic choices made.....</i>	<i>42</i>
4.1.1. Quality of the strategic decision-making process and products	42
4.1.2. Quality of the strategic decision-making products	48
4.1.3. Analysis of the implementation of strategic decisions	54
5. Assessment of the main results achieved.....	55

5.1. Food and income security	56
5.1.1. Planned outputs and outcomes.....	56
5.1.2. Contribution to practice changes	56
5.1.3. Contribution to policy changes	57
5.1.4. Contribution to Impact.....	58
5.2. Employment-based livelihoods, trade and markets	60
5.2.1. Planned outputs and outcomes.....	60
5.2.2. Contribution to practices changes.....	61
5.2.3. Contribution to policy changes	61
5.2.4. Contribution to impact.....	61
5.3. Health	63
5.3.1. Planned outputs and outcomes.....	63
5.3.2. Contribution to practice changes	63
5.3.3. Contribution to policy changes	64
5.3.4. Contribution to impact.....	65
5.4. Education	65
5.4.1. Planned output and outcomes	65
5.4.2. Contribution to policy change.....	66
5.4.3. Contribution to practice change.....	67
5.4.4. Contribution to impact.....	68
5.5. Emergency Aid	71
5.5.1. Planned outputs and outcomes.....	71
5.5.2. Application of the principles of the Code of Conduct for the International Red Cross and Red Crescent Movement and NGO's in Disaster Relief	72
5.5.3. Contribution to practice changes	75
5.5.4. Contribution to policy changes	76
5.5.5. Contribution to impact.....	77
5.6. Conflict prevention and peace-building	79
5.6.1. Planned outputs and outcomes.....	79
5.6.2. Contribution to practices changes.....	80
5.6.3. Contribution to policy changes	81
5.6.4. Contribution to impact.....	82
5.7. Social and political participation	84
5.7.1. Planned outputs and outcomes.....	84
5.7.2. Contribution to practice changes	84
5.7.3. Contribution to policy changes	85
5.7.4. Contribution to impact.....	86
5.8. Identity	87
5.8.1. Planned outputs and outcomes.....	87
5.8.2. Contribution to practice changes	87
5.8.3. Contribution to policy changes	88
5.8.4. Contribution to impact.....	89
6. Assessment of Oxfam Novib's contribution to the results achieved	90
6.1. Importance of Oxfam Novib's support	90

6.2. <i>Influence of Oxfam Novib's policies and management practices</i>	90
6.2.1. Approval and management process	90
6.2.2. Communication and quality of the feedback	90
6.2.3. Influence on the policies and practices of counterparts	91
6.3. <i>Programme synergies</i>	91
6.3.1. Building on solid ground	91
6.3.2. Using other valid sources for data	91
6.3.3. Complementing other partners' efforts on the ground.....	92
6.3.4. Coordination efforts at OI level	92
6.4. <i>Quality of the partnership</i>	92
6.4.1. Respect for the autonomy of the counterpart.....	92
6.4.2. Qualitative technical support	92
6.4.3. Monitoring and evaluation.....	92
6.4.4. Areas where Oxfam Novib is better than other partners	93
6.4.5. The weakest link of the partnership	93
7. Overall annalysis	93
7.1. <i>Role of context factors</i>	93
7.2. <i>Role of other development actors</i>	95
7.3. <i>Capacities of counterparts</i>	95
CONCLUSIONS AND RECOMMENDATIONS	96
8. Main conclusions	96
8.1. <i>Conclusion on the strategic positioning</i>	96
8.2. <i>Conclusions on the strategic change objectives</i>	98
9. Main recommendations	104
9.1. <i>Recommendations on the strategic positioning</i>	104
9.2. <i>Recommendation per strategic change objective</i>	106
ANNEXES	112
A. Counterparts involved in the core country Evaluation	112
B: Terms of reference core country evaluation Somalia/Land	120
C: Central themes/questions for the assessment of the quality and effectiveness of humanitarian projects	130
D: Network assessment tool	131
E: People met	136
F: List of Documents consulted	137
G: Agenda for the start-up workshop	138

H. Agenda for the restitution workshop	140
I. Evaluation calendar	141
J. Composition of the evaluation team.....	142
LIST OF ABBREVIATIONS.....	143

Executive summary

Oxfam Novib's involvement in Somalia/land initially started with support for the development programmes of sister NGOs including Oxfam GB and ACORD. Since 1995 Novib has worked directly with Somali civil society organisations through institutional and activity funding for individual organisations and networks, from The Hague, and since 2001 through civil society capacity-building from the Nairobi office.

The main objective of this Core Country evaluation is to report in an independent and impartial way on the achievements of the core country strategy, particularly in terms of its contributions to the attainment of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs) as defined in the Horn of Africa Region Strategic Programme Business Plan 2001-2004 (and extended to 2006). The evaluation results will be used by Oxfam Novib to improve its country strategy and strengthen the links with Oxfam Novib's campaigning and lobbying work. The evaluation results will also be of use to strengthen collaboration within Oxfam International. The evaluation covers the period 2001-2006, with emphasis on the period 2003-2006.

The present synthesis report presents the main results of the evaluation of the Somalia/land core country programme. It is composed of two major parts. The first part gives an overview of the methodology used, the country context and the country programme while the second part is the analytical part. The later part presents the analysis of Oxfam Novib's strategic positioning in the country, the main results achieved and Oxfam Novib's contribution to the results. It ends with the main conclusions and recommendations.

The synthesis report is completed by two papers and counterpart analytical reports. These are working documents and available upon request at Oxfam Novib The Hague.

The overall evaluation approach for the core country programme is defined in the "Oxfam Novib Guidelines for Core Country Evaluations" (2006). The preparatory phase consisted of a desk study conducted by the team leader at Oxfam Novib headquarters in The Hague. He produced an approach paper which was presented to and discussed with the Oxfam Novib evaluation steering group. This phase also included a visit to the Nairobi office to complete the desk study. The team leader then visited the country and discussed the approach paper with a few selected counterparts. He also put the evaluation team (five national consultants) in place and trained them on the overall methodology. Two national consultants were then mandated to conduct additional studies on the policy and structures in place and on gender issues (available at Oxfam Novib The Hague upon request).

The implementation phase started with a workshop in November 2006 with all the counterparts involved with the intention to share the overall process and to develop the detailed methodology for the data collection. The methodology adopted for data collection was based on a triangulation process (management interviews, focus group discussion with target groups, resource persons/institutions interviews i.e line ministries, other NGOs). The information collected at each level is cross-checked with the counterparts and additional data were collected where needed.

A draft synthesis report was prepared by the team leader and discussed during a three-day workshop held in Nairobi 24 – 26 May 2007 with all the consultants. The observations and comments of the different consultants have been incorporated into the final draft that was discussed with Oxfam Novib and its counterparts in a restitution workshop on July 17-18 2007 in Hargeysa.

Conclusion on the strategic positioning

The assessment of Oxfam Novib's strategic positioning consisted of an analysis of the different Oxfam Novib strategies for Somalia since 1995, the quality of these strategies and the way the strategies were implemented. It can be noticed that there has been a clear evolution in the operational strategies but the knowledge about the country situation has not evolved. The evolution in the country situation in terms of structures and policies and their implications for the operational strategies and strategic choices has not been analysed in the various policy documents except the contingency plan.

Though the strategies have changed over periods, their operationalisation was not without any difficulty. The allocation of resources among counterparts in the three zones (Somaliland, Puntland, and South-Central) was not supported by any specific criteria which were essential in a resource-based conflict environment. The lack of clearly defined criteria for resource allocation has resulted in a frustration feeling in both Somaliland and Puntland (Global fund).

Gender and capacity-building have been cross-cutting strategies in all interventions. The establishment of networks (national and regional levels) has offered an opportunity for actors from various clans to exchange and participate in peace processes as neutral actors.

The analysis of relevance of the strategic choices in view of national plans, development plans, goals and policies has only been possible for Somaliland and Puntland where some sort of sector policies and government structures are in place. The focus on rural and urban productivity, access to health and education services, minority and gender equality and environmental sustainability are all very relevant. A critical area which could be a real niche for Oxfam Novib is social and political participation especially in the area of policy formulation and implementation with the active involvement of different stakeholders (public, business community and civil society actors). The strategy of trying to cover all sectors in an integrative way while combining all levels is relevant within the national development context; making gender as an entry point and cross-cutting for all Oxfam Novib support in Somalia/land is also very strategic. In the absence of other actors, counterparts tried to meet all the emerging needs of target groups and this has contributed to reduce the development of synergies between strategic objectives.

The analysis of the monitoring and evaluation mechanisms of the core programme, the Nairobi office and the Tsunami specific intervention reveals many opportunities for cross-learning. The application of the Toolbox has been limited to very few cases and was mostly done through e-mail exchanges.

Conclusions on the strategic change objectives

Overall, the results achieved under the different strategic objectives are tremendously localised as there was no synergy between the different actors. The integrative approach adopted by counterparts has been effective in producing practices changes at community level. High level results in policy changes have only been achieved in Somaliland where counterparts have been somehow engaged with public actors in policy formulation and implementation.

In sustainable livelihood, counterparts like RMSN have been able to build their capacities in holistic resource management and implemented projects at community level with some level of results. The reduction of charcoal consumption through the use of alternative source of energy was effective. A survey conducted by CLHE indicated that while the majority of the users of the improved mud stoves had confirmed up to 40% reduction in the charcoal consumption, the current production by the trained artisans is almost impossible to make any significant improvement in the reduction of charcoal consumption in Hargeisa.

Ensuring the long term impact is crucially a challenging issue that needs additional efforts. In a situation of scarcity of other resources, communities tend to get back to natural resources for their daily need as often as possible.

The agricultural project for women implemented in Middle Shabelle region by Women Care (WOCA) has improved the food and income security of household involved but its impact is very limited and it is not sustainable.

The employment creation through the credit scheme (SAACID) (CLHE) has increased the skills of target groups. The increasing number of beneficiaries and the limited size of the loan reduced the effect of the credit scheme. All women graduates interviewed during the evaluation stated that employment opportunities for majority of women graduates were very limited in both public as well as private enterprises.

With regards to health, the interventions of CLHE have improved accessibility of women to health services in rural areas. The mortality rate of women and the practice of FGM in the six target villages have reduced. Cost recovery strategies for health services are also put in place. Through active and popular campaigning HIV/AIDS has been put in public debate. The different strategies used by CLHE through the combination of training and health services targeting rural communities paid off.

In education, counterparts under the SEPROG network have been able to increase the enrolment rate of girls in their respective areas of interventions. The employment of female teachers has been more successful in Somaliland than in Puntland and South-Central Somalia. The education programme and its network have no funding links outside Oxfam Novib and this creates a dependency situation that endangers both the future sustainability of the programme and the existence of SEPROG itself.

The other forms of education initiatives supported in non-formal and formal education (CLHE's Burao Vocational training centre, Horn Relief's pastoral education programme) have been very strategic in targeting specific groups. Cost recovery to ensure sustainability and meeting target group needs are respectively the challenges facing those forms of education.

The interventions in emergency aid in all respect have met the needs of the beneficiaries. The relative timeliness, the sound targeting, community participation in planning and implementation have been mostly appreciated by beneficiaries met during the evaluation. Some of the strategies used by counterparts to ensure full participation of all women and minority groups like the quota have been taken up by other programmes. Counterparts have also established and trained committees which have developed strategies to ensure the sustainability of the interventions. Restoration and rehabilitation activities undertaken constitute a good ground for interventions in sustainable livelihood.

As an OI lead in Humanitarian interventions, Oxfam Novib played a vital role in terms of information flow and exchanges with other Oxfams especially OGB. It has been able to provide updated and accurate information to the other Oxfams. The information provided by Oxfam Novib to the other Oxfams on the evolution of the political situation is highly appreciated by OGB. The critical issue is related to their non presence in the field which can be a blockage for effective coordination (ability to respond quickly, concretely and appropriately) in case of high emergency.

In conflict prevention and peace-building, counterparts through the production of regular annual reports on the status of human rights and the IDMA process (Identification, Documentation, Monitoring and Advocacy) have brought the issue of human rights violations in Somalia/land in the international arena. The IDMA process has developed the capacities of the counterparts. The major challenge is related to the fact that most of the counterparts do not have adequate resources to support the victims. Documented cases are not brought to justice. Counterparts like PHRN and COGWO have participated in many peace meetings which have resulted in the lifting of barriers and green-lines in Mogadishu and other major towns.

The SOCSIS programme has been very effective in building the capacity of the local counterparts, as they have developed appropriate functional structures with all management instruments in place. Some have increased partnership. The lack of a clear strategy to link counterparts to the donor community including Oxfam Novib core funding is a crucial limit to the effectiveness of the programme.

Gender (specific and mainstreaming) is the strongest feature of the Somalia/land core country programme. Specific gender issues are targeted in each major programme (girl education, maternal health, FGM, women participation in decision making and peace building, women specific needs in humanitarian interventions). Those actions have achieved some results in the different areas of interventions. Parents' attitude to the girl child education has improved and the number of women in politics is increasing in Somaliland and Puntland. FGM as a practice has been eradicated in some villages of intervention of CLHE and GEPCD has adopted a zero tolerance for FGM in its intervention area. Humanitarian counterparts could obtain a quota for women in affected areas. Despite these results, there are huge gender issues yet to be addressed especially the power relationship between men and women at all levels.

Contribution of Oxfam Novib to results

The contribution of Oxfam Novib to the results has been assessed through the importance of the Oxfam Novib support and the influence of its policy and management practices on counterparts.

Oxfam Novib was the sole donor in most programmes for the first phases, and its financial contribution accounted for about 65-100% of the funding received by most of the counterparts.

Oxfam Novib's flexibility and non-operational bases gave valuable opportunity for the work of counterparts in the selection and designing of their projects. Communication with Oxfam Novib has been normally regular and the feedback on -emails, reports and proposals are speedy. However, some counterparts complained on serious delays in fund transfers and feedback on reports. The most negative influence on counterparts has been the high staff turn-over at the Horn of Africa Team. This created moments of interruption in communication flow. In terms of the quality of the partnership, counterparts highly appreciate the respect of the autonomy given to them and the qualitative technical support.

With regards to monitoring, most of the counterparts did not receive enough training on the newly introduced Toolbox; in some cases, only the coordination office was involved in its first test using it for the preparation of the proposal. The field visits of the Horn Team that used to be frequent prior to 2004 are now very rare. Counterparts consider the field visits essential for improving both programme performance as well as the understanding between counterparts and the Oxfam Novib programme officers involved.

Synergy with other actors has not been explicitly pursued as a strategy. The synergy with other donors can be described as "mutual reinforcement" and is related mainly to the capacity-building programme, the use of existing sources of data and some level of complementarity with other actors' interventions. The synergy with other Oxfams is particularly systematic, intense and effective in the area of humanitarian interventions. Oxfam Novib being the OI humanitarian lead plays a coordinating role in terms information sharing, coordination meetings and joint responses.

Contribution of context factors

One of the major factors which have impeded on the results achieved is related to the socio-political situation. The conflict situation in South-Central Somalia hindered the smooth implementation of the programme and the achievement of high level results.

The relative peace and stability in the different geographical entities are determining factors in the strategies and the results of counterparts on sector issues. The existence of line Ministries,

policy documents and action plans were enabling factors for higher level results achieved in both Somaliland and Puntland.

Main recommendations

Recommendations on the strategic positioning

The following recommendations are made on the basis of the analysis of the strategic positioning through the quality of the decision-making process, the quality of the products and the monitoring and evaluation mechanisms.

(a). Acknowledging regional differences in the analysis and development of strategic choices

The analysis of the country situation as presented in the descriptive part of this report indicated that Somalia/land is not just “a country in forgotten crisis” but a country which is actively engaged in a dynamic process of reconstruction and redefinition of its geo-administrative entities. The recognition of this fact should go beyond the simple dichotomy in spelling “Somalia/land”. The first emerging structure is Somaliland (without an international recognition) which has almost all its structures and policies in place. Somaliland has elected a president and a parliament. The government is formed with line ministers for each sector and has elaborated a strategy for economic recovery and a poverty reduction plan. Puntland, the second emerging structure (with a different objective), also has its structures and policies. It is, therefore, important for Oxfam Novib to recognize the regional differences in the analysis and development of strategic choices for Somalia/land.

(b). Creating synergies among actors (public, civil society and private) for policy development and implementation

NGOs in Somalia/land have a unique opportunity to participate in designing and implementation sector policies and structures. An important strategy is to help NGOs contribute to policy development while providing services to communities. This strategy has the advantage of saving the efforts and resources which will be later needed for policy change. It implies the development of a constructive vision to create synergies among major actors: public, private and civil society. Signs of this collaborative effort between civil society actors and the government are noticeable in Somaliland. The experience of Candle Light for Education and Environment with the Ministry of Education and the Ministry of Health is a good illustration.

Three benefits of this approach emerge at first sight:

- The serious minimization of at least three (3) major risks namely: government interference, financial mismanagement by counterparts, and lack of NGO accountability with the establishment of a “check and balance system”. Each actor will know its role and also ensure that the other plays its role correctly.
- The reduction of the frustration from regional imbalance and the tension between Oxfam Novib and the authorities in Somaliland and Puntland.
- The achievement in a cost-effective manner of sustainable policy and practice changes and regional strategic change objectives.

(c). Developing clear and simple strategies to support the regional distribution of resources

Oxfam Novib does not have written strategies for resources distribution according to regions. Clearly written criteria are always helpful when dealing with the public authorities and civil society actors.

(d). Developing the networks capacity in strategic planning and avoid supporting similar activities in order to encourage synergy among the networks

The support to PHRN, WAWA and COGWO in human rights could be made more strategic and complementary. The work of PHRN in human rights overlaps with that of the two women networks in both South Central and Puntland

(e). Without damaging the trust and autonomy of counterparts, it is important for Oxfam Novib to address the issue of credibility gap very seriously through:

- Improving the assessment of the proposals. The systematic application of the Toolbox is required to determine clear monitoring milestones; amendments to the original proposal should be incorporated into a final version which should be attached to the contract.
- Making funds transfers accordingly with the implementation of the programme (installment payment);
- Ensuring independent and qualitative project evaluations (quality assessment of the evaluation reports)
- Providing budget and technical support to counterparts to undertake participatory surveys for proposal formulation in order to ensure that community needs are identified

(f). Establishing a standardized system of monitoring

The framework developed for the monitoring of the tsunami response programmes is an important point of learning which needs to be capitalized for the benefit of the monitoring of regular programmes. This system includes clear planning and reports formats. This is necessary in a situation without external control bodies and where the “check and balance” system is weak or inexistent. It will fill the information gap in the performance registration. The core country monitoring and evaluation system should be redesigned with the participation of counterparts.

(g). Involving the Nairobi office in the planning, implementation and monitoring system of core counterparts

It is important for Oxfam Novib to operate as a single organisation. The interventions of Oxfam Novib The Hague and the Nairobi-based Oxfam programmes should complement each other. The determination of modalities of involvement and the timeframe should be considered as priority in order to ensure an effective core country programme. An initial step in this process would be the establishment of a monitoring and evaluation mechanism specifically for core counterpart programmes at the Nairobi level.

Recommendation per strategic change objective

As indicated earlier, the core country programme has failed to produce high level results except in Somaliland, it is, therefore, important for Oxfam Novib to:

- undertake a clear analysis per strategic change objective (actors and issues) on regional and national basis
- Support a strategic planning process with counterparts identified per strategic change objective
- Support the development of synergies at regional and national level

Sustainable livelihoods

(a). To develop a long-term commitment and a strategic approach in both programming and funding. Because of the vastness of the country, the limited capacity of RMSN and the insufficient resources available compared to the needs, the programme needs to focus in both its thematic interest and target areas and communities within each zone.

(b). In order to ensure sustainability in natural resource management, community involvement and ownership are essential areas in the holistic approach to resource management.

(c). Cooperation/partnership with public or local authorities is important especially in the area of law enforcement and local conventions for natural resource management (drafting, implementation and monitoring).

(d). Counterparts should also ensure that community-based local structures have sufficient institutional capacity to develop strategies for fundraising, management and supervision.

Health

(a). An appropriate institutional structure is suggested to be further established for the referral system in collaboration with Regional Hospitals in Hargeisa, Burao and Berbera, in addition to respective MCH centers within the coverage area of CLHE. This will enable the rural-based TBAs to make effective referrals for pregnant women with complications.

Education

(a). With regards to the varying success in the strategies used, the girls' education programme requires a strategic review in terms of the scholarship and the teacher training components. The number of girls sponsored (1,000/8years) is not likely to meet the education for all goals. The scholarship approach is not likely to improve the access. Supporting education institutions (similar to GECPD) with targeted objectives would contribute to increase girls' enrolment rate. The issue of female teachers' trainees high drop-out needs to be analyzed (selection criteria, quality of the training programme and competence of the training centre). The low employment of female teachers should also be addressed and the assumption of this component revisited.

(b). The SEPROG network should also be opened to other counterparts involved in education (HIRDA, HR, CED)

(c). Counterparts involved in second chance education should be encouraged to adopt the non-formal education curriculum developed by UNICEF and UNESCO

Emergency aid

(a). Cash recipients have struggled to balance urgent survival needs in food and water with repayment of due debts. There were no recovery programmes for the affected communities after the emergency interventions were phased out. Oxfam Novib and its counterparts should develop appropriate interventions after every major emergency situation in order to further build community livelihoods in the recovery period and address development needs of communities affected by extreme shocks during drought emergency situations. Counterparts involved in humanitarian intervention should develop clear strategies to combine humanitarian relief projects in any emergency situation with recovery and development interventions for the affected people.

(b). The community institutions promoted by counterparts need to be consulted, with broader community participation, for further capacity-building. Their role could be expanded to incorporate other community priorities. The communities need to be empowered to forward their concerns to existing authorities and international organizations directly by themselves.

(c). Counterparts should develop strategies for local fundraising (local contributors, Diaspora, government support, etc) to back-up international support. This will contribute to the timely response to disasters as international help usually comes late.

(d). As an OI lead, Oxfam Novib presence in the field needs to be reinforced. The presence of an emergency coordinator is very strategic and needs to be reinforced.

(e). At the operational level, Oxfam Novib should help regional coordinator bodies like NERAD (Somaliland) and HADMA (Puntland) in their role of coordination and monitoring. The planned Humanitarian Capacity Building EPAPA can be an opportunity to develop the capacity of those structures.

Conflict prevention and peace-building

(a). Working on peace and human rights issues is relevant to the situations of Somalia. The PHRN programme needs to have strategic focus and results-based orientation. This requires improved capacity of the counterpart and adequate technical support from the Horn of Africa

Team. Project proposals should be based on a well articulated strategy, and show clear links to each other in terms of producing accumulated effects towards the strategic objectives.

(b). Cooperation between human rights organizations and other humanitarian agencies should be promoted to develop integrated programs addressing the human rights abuses in Somalia/land

(c). The current scale of the child protection programme is very limited. Therefore, the expansion of the project scope is very necessary in order to make it highly effective.

(d). As the documented cases indicate, most of the victims are either from minority communities or from poor families, and their financial status do not allow to get basic needs for the victims such as treatment, food and so on. Sometimes, it happens the family of a killed child cannot cover the funeral expense. So, provision of humanitarian support will enhance the acceptance of the target group towards the project. Additional budget support for counterparts involved in human and child rights activities is needed to provide direct financial and legal support to families and child victims that were investigated and monitored.

Social and political participation

The following recommendations for a change in the **Oxfam Novib SOCSIS capacity-building** approach are:

(a). The programme should be part of a *long-term partnership* that offers funding opportunities, through either the regular Oxfam Novib programme or special arrangements with donors. The programme should have a *grant scheme* for funding community projects to be undertaken after the completion of the training. This would also be essential for ensuring the adoption of the skills and practices acquired through the training, particularly for organizations that struggle with funding constraints;

(b). The programme should be designed to support a sustainable *networking mechanism* that can organize regular follow-ups and links with the aim of maintaining high standard practices through awards;

(c). The NGOs should be given space in participating in the project *decision-making process* right from the planning stage;

(d). Rather than considering the NGO training as an isolated and one-off engagement with a particular group of NGOs, Oxfam Novib is invited to revise its capacity-building approach. The performance of a local NGO is determined not only by its management capacity to run an organization properly, but also its capacity to serve its own community. In the current Somali context, lack of funding is an important constraint on the potentials of local NGOs to serve their society.

(e). The capacity-building programme should, thus, have a *comprehensive long-term view*, addressing issues such as technical, material, financial and political needs on a sustainable basis.

Gender and women networks

Although it is very clear that women networks are active in defending women's rights in their respective regions of intervention and have been carrying out capacity building programmes for their member organisations, the future development of the networks and their impact would depend on their own organizational capacity and programme focus. The current WAWA and COGWO activities in governance and conflict resolution overlap with those expected of PHRN.

(a). Women networks and other counterparts should be supported to integrate gender as a cross-cutting issue in all sectors. Women networks have a vital role to play in that respect in building the capacities of other actors and in monitoring the actual targeting of women and men's needs.

The reduction of the burden of women engaged in various roles and men's productive and reproductive roles and responsibilities should be given specific attention.

(b). In addressing core gender issues like the power relationship between men and women, the participation of women in the decision making process at all levels, reproductive health, Female Genital Mutilation (FGM), girl child education, women's role as breadwinner, and women's employment , counterparts should design strategies to work with all stakeholders (religious and traditional leaders, business community and men). Oxfam Novib should provide the technical and financial support required for the development and deployment of such strategy.

(c). There is a need to review the programme scope and particularly to assess the effect of the capacity-building component as there are strong indications that the network coordination (WAWA) suffers from inadequate skills in financial programme management and in general, the quality of proposals and reporting is weak across all the three networks. It is through the appropriate technical and leadership competence that networks can fulfill their role as prominent voices of women in Somalia/land.

INTRODUCTORY PART

1. Introduction

Since 2005 Oxfam Novib has started a process of evaluation of its core country programmes with the main objective to report in an independent and impartial way on the achievements of the Core Country Programmes, particularly in terms of its contributions to the attainment of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs). Guidelines for core country evaluations have been written and tested in two pilot country evaluations (Niger and Cambodia).

The process for the evaluation of the Somalia/land core country programme started in June 2006 with a desk review in The Hague by the team leader and the production of an approach paper which has been discussed with the different stakeholders and the counterparts during the preparatory mission. A start-up workshop was held in Hargeysa from 26-29 November, 2006 to share the overall approach and finalize the data collection methodology. The field mission was conducted from November 29, 2006 to January 18, 2007. The final draft of the synthesis report was discussed with Oxfam Novib and its counterparts in a restitution workshop on July 17-18 2007 in Hargeysa.

This report makes references variously to Somaliland, Puntland and South-Central Somalia (sometimes referred to as South-Central region or zone), Puntland (northeast region) and Somaliland (also referred to by some agencies as northwest region). Unless otherwise specified South-Central Somalia is taken not to include Puntland throughout this report. The term Somalia/land is used to include all parts.

The need for clarification of terminology arises due to: the lack of a functioning government in the south; the moves by Somaliland to proclaim itself an independent sovereign state in May 1991; the lack of international recognition for Somaliland; and the emergence of Puntland as a self-administered regional entity. Oxfam Novib does not consider the geo-political realities of the region in its analysis and it is the line of analysis of the team of evaluators.

The present synthesis report presents the main results of the evaluation of the Somalia/land core country programme. The evaluation covers the period 2001-2006, with emphasis on the period 2003-2006.

The synthesis report is composed of two major parts. The first part gives an overview of the methodology used and a description of the situation of the country especially the major sectors relevant to the context of the programme in Somalia/land. The second part is the analytical part, the main findings, the conclusions and the recommendations are presented. The synthesis report is completed by two papers, counterpart analytical reports and workshop reports (working documents available on request).

1.1. Background of the evaluation

In 2003, Oxfam Novib decided to narrow the focus of its work, in terms of both themes and countries. This led to the decision to identify a limited number of regional thematic programmes and core countries to which major part of the Oxfam Novib's support would be directed. Somalia/land was identified as part of the 18 core countries in 2003. Core countries have been identified on the basis of several criteria such as level of poverty, the activities of other donors in the country, the strengths and weaknesses of the Oxfam International's network, and the potential added value of the new investments in the country. For Somalia/land, it is important to note that Oxfam Novib is one of the major non-operational donors that supports organisation partners and projects over Somalia/land.

Novib's involvement in Somalia/land initially started with support for the development programmes of sister NGOs including Oxfam GB and ACORD. Novib has directly worked with Somali civil society organisations since 1995 through direct institutional and activity funding

for individual organisations and networks from The Hague and since 2001 through civil society capacity-building from the Nairobi office.

The difference between the regions (South-Central Somalia, Somaliland, and Puntland) did not have any specific implication with regards to Oxfam Novib strategic choices (operational strategies, monitoring mechanisms, nature of activities).

The overall approach of the intervention is based on gender as an entry point, power sharing from organisational perspective, clan diversity and linking and learning. In terms of sectoral issues attention was mainly focussed on natural resources management (environmental damages caused by charcoal exploitation after the ban on Somalia cheptel), gender issues especially FGM, human rights and education.

1.2. Aims of the evaluation

The Core Country evaluation has two main objectives:

- To report on the results of the Core Country Programme (CCP), particularly in terms of contributions made to the achievement of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs)¹,
- To feed Oxfam Novib's strategic decision-making process, providing inputs for future opportunity and risk assessment and the strategic choices at the core country (CC) level, as well as for Oxfam Novib's policy-making as a whole.

The following three main outputs are expected from the CCP evaluation:

- **An assessment of Oxfam Novib's strategic positioning in the CC:** this should include an analysis of the relevance of the strategic choices made, as well as an assessment of how these strategic choices are operationalised by the Oxfam Novib staff.
- **An assessment of the results achieved by the CCP:** this analysis focuses on the higher result levels: Strategic Change Objectives, and Policy and Practice Changes, as an intermediate level, including an analysis of explaining factors (external and internal) that have contributed positively or negatively to the achievement of the results.
- **An assessment of Oxfam Novib's contribution to achieving these results:** Oxfam Novib may have contributed in a positive or negative sense, to a lesser or higher degree, to the achievement or non-achievement of the results; through the way strategic choices have been made, the quality of its dialogue with local partners, the quality of participation in relevant networks, among other factors. Elements for this analysis will be provided by the results of both previous points. The importance of getting insight in Oxfam Novib's contribution, both for accountability reasons and for future strategic planning and learning, justifies considering it as a separate component of the evaluation.

¹ **Strategic Change Objectives (SCOs):** In the Strategic Change Objectives or SCOs, Oxfam Novib and Oxfam International define the results they seek in terms of significant and sustained positive changes in the lives of people suffering from poverty, injustice, insecurity and exclusion. Achieving these results requires changes in the policies and practices of institutions, communities and individuals. A distinction is made between overall, Global Strategic Change Objectives and region-specific SCOs. **Policy and Practice Changes (PPCs)**

Policy changes are modifications of formal or informal, written or unwritten political, cultural, social or religious norms that guide the actions of people, organisations and institutions in the sphere of the state, the market and in civil society. Changes in practice represent a modification of what happens in society -the laws or regulations must be applied or new socio-cultural norms are practised. Together, the policy and practice changes that Oxfam Novib supports should lead to significant, structural, sustained and positive improvement in the lives of people suffering from poverty, injustice, insecurity and exclusion.

2. Evaluation Approach and Methodology

The overall evaluation approach for the core country programme is defined in the Oxfam Novib guidelines for core country evaluations. The methodology has three major phases, each with a number of steps to be followed in a typical CCP evaluation. These phases are the preparatory phase, the field implementation phase and the finalization phase.

2.1. The preparatory phase

2.1.1. The desk study

The desk study was conducted at the Oxfam Novib offices in (June 06th – 25th 2006) and Nairobi (August 8th- 13th 2006). It mainly consisted of an analysis of the different mission reports, memos, risks analysis, appraisals, and counterparts' files. It has helped in the understanding of the strategic positioning of Oxfam Novib in Somalia/land, the overall portfolio per aim, the expected outcomes, Policy and Practice Changes (PPCs) and their potential contribution to Strategic Change Objectives (SCOs).

The desk study highlighted major issues at different levels and identified some information gaps in the situation analysis of the country, the changes in the context and the contribution of counterparts to those changes. The results of the desk study helped in the drafting of the approach paper and constitute an input for the assessment of the strategic positioning of Oxfam Novib in Somalia/land.

2.1.2. Interviews of staff at Oxfam Novib's Offices

The desk study was complemented with interviews of different personnel and key resource persons, especially for the reconstruction of the history of Oxfam Novib's intervention in Somalia/land. The institutional memory was not written down; only action points are sometimes identified in memos (which are usually in Dutch) besides there was no programme officer in The Hague during the starting period of the evaluation. Direct interviews and phone conferences with former key staff were therefore useful to reconstruct the history of the intervention in Somalia/land and the strategic choices made.

2.1.3. Complementary analysis of the overall situation on the 'powers and policies in place' and on gender issues

An additional research was required on the overall situation of the country and the specificities of Somaliland, Puntland and South-Central Somalia, and on gender issues.

The survey on "powers and policies in place" was conducted through documentary studies. It covered the policies implemented by the powers in place in the different regions and the position of civil society organisations towards those policies.

Another paper was prepared on gender issues, the major changes, the challenges and trends. The findings of the two papers were presented and discussed during the start-up workshop.

2.1.4. Preparatory mission

The preparatory mission was conducted from October 25- November 3rd, 2006 by the team leader and a national consultant. The mission visited Mogadishu, Merka and Hargeysa.

It has been helpful for the training of the national consultants, the discussion of the approach paper with stakeholders and the preparation of the budget for the field mission.

The team leader trained two national consultants in Merka and met with six counterparts. The meeting with the counterparts was mainly around the overall context and the objectives of the core country evaluation.

The venue for start-up workshop and the agenda for the data collection were also agreed upon. The mission identified the need to recruit three more consultants. The training of those consultants was done in Hargeysa before the start-up workshop.

2.1.5. Selection of counterparts and depth of analysis

The core country evaluation involved all the core counterparts (those supported from The Hague), specific humanitarian counterparts and six (6) counterparts supported by the Oxfam Novib Nairobi office. The Nairobi office supported counterparts were selected from the three major programmes in the three regions (South-Central, Puntland, and Somaliland).

The specific experiences of WOCA, CLHE and Horn Relief were given more in-depth analysis: WOCA for the gender dimension (especially about the productive role and access to land); CLHE and Horn Relief for the integrative approach of the different aims. Another reason for giving a more in-depth analysis to Horn Relief is their experience in cash relief which is considered to be a best practice in humanitarian intervention.

2.2. The implementation phase

2.2.1. The start-up workshop

All counterparts supported from The Hague and a group of selected counterparts supported from the Nairobi office were present from November 26-28, 2006 at the Ambassador Hotel in Hargeysa/Somaliland to share the overall objectives of the core country evaluation and to agree on the key policy and practice changes to assess during the evaluation. The findings of the two papers were also discussed. The workshop offered a good opportunity for the consultants to organize the data collection agenda with assigned counterparts. The methodology for the data collection and the work plan were finalized with the full involvement of all counterparts.

2.2.2. Methodology for the data collection

The data was collected from November 29, 2006 to January 18th, 2007. The general methodology for the data collection included the use of secondary data sources (project evaluation reports) and primary sources (target group).

For the primary data collection, the standard approach used included a discussion with the management, focus groups with the target groups and interviews with other key resources persons/institutions in the area of implementation. A triangulation process (management, target group and other sources) is used to validate the findings.

A specific additional methodology and framework were designed for the data collection at the level of the networks and humanitarian counterparts (annex C and D).

2.2.3. The Restitution workshop

The results of the synthesis report were shared with all counterparts and Oxfam Novib during a two day workshop (17-18 July) in Hargeisa, Somaliland.

Before the workshop, counterparts sent written comments about factual errors in the report. The restitution workshop was mainly used to discuss overall findings, conclusions and recommendations. The comments of participants during the workshop were considered in the final report.

2.2.4. Consultants and counterparts distribution

The whole evaluation process has involved six consultants and research assistants. All the consultants except the team leader are from Somalia/land and were recruited on regional basis (South Central, Puntland and Somaliland). Each consultant was assigned counterparts of his region of origin in order to reduce risks related to traveling across the country.

All the networks were assessed by the same consultants to ensure methodology coherence. An average of five (5) to seven (7) days was allocated for each counterpart.

2.2.5. Major difficulties and challenges met

Most of the difficulties met by the team of consultants are related to time constraints.

Counterparts' assessment and the submission of counterpart analytical reports were delayed by the insecurity and the flood in the South-Central region. In some cases consultants were not able

to visit all the projects sites especially in the affected areas. Besides one member of the evaluation team was ill for quite a period and could not make the field trips as planned.

The alternative solutions used to reduce the side effect of this delay on the quality of evaluation were to assign the affected counterparts to another team member and to organize a mini workshop with all the consultants to share the synthesis report. This workshop was also used as an opportunity to discuss and finalize the counterpart analytical reports. The mini workshop was really helpful in that respect. The overall evaluation process and products are therefore not affected.

3. Programme Context

3.1. Country description

3.1.1. Political Processes and Structures (source background paper for Oxfam Novib core country evaluation)

The political situation in Somalia/land can be summarised as follows: **In 1960**, the Somali state was born from the unification of two colonial territories, formerly under British and Italian rule. **After independence**, Somalia/land experienced nine years of multi-party democracy, twenty one years of oppressive and autocratic military rule and a further twelve years of civil war that has led to the destruction of political and economic life, widespread displacement and poverty. This period has seen sporadic fighting between the many clan-based militia factions, resulting in fragmentation of the nation, proliferation of political factions and the emergence of localized political authorities.

Throughout the 1990s, it was clan elders who proved to be key players in re-establishing Somali public administration, and initiating moves towards restored peace, political stability and social contracts between clans. Traditional clan elders are the main supporters of the regional state-like entities, namely the Republic of Somaliland and the Federal State of Puntland, and South West Somalia. The two first entities have a relative stability with an administrative and elected government in place.

To set up a central government in South-Central Somalia, many peace conferences have been held, but no stable government could establish itself yet. **In 2004**, the Transitional Federal Government, TFG, was set up after many rounds of peace talks brokered by IGAD in Kenya. While it managed to establish itself in Mogadishu with the help of Ethiopian troops, the TFG is meeting a lot of resistance, and still struggling to expand its power over Somalia.

3.1.2. Existing administrations and their relations

- ❖ Puntland State of Somalia (source: report of a socio-economic assessment in Puntland, April 2004)

Puntland State of Somalia, as sanctioned in its charter, pursues different path of development in comparison to the leadership of the political factions of southern regions of Somalia and Somaliland authorities. PSS presented an alternative option to highly central model of national state, still adhered by political tendencies in the southern regions of Somalia, while at the same, unlike Somaliland, which pursues secessionist political objectives, Puntland strives to pursue the principle of national unity and territorial integrity of the Somali Republic, independent of any future political structures that might come out of the Reconciliation Conference of Somalia.

Propelled by these political convictions, the Puntland administration has paved the ground for the future of Somalia federal state by promulgating a regional constitution, based on federalism and decentralized system of governance.

The Puntland administration succeeded to set up government institutions and administrative structures at both central and local levels, which have functioned since 1998. The setting up of various ministries, such as Planning and Statistics, Finance, Education, Health and Public Works, Livestock and Enrolment and autonomous agencies for Roads maintenance and Power and Water had shaped the new administration's strategy in structuring state institutions.

The Puntland State of Somalia has a parliament with 66 nominated members and a cabinet headed by the president. Since its formation in 1998, it has enjoyed relative stability that was interrupted only by a period of internal conflict in the years between 2000 and 2002, over the participation of Puntland in Arta conference and later the renewal of the term of office for the then President Abdullahi Yusuf.

- ❖ Somaliland; Historical background; (Source; UN/World Bank Somali Reconstruction and Development Framework; Volume IV: Somaliland, December 2006).

Somaliland, formerly British Somaliland Protectorate and "The North-Western regions of former Somalia", historically gained its independence from the Great Britain on 26 June 1960 and voluntarily united with South Somalia, five days later to form the Somali Democratic Republic on July 1st, 1960. Following the fall of Siad Barre in 1991, Somaliland quickly reclaimed its independence as independent sovereign country from the rest of Somalia on 18 May 1991 (although it has not yet being recognized by the international community). Since then, Somaliland has seen remarkable progress on local level political reconciliation, political stability, basic public administration and democratic multi-party political systems. From a unique local level reconciliation process, Somaliland has succeeded in the creation and implementation of functioning governance and judiciary systems, and a democratization process that has led to free and fair elections and a multiparty legislative system. This has been made possible primarily through the active involvement of the participation of traditional leaders, a vibrant private sector, non-governmental organizations (NGOs), civil society and large inflows of remittances.

Several local peace conferences were held in various parts of Somaliland, involving local, regional and national leaders, clan elders and prominent personalities through out 1990s. In addition to issues directly dealing with reconciliation, peace conferences elaborated and adopted a national charter for Somaliland, elected a president and vice president and formed a new parliament, all by consensus. Key political obstacles include the conflict over parts of regions of Sool and Saanag with Puntland, negotiations regarding Somaliland's reclaim for independence, and the recent rise of hostilities in South and Central Somalia with presence of the Ethiopian troops which clash with religious groups in Mogadishu.

The democratic governance system that was established during the Boroma Conference and deepened during the last five years builds on a remarkable fusion of Western-style democratic institutions of government and reliance on traditional leaders and forms of social and political organization. The executive branch is headed by a directly elected president, while the legislative branch consists of an upper House of Elders and a directly elected House of Representatives. The House of Elders is composed of 82 traditional men, who are selected on a clan basis. Their main responsibility is to further the reconciliation process, and to provide a link between the traditional structures and the democratic governance system.

Somaliland is governed by three separate judiciary systems, which often operate in parallel. Customary law (*xeer*) – the set of rules and obligations developed by traditional elders to mediate peaceful relations between competitive clans and sub-clans. Secondly, the formal judiciary structures are fairly well developed, with a three-tiered system of supreme, district and regional courts. Lastly, the religious *shari'a* law operates on the basis of the Quran. Somaliland's constitution does not properly address the co-relationship between these three systems, in particular in cases with overlapping jurisdiction, and as a result the judiciary is operating in a legal vacuum.

Significant progress has been made in establishing the necessary administrative institutions and procedures of local governance set up. Somaliland currently has over 20 ministries, and four autonomous public agencies, including the port authority, the central bank, and water and electricity authorities. The central government prepares annual budgets, collects a limited amount of revenue, employs over 7,600 staff, and provides all the necessary public goods and services including water, power, maintenance of roads and public utilities. A three-tiered system of decentralized governance has been adopted, which provides for a significant amount of autonomy to local authorities. Currently there are four administrative regions (Hargeisa, Togdheer, Awdal and Sahil) and 42 districts, which are managed and financed by the Ministry of Interior. Somaliland has also proceeded with the devolution of financial and administrative responsibility to elected district councils.

❖ **South-Central**

While Puntland and Somaliland are more peaceful and secure, South Central Somalia is still facing violent conflicts. Over the last fifteen years, there have been various attempts of reconciliation intended to form a government of national unity that could restore peace and stability in Somalia. From 1991 to 1999, 14 national peace conferences were held without any tangible results. The milestones in the socio-political situation in the South Central are:

The Transitional Federal Government (TFG) and the Transitional Federal Parliament (TFP)

In September 1999, President Gelle of Djibouti presented to the 54th Session of the UN General Assembly a mediation initiative for Somalia. He proposed a radical departure from the warlord-focused approach and convened a civil society-centered conference hosted by Djibouti. This conference bore fruits, for the first time. By August 2000, the foundations for state governance institutions were laid down with the nomination of parliament members, election of a Speaker of the Parliament and election of the Head of State. The subsequent nomination of a Prime Minister and the formation of his 25-member cabinet led to the return of Somalia in the diplomatic international map.

Soon after their establishment, the new transitional federal institutions were hit by internal controversies. The seat of the government and the deployment of peacekeeping forces became issues that could not be resolved through the existing parliamentary system and procedures and ultimately divide the nascent institutions into two blocks.

The wrangling continued throughout the year 2005, at the end of which both camps realized that neither was making headways. The TFG, and particularly the President, had experienced difficulties operating under the auspices of their host, the Jowhar Administration, and felt the need to disentangle from that uneasy partnership that proved to be both costly and restrictive for the government and the parliamentarians. In Mogadishu, the promise for security became illusive as the population felt the warlords were not genuine about their expressed intentions to restore normalcy in the capital city.

The beginning of 2006 seemed to have opened up new opportunities for the political reconciliation in Somalia. The major achievement was the reconciliation between the two opposing camps within the Transitional Federal Institutions. In January, on the invitation of the Yemeni President, Ali Abdalla Salah, the President of the Transitional Federal Government, Abdullahi Yusuf and the Speaker of the Parliament Sharif Hassan Sheikh Aden, who were heading the two opposing camps, met in Aden and reached a deal that paved the way for the first meeting of the Parliament in Baidoa in February.

The emergence of the Somali Islamic Courts Council

While the holding of the Parliament meeting in Baidoa ended the division that threatened the existence of the transitional institutions, a new political process started unfolding in Mogadishu. A clash between a warlord and a famous businessman in January 2006 triggered a new kind of conflict process that later involved the Islamic Courts Union, an amalgamation of clan-based Sharia courts, and an Alliance for Restoration of Peace and Anti-terrorism that was formed by

the warlords. In an unprecedented succession of events, the warlords were for the first time united, but were also for the first time decisively defeated in Mogadishu; by July they had lost control of their entire strongholds in Mogadishu and neighboring regions.

The Islamic Courts Union owed their quick victory to the widespread public support they received in protest to the alleged American bankroll for the warlords who were engaged on the anti-terrorist agenda aimed at apprehending alleged foreign and Somali Al-Qaeda elements in Somalia. The American backing for the warlords was seen by Mogadishu inhabitants as an open declaration of war against Islam in Somalia. The support of the US government to warlords was reported also by the American media. The TFG President urged the Americans to stop supporting the warlords. The State Department denied any financial support but admitted to have collaborated “with responsible elements of the TFG”, probably referring to the warlord rebel ministers whom they considered best allies in the “war against terror”.

Their expansion to four other regions distant from Mogadishu made them the single political force with the largest area in South/Central Somalia under its own control. The expansion reached areas less than hundred kilometers distant from the TFG headquarters, Baidoa, constituting a real threat to the militarily weak government. The Ethiopian government, who had been accusing the Islamic Courts of terrorist links, vowed to defend the TFG from the courts. The Islamic Courts had denounced the presence of Ethiopian troops in Somalia, and withdrew from the second Khartoum talks, putting the complete pull out of these troops as a pre-condition for the resumption of any further peace talks. Both the Ethiopian government and the TFG insisted that the troops were invited by the Somali government to train the military. The Islamic Courts declared a holy war against the Ethiopians and vowed to drive them out of Somali soil.

The Ethiopian intervention

In December 2006, the feared war broke out in three separate fronts – *Iidaale*, *Daynuunaay* and *Bandiiradley*- and the Ethiopians officially declared their troops fighting alongside the TFG troops. By the end of the month, the Islamic Courts were overpowered by ground troops supported by aerial bombardment. With a swift unexpected move, the Islamic Courts forces retreated to Mogadishu abandoning all fronts, and from there headed to the Juba regions where they were also attacked by American airplanes. A spokesperson for the courts announced that they were going to change their combat tactics and called for the population to rise up for a war. In the morning of 28th December, the Ethiopian tanks rolled in the streets of Mogadishu marking a historical event that the Somalis will remember for ever. In January 2007, the Courts were finally ousted from their last stronghold, Ras Kiamboni, in Juba.

3.1.3. Overall picture

Somalia/land, classified as a Least Developed Country (LDC), is one of the poorest in the world with an annual per capita income of less than \$ 200 and some of the worst indicators of human development in the region. The vast majority of the population lives way below the poverty line and Somalia/land has the lowest GNP and adult literacy rate and the highest infant mortality rate in the Horn of Africa.

The humanitarian situation of Somalia/land is summarized in the following table.

Category	Somalia/Somaliland	Sub-Saharan Africa	World
Total population (thousands)	9,890*	665,496	6,286,228
GNI per capita (USD)	130	496	5488
% of population below USD 1 a day (1992-2002)	n/a	43	21
Maternal mortality ratio (adjusted), 2000	1,100	940	890
Life expectancy at birth (years)	48	46	49
Infant mortality rate, per 1,000 live births	133	104	54
Population (%) using improved drinking water source (2002)	29	57	83
Population (%) using improved sanitation facilities (2002)	25	36	58
HIV prevalence (% , ages 15-49)	n/a	7.5	1.1
Adult literacy rate (% , ages 15 and above): Female – Male (2000)	n/a	53- 69	74-85

Source: UNICEF- *The State of the World's Children 2005, December 2004*

(Note: Data is 2003 unless noted above).

Refer to- [http://www.unicef.org/publications/files/SOWC_2005_\(English\).pdf](http://www.unicef.org/publications/files/SOWC_2005_(English).pdf)

** It should be noted that this figure is a contentious one as some estimates put the total population at 6.8m. The Somaliland Government estimates Somaliland has a population of 3.5 million (2005)*

Somalia/land is beset with recurrent disasters mainly climatically induced of which droughts and floods are seen to be the most recurrent and have the greatest impact on lives, livelihoods and infrastructure. Indeed, moderate droughts are recorded every 3-4 years and severe droughts every 7-9 years on average with staggering economic, social and environmental costs. Vulnerability to humanitarian crisis is high and the structural causes and trends affecting these are complex and varied.

Nearly three-quarters of the estimated total population of Somalia/land are thought to live in poverty and nearly 43% in extreme poverty. The UNDP/World Bank Socio-Economic Survey for Somalia, 2002 puts these figures at approximately 80% rural and 53% nomadic population. Per capita GDP is estimated to have declined from \$280 in 1989 to \$266 in 2001. Over half of the population is pastoral (although not necessarily nomadic) and the remainder agro-pastoral, riverine and urban. The economy is largely based on trans-national trade (e.g. sugar and electronic durables as well guns and drugs) and livestock (estimated worth \$120 million in Somaliland alone in 2001). Indeed, livestock production has been the backbone of the Somali economy for centuries; it is the most important source of cash income for the predominantly rural population, and meat together with milk assures 55% of the calorie intake of the entire population and thus is a key local consumption commodity for household food security.

Pastoralism is found throughout areas of rural Somalia/Somaliland but predominantly in the arid lands of northern and central Somalia, as well as along the Ethiopian and Kenyan borders. The livestock sector which has generally flourished despite the complex emergency situation that has persisted in the south has been affected by a Saudi ban imposed when Rift Valley Fever was found in Somali cattle. However, livestock exports continue to be the largest traded commodity for Somalia. Livestock are shipped to various countries in the Arabian Peninsula, and trekked or

transported to markets in Kenya, Djibouti, and Ethiopia. There is a booming urban private sector particularly in services (IT and communications).

❖ The Economic Situation

After the initial shock of the civil war in 1991-92, the economy had started picking up by 1994 with all zones experiencing periods of booms. From 1997, though, El Niño and several drought events in different parts of the country had intermittently disrupted agricultural production. Two major export commodities have been affected. The banana exportation has collapsed due to El Niño and other factors related to international marketing of the produce, while the livestock ban imposed by Saudi Arabia has severely hit the livelihood of many producers and small traders as well as big businesses involved in exportation. The ban has also deprived the administrations of Somaliland and Puntland of significant income from export taxation.

Public infrastructure, particularly in the South-Central regions, has collapsed. The major seaport and airport of Mogadishu, which have been closed since 1995, were reopened in 2006 by the Islamic Courts. The international community has assisted in the rehabilitation of roads and ports in both Puntland and Somaliland, while in the South-Central asphalt roads have disappeared after so many years of neglect and lack of maintenance, causing high cost of transportation and long delays of goods shipment.

Despite all the odds, the private sector has flourished even under the conflict situations in Somalia. Imports of foodstuff, medicine, clothes, fuel and construction material come from the United Arab Emirates, Malaysia, Indonesia and Kenya, mainly.

❖ Social Situation

Somalia/land has the worse health indicators in Africa: infant mortality rate of 132 per 1000 live births, under-five mortality rate of 224 per 1000, and a maternal mortality rate of 1600 per 100 thousand live births². Health services have been largely privatized. Whereas in Puntland and Somaliland the governments run the hospitals in major towns with the support of international organizations, in the South-Central zone, the few existing hospitals are directly managed by international organizations. There are private clinics owned by Somali doctors, which cater for the majority, but these are confined to few major towns. Medicine is sold by pharmacies owned and staffed, mostly, by unqualified personnel. UNICEF is engaged, particularly, in vaccinations and mother and child care programs.

Formal education had totally collapsed in the years 1991-92; only Qoranic schools were functioning uninterrupted during that period. In the school year of 1998/99, there were 650 operational primary schools with a total number of around 150,000 students taught by around 5,300 teachers. In 2002/03, the total number of primary schools had reached about 1,200 with a total enrolment of around 290,000 students (36 percent girls). Existing schools are, though, catering for only about 20 percent of the school-age children, putting Somalia among the lowest countries³. These schools are, though, concentrated in the major towns.

HIV/AIDS is increasingly affecting young people aging between 15 – 25 years. A national zero-surveillance survey conducted by WHO Somalia in three zones of Somaliland, Puntland and South-Central Somalia in November 2005, reveals fairly alarming data with respectively Somaliland at 1.4%; Puntland at 1.0%; and Central/South at 0.6%. The general Somalia/land prevalence is 0.9%. The survey covered multiple groups, including pregnant women attending antenatal clinics, and tuberculosis patients with sexually transmitted diseases, among others. The data indicate that HIV is on the rise.

² UNDP Somalia. Human Development Report Somalia 2001.

³ www.unicef.org/somali/education_56.html also JNA (June 2006) Social Services and Protection of Vulnerable Groups – Cluster Report

❖ International Assistance

The trend of aid flow to Somalia shows a gradual increase in recent years. The total actual assistance to Somalia from SACB members has increased from about US\$ 119 million in 2000 to about US\$ 168 million in 2002. For the year 2004, donors pledged a total amount of around US\$ 222 million⁴; constituting close to a two-fold increase compared to the year 2000. From US\$ 200 million⁵ at the peak of the civil war-induced famine in 1993, humanitarian assistance dropped to about US\$ 58 million in 2003 or just 22 percent of the total annual contribution (following the failed UNOSOM mission). However, due to a succession of droughts, floods and other rare disasters, including Tsunami, the emergency contribution rose to about US\$ 104.5 million or 47.4% of the total aid in the year 2004⁶.

In 2000, the European Commission was the largest aid contributor to Somalia followed by the United States and Italy; their shares in the total aid flow for 2002 were 22.5, 18.9 and 5.7 percent, respectively. Four years later, donor importance in 2004 was ranked as follows: USA (28.2 m), UK (22.9 m), EC (16m), and Norway (13.7 m). The contributions from The Netherlands have ranged from US\$ 3.1 million to US\$ 5.9 million in the years 2000-2004; this refers to the Dutch aid for special projects, not to the structural work of Dutch NGOs. With its *Country Re-engagement Note*, the World Bank is a late comer in the scene and has planned to invest US\$ 4.6 million for the period 2003-2005⁷. Another recent significant development in donor contributions has been the allocation of US\$ 25 million by the Global Fund for AIDS, TB and Malaria (GFATM) for HIV/AIDS programs in Somalia during 2005-2009. Part of another US\$ 27 million was released by GFATM for combating TB and Malaria in the period 2003-2006.

With few exceptions, in which local NGOs are sub-contracted, most of the aid projects are implemented by international organizations that work directly with local communities. There are no requirements binding international organizations to submit funding proposals in partnership with local NGOs. This denies local organizations of the opportunity to become capable organizations and, thus, the potentials for growth.

Since the end of the UN operations in Somalia (UNOSOM) in 1995, Nairobi has become the official site for the main offices of the international agencies working in Somalia. Apart from the UN and donor agencies, there are currently about 50 international non-governmental organizations working in Somalia. Their presence in different parts of the country varies in accordance with the prevailing security situation. The UN agencies of UNICEF, UNESCO, WHO and UNDP have field offices in major zones. While the bulk of the international non-governmental organizations are concentrated in Somaliland and Puntland, they have some presence in some of the south-central regions. The size and activity of local organizations in any particular area is determined by the presence and operations of international NGOs and UN agencies who have access to donor funding and are, thus, themselves referred to as 'donors' by the local actors.

3.1.4. Short description of the situation in relevant sectors

The description below is based on the available sector policies in Somaliland, a socio-economic study conducted in 2004 by the Puntland Development Research Centre with UNDP/World bank funding and the situation analysis of South Central in the Somali Reconstruction and Development Framework (RDF), October 2006.

⁴ Somalia Aid Coordination Body (SACB). Donor Report 2004

⁵ United Nations Development Programme (UNDP), Somalia. Somalia Human Development Report 2001.

⁶ SACB (2004) Donor Report 2004.

⁷ World Bank/ UNDP Somalia. Country Re-engagement Note, April 2003

❖ Key sectors in Somaliland

The strategies and actions adopted by the government in the Strategy for Economic Recovery and Poverty Reduction (**SERPR**) have been aimed at the objectives the government has set itself, namely maintaining peace and meeting the basic needs of the public in a country whose socio-economic infrastructure had been destroyed.

This strategy for Economic Recovery and Poverty Reduction focuses on the main strategy for restoring and revitalizing the economy, creating opportunities for job creation and promoting good governance through transparency and accountability. The strategy takes into account existing government policy documents, particularly the two-year development plan 1998-1999 and the voices of poor 2000. It also incorporates the policy proposals contained in the new constitution. The strategy document, which was prepared under the auspices of the Ministry of National Planning and Co-ordination, embodies the views and aspirations of the people of Somaliland. The views were collected through a process of consultation called the Voices of the Poor with a wide cross-section of local stakeholders.

This strategy identifies key policy actions deemed necessary to spur the revitalization and recovery of the Somaliland economy and is based on four pillars (themes) elaborated into 12 core programmes reflecting the overall goals of the Somaliland people.

The government recognizes the economic growth through the increase of revenue collection, the broadening of the tax base and improved collection by modernizing administration. Major factors affecting the performance of the production sectors include high costs of engaging in productive activities, high cost of capital and lack of supportive services and weak or inexistent institutions. In rural economic, interventions target the improvement of rangelands and pastoral community livelihood; the empowerments of the pastoral community's control over resource utilization and improvement of watershed areas. While in the **agriculture sector**, the initiatives consist of improving the extension of irrigation facilities and better water resources management, adoption of modern techniques of agriculture and the introduction of use of high yield seeds, fertilizers, processing and storage. In addition, the government plan to rationalize the roles and functions of the various institutions involved in agriculture and rural activities to empower resource poor nomadic community and poor farmers and increase institutional efficiency, strengthening extension services and improve marketing.

The country has in the past suffered from disasters whose effects would have been minimized had there been in place a **disaster management policy**. This has not been the case, because of lack of co-ordination of agencies involved in disaster management and response, lack of appropriate policy on natural resource management, lack of resources for maintenance of strategic food reserves lead to devastation of environment and lost of lives. A [national disaster preparedness and management policy](#) outline is available. A National Environment Research and Disaster Preparedness Authority (NERAD) was established by the presidential decree No 18/92/003 of July 9th 2003. NERAD has the mandate to prepare a disaster prevention and preparedness national policy, formulate strategies for its application and follow up its implementation. The national disaster preparedness and management steering committee is composed of both public and civil society actors like Oxfam GB, Candle Light, Havoyoco. NERAD has a strategic plan for 2005-2009 which main areas of focus are capacity building in contingency planning, management of early warning system (data collection, analysis and interpretation), policy formulation, coordination, evaluation, fundraising, environment rehabilitation.

In the area of **natural resource**, Somaliland is a predominantly arid and semi arid region with the bulk of the population surviving on livestock and pastoral mode of production for survival. In light of resource based conflicts, Somaliland is currently faced with challenges emanating from unprecedented exploitation of forest resources for charcoal production. This practice has

led to incidences of conflict and violence between pastoral communities who are currently competing with charcoal producers for pasture and vegetation for grazing and browsing. The underlying perceptions explaining this practice as a coping strategy is the livestock ban imposed on Somalia by the Gulf Countries especially Saudi Arabia in 2000.

The Ministry of pastoral development and environment has an environment policy with the vision of a country with its environment where all the people have sufficient food, clean air, water and decent home. Focus areas of the policy: equitable access to land natural resources, efficient use of energy resources, sustainable development and public involvement in environment governance.

The government believes a well-educated and healthy population with well-established institutions is an important factor in enhancing productivity and overall performance of the country economy.

Somaliland has developed a national policy of education (SLNPE) and a national non-formal basic education policy. Both policies are committed to general provisions like girls' education, life skills, educations of nomads, pastoralists and other disadvantaged groups, education of children with special needs and special talents. Increasing access and participation of girls in education is a state priority. The government has therefore elaborated strategies to ensure that more girls are enrolled and retained in Somaliland's system of education primary schools. Those strategies are around the intensification of awareness-raising, the creation of an enabling environment, the promotion of teacher-training programmes, curriculum review to make more gender sensitive and removal of all forms of sexism and negative stereotypes, recruitment of female teachers, strengthening the representation of women in school management committees etc. Candle Light for Health and education has been fully engaged in the formulation of the national policy.

The Ministry of Health and Labour of Somaliland has a national health policy since 1999, a policy on communicable diseases control and public health and guidelines for Health sector coordination and planning in 2003. The health objectives target the reduction of the infant mortality rate, the child mortality rate, the maternal mortality rate, the reduction of the incidence and prevalence of tuberculosis, the malnutrition among children and pregnant women, the prevention and control of HIV/AIDS, the improvement of access of health services to nomadic population and to refugees. The guidelines for health sector coordination and planning of March 2003 specifies the requirements that are obligatory for compliance by agencies in partnership with the Ministry. These requirements include registration within the Ministry of national planning and coordination, the introduction and submission of a letter of intent to the Ministry of health and the establishment of mutual contractual agreements. Partners' projects should be in compliance with the Ministry centered or oriented health activities.

The government of Somaliland recognizes that good governance underpins sustainable peaceful coexistence within the society and promotes development. In this regard, the Strategy for Economic Recovery and Poverty Reduction outlines a number measures to be put in place for citizens and groups to participate in development process, articulate their interests, mediate their differences and exercise their legal rights and obligations without fear of persecution.

The last area considered in the strategy is international co-operation. In this context, the government is putting in place measures to improve cooperation mechanisms and formal arrangements of government participation in the design and management of programmes/projects. This responsibility is vested to the Ministry of National Planning and Co-ordination.

❖ Key sectors in Puntland

The description of the key sectors is based on the findings of a socio-economic study conducted by the Puntland Development Research Centre with UNDP/World Bank funding in April 2004.

Education

The two main educational systems that exist in Puntland are the traditional and modern institutions. Each of these has its own ramifications and sub-systems. The first consists of various flexible approaches of Islamic teaching. The inspiring element of this kind of education is learning religious obligations of Islamic religion. This is conducted at Koranic schools and Xer⁸ circles.

The modern education consists of formal and non-formal approaches of learning. Formal education systems comprehend the classical stratification of standardized schooling systems: Pre-primary, primary, secondary and tertiary education systems. Non formal education consists of mainly vocational training and adult education. The concise picture of the post-civil war modern education systems in Puntland denotes: Non existent pre-primary education, modest progress in primary education, few secondary schools and emerging rudiments of tertiary education.

In comparison to the status of the education in Puntland, during the pre-civil war, the present record of enrolment in various educational institutions, and all other indicators related to education, suggest that Puntland have gained impressive achievements during the period after the state collapse. Between 1989/90 and 2002/3 school years, the primary school enrolment grow from 6000 pupils to over 53 thousands, number of primary schools increased from 70 to 286, number of class-rooms skyrocketed from less that 200 to over 1500, and similarly the number of teachers registered unprecedented leap. There is more number of secondary schools students in Puntland currently than before the civil war, while in the past any kind of tertiary education in Puntland was hard to think it even.

The present situation of access to education in Puntland can be understood by comparing it to the situation in the country. The table below illustrates the share in Puntland on the national records of the primary schooling in regard to the total number of schools, pupils, teachers and classes.

Table: Ratio of Puntland over the total Number of schools, teachers and classes in Somalia (in Percent and in absolute terms).

Settlement	No. of schools	Total pupils	Total teachers	Total classes
Puntland	286	53005	1787	1571
Somalia	1192	286,808	9377	7770
% in Puntland	24	18.4	19	20.2

Source: Adjusted from Primary School Survey, UNICEF Somalia, and September 2003.

In the Puntland Education Policy Paper (PEPP), The Government of Puntland is also committed within these general provisions to the following areas: girl education, life skills education, education for nomads and other disadvantaged groups, and education of children with special needs. Increasing access and participation of girls in education is a state priority. The government has therefore elaborated strategies to ensure that more girls are enrolled and retained in Puntland's system of primary education. Those strategies are around the intensification of awareness-raising, the creation of an enabling environment, the promotion of teacher-training programmes, curriculum review to make more gender sensitive and removal of all forms of sexism and negative stereotypes, recruitment of female teachers, and strengthening the representation of women in school management committees etc.

⁸ Xer circles are itinerant teachers

Health

The health services in Puntland are precarious, like other essential services, and are dispensed by modern and traditional service providers. Modern health service is provided by different categories of health facilities operated by health personnel of different qualifications and training backgrounds. On the other hand, treatment through traditional methods varies from faith healing, traditional medicine and exorcism.

The health seeking population in Puntland resort to various health facilities, most of which are concentrated in urban centres. These facilities include: referral hospitals, MCH/HPs, OPDs, private clinics, private pharmacies, and private laboratories/X-rays. The availability of these facilities does not mean access to adequate health service delivery. The distribution of mothers by place of delivery, both in urban and pastoral constituencies, suggests the preponderance of deliveries that have taken place inside home.

In general, there is absolute lack of understanding on HIV/AIDS. The widespread use of condoms, as means of protection from STD diseases, is hampered by intensive campaign conducted by religious preaches against the sale of condoms at the drug stores as well as their free distribution by health facilities. Influential religious circles are opposed to the use of condoms, because they believe that it encourages illegal sex and promiscuity, considered grave sins by Islamic religion.

Water

Water throughout Somalia is in critical shortage, while conflicts originating from disputes over distribution of scarce water resources accounts for frequent number of clashes. Recent assessment of access to water in Somalia in general, underscore that, “a relatively small proportion - probably less than 20 percent of the total population - is believed to have access to water throughout the year; albeit with significant regional variations”⁹.

In particular, Puntland area is known as a more seriously water deficit zone because of its arid environment. Despite the existence of untapped underground water courses, Puntland does not have perennial rivers, while the average rainfall ranges from 50 to 250 mm.

Puntland regions are by definition characterized as a serious water deficit area. Consequently, in response to the natural increase of human and livestock population major efforts were exerted to improve water supply in the region. Despite these efforts, the general picture is an insufficient level of the water actually harvested, unreliability of almost all existing water points and inadequacy of the most of the harvested water for human consumption.

Food security

The international organizations operating in Puntland employ nutritional surveys and food security monitoring methods, as tools for food security assessments. The first ones are namely, nutritional surveys and food security monitoring. The first approach is used by UNICEF and other international health institutions, while the second is employed by Food Security Assessment Unit (FASU).

The drought assessment conducted by Inter-agency Assessment Team, by the end of the 2003, found out enormous swelling of poor nomadic sections in Sool and Sanag regions, which come close to half of the pastoral population.

The loss of assets of pastoral communities of over 40% of the goats and close to 60% of camels and almost near total depletion of cattle herds produced the following impacts on main food sources:

- Milk productions, which constituted the main diet of the children decreased enormously, despite possible increase of meat consumption of pastoralists as a result of

⁹ Children and Women in Somalia, a Situation Analysis, UNICEF, 1998, PP. 161

increased home-slaughtering of weak conditioned animals that have lost market value. The poor pastoral WGs have become short of food gifts which, in normal year, covered about one third of the food consumed by these categories.

- Absolute dependence on food purchase by all pastoral WGs in a situation of sharp decline of sale of live animals and animal products. Sale of livestock and livestock products are the main source of pastoral income, which is main source of income through which food purchased, decreased enormously because of the reduction of marketable stocks caused by asset depletion and loss of conditions of survived animals, in addition to declined animal productivity. With little income coming from livestock, there is little difference between better-off and middle wealth groups, while poor categories may not exist as they now could be classified as destitute having lost majority of their livestock.
- Another difficulty encountered by pastoral households, during drought situations, is the sharp increase of water prices. The price of a drum of water (200 liters) stepped from 0.50 USD in normal years to 3 USD by the end of 2003. Although the scarcity of water seriously affects poor households, middle and better-off categories have lost the revenue from the sale of water from owned berkedes, when latter assets became dry as a result of rain failure.

There are no sufficient materials concerning the assessments on food security situations in urban areas of Puntland. However, as will be illustrated further in macro-economic analysis it is ascertained that IDP categories living in urban areas of Puntland are in a situation of permanent food insecurity. The urban households living in free-rent dwellings might also face food insecurity.

❖ Key sectors in South Central

Basic services: Health and Education

In South-Central Somalia, access to basic services as well as humanitarian aid is extremely low. Only 27 percent of the population have access to clean water (<9 percent in rural areas). Whilst a mere 26 percent of Somalis have access to improved sanitation, in South-Central Somalia, population to improved sanitation (at 50.8 percent) is higher, mainly because of a high population with improved sanitation facilities in Mogadishu. Amongst the rural population the figure would be very much lower, and the aggregated figure for the rural population of South-Central Somalia, Puntland and Somaliland is just 14 percent. Primary school enrolment stands at 16 percent in South-Central Somalia, which ranks among the lowest in the world¹⁰. Meeting the most basic humanitarian needs poses huge challenges because access to humanitarian and development assistance has been severely restricted by the lack of security in much of South-Central Somalia.

Health indicators are among the worst in the world, with under five and maternal mortality at a staggering 22.4 percent and 16 women per 1,000 live births, respectively.¹¹ The figures are likely to be far worse for South-Central Somalia: in Bay, Bakool and Lower Juba regions, health services are virtually absent as the poorly functioning pre-war facilities have been abandoned or destroyed. Effectively, the only health services in these regions and in much of South-Central Somalia over the past 15 years have been WHO-implemented childhood diseases vaccination campaigns. There are functioning private hospitals in Mogadishu, but private health services are out of reach of a large impoverished sector of the population.

Natural resources

Overall, some 80 percent of households in South-Central Somalia rely on natural resource dependent activities for their livelihoods and these resources have been placed under severe threat in recent years due to unsustainable predation: in particular the lucrative Gulf export

¹⁰ Unicef Technical Report 2004/05

¹¹ UNDP MDG Report, 2006

trade in charcoal has resulted in rapid and ruthless deforestation in many parts of South-Central Somalia.

Prior to the civil war, a ban on the export of charcoal was enforced and charcoal production (mainly in the Bay region from *Acacia bussei*) for the main market in Mogadishu was controlled. With the collapse of central government, there has been ruthless destruction of woodland to meet the demands of a lucrative charcoal export business to the Middle East. It is estimated that the charcoal export trade accounted for 48 percent of deforestation in 2002, and that over the previous decade, woodland cover in Somalia had reduced to 4 percent¹² from 14 percent. The impact of the charcoal export industry is the most serious environmental issue affecting Somalia today, particularly given the dependence of the majority of the Somali population on the capacity of the rangelands to meet the nutritive requirements of browsing and grazing livestock.

Food Insecurity

Food and nutrition insecurity in Somalia, the primary causes of which, include income poverty, livelihood insecurity and conflict¹³, is widespread, and is linked to insufficient quantity and diversity of diet combined with the high occurrence of diarrhoeal and other debilitating diseases that impede nutrient uptake. Global Acute Malnutrition (GAM: weight for height <2 Z score) is at emergency levels of 17.2 percent on average. The majority of the population (an estimated 71 percent¹⁴) in 2000 is chronically below the minimum caloric/energy consumption for a healthy, productive life. A majority of households also have very low diet diversity, dominated by cereals (agro-pastoral and riverine communities), or by livestock products (pastoralists) which may lead in some instances to micronutrient deficiencies.

Some 24 percent of the population of South-Central Somalia are involved in crop production. The greater majority of these people belong to marginalized agropastoral and agricultural groups and include some 600,000 Bantu riverine farmers. These groups, the backbone of Somalia's farming industry, have suffered serious abuse at the hands of armed and aggressive militia from other clans, and this has had serious impacts on food production and food security. In addition, the livelihoods of crop producers have become more vulnerable because of (a) uncertainties related to land tenure, (b) the deterioration of irrigation systems, and (c) the unpredictability and lack of access to inputs and markets.

❖ The Somali NGO Sector

The most organized groups among the Somali civil society are the non-governmental organizations. They function as a link between the international organizations and the local communities, articulating the grass-roots needs for emergency, rehabilitation and development assistance. The NGO sector is, in fact, a relatively recent phenomenon in Somalia mostly associated with the civil war. From a small number of four organizations in late 1980s, the mushrooming of NGOs reached its climax during the UNOSOM era when a total number of more than 2,000 were registered in Mogadishu¹⁵. With the dwindling of resources following UNOSOM withdrawal, the bulk of those organizations disappeared. A directory of civil society organizations, compiled by Novib in 2003, indicates that there are some 600 NGOs scattered throughout the country¹⁶.

The Somali NGOs have been providing services under different working environments. Unlike their colleagues in Somaliland and Puntland where the institutions of law and order were

¹² Lacey, 2002

¹³ This situation is exacerbated by inadequate health care and sanitation, limited household storage (particularly for pulse grains) and marketing capacity, and poor infant feeding practices.

¹⁴ Source: UNDP MDG report, 2002

¹⁵ Murtaza Jaffer and Abdi Mohamed (Baffo). Promoting Civil Society Leadership in Somalia: report of a capacity-building workshop. Novib, 2000.

¹⁶ Novib Somalia. Somalia Civil Society Organizations Directory, September 2003; this directory does however not give a complete picture (the total number of NGOs may be a lot more).

established, the local NGOs in the South-Central regions had to develop operational strategies that could allow them to function safely in the chaotic and lawless situation. These NGOs have been constantly dealing with warlords and militias that are in control in the areas where projects are to be implemented or voluntary initiatives undertaken. They have been subject to taxation – i.e., extortion – and other restrictions at both the warlords level and militia commanders. Many were attacked, threatened or injured in their duties. Because of the absence of administrative authorities in these regions, there are no requirements for NGOs to be registered or operate.

In both Somaliland and Puntland, registration and renewal policies are in place for NGOs to obtain legal operational status. In Somaliland, the Ministry of Planning and Development issues a 2-year valid Registration Certificate to NGOs that fulfill following requirements:

- An application letter to the Ministry of Planning and Development, with submission of
 - Constitution of the organization;
 - Names , qualifications and photos of the Board members;
 - CV of the Chairperson
- Legal registration at the Attorney General office;
- Payment of a registration fee of US\$ 50 at the Ministry of Finance.

The local NGOs in Puntland have to apply through the Ministry of Planning and International Cooperation, which grants a renewable one-year valid registration letter. Applying NGOs have to submit:

- A profile of the organization, indicating specifically mandate, geographical areas of operation and a track record;
- No registration fee is required

Three important events aimed at fostering the civil society role in relief and development were organized in 2003 and 2004: (a) the Somali Civil Society Symposium held in Hargeisa in February 2003¹⁷; (b) the Gaalkacyo NGO Networks Congress that adopted a Code of Conduct in August 2003¹⁸; and (c) an SACB-Somali Civil Society Partnership Workshop which was held in Nairobi in June 2004. All these have addressed the issues of values, funding and relations with international actors. Very little has been met of the demands put forward by the local NGOs.

There are wide differences in the experience, organizational capacity and commitment of these organizations. The spectrum varies from well-committed and established organizations that survive mostly on partnership with international NGOs, to individuals claiming to be organizations.

The local NGO sector faces some persistent challenges:

Credibility gap

Despite the good work done by local NGOs, they lack proper recognition for their important role by the international community, the authorities and the population. They all question the integrity of these local actors in handling project funds; and they all blame some of them of lacking organizational capacity to run results-based projects. The sector needs to address these concerns seriously through the implementation of feasible self-regulatory mechanisms that aim at changing current image and perceptions. Networks with the support of Oxfam Novib have developed a Code of Conduct but this document is not implemented.

¹⁷ Novib Somalia. Somali Civil Society Symposium. Summary of Proceedings. Hargeisa 2003.

¹⁸ Somali NGO Networks Code of Conduct. Gaalkacyo August 2003.

Limited funding base

The potentials of local organizations to bring about meaningful changes are hindered by lack of adequate financial support from the international organizations. The international organizations argue that the absence of legal environment in Somalia and weaknesses in organizational capacities are the major obstacles for direct funding to local organizations. While these are general constraints, the arguments fail to recognize both the legal frameworks existing in Somaliland and Puntland or the huge international efforts invested in capacity-building of local NGOs countrywide. Appropriate means of fund disbursement and accountability mechanisms can be put in place to enable local NGOs become more active. The sector should advocate for more access to international aid while exploring ways of improving its ability to mobilize resources locally.

Donor-driven initiatives

Generally, the local NGOs are appendices of a system that is entirely driven by the international organizations. The Somali organizations have no common agenda for either emergency or rehabilitation and development. Their current approach is to respond to initiatives launched by international organizations. The Somali NGO sector needs to build its analytical capacity for policy development and formulation of its own agenda.

Weak lobby and advocacy

The local NGOs operate in a fragmented way. There are local NGOs consortia in Somaliland and Puntland, but they have been suffering from severe internal inefficiency. The last consortium in South-Central regions disappeared a decade ago. The existing forums that bring together representatives from various parts deal with thematic issues confined to the specific programme carried out by the concerned international organization and its donor. There is a need to build alliances and robust networking within and across Somaliland, Puntland and South-Central. It is only through their own lobby and advocacy work that Somali NGOs can develop their ability to organize themselves in order to play effectively their legitimate role as development partners vis-à-vis the international community as well as the government.

❖ Gender: issues and trends

More than 60% of the Somali population is nomadic. In the nomadic society, the father is the head of the household, who controls the resources and the decision-making process at household level. There is always a preference of the boy over the girl. Somali women constitute 52% of the total population and their literacy rate is estimated at 16% in 1990. A UNICEF education survey in the school-year of 2004/5 revealed that the enrolment rate of boys and girls is respectively 27.9 and 15.5% in Somalia/land. A good number of households including IDPs (Internally Displaced People) can not afford education fees. Other constraints to girls' education are related to cultural barriers like early marriage. Girls are sometimes sent to Koranic schools in closer neighborhoods and are therefore denied the chance to pursue higher studies.

The rate of maternal mortality is alarming and Somalia has the most critical statistics in the World. Women living in nomad and rural areas have no basic health services.

In Somalia/land, the practice of FGM/FGC (Female Genital Mutilation/Circumcision) is a common practice based on cultural beliefs. This harmful practice affects 99% of the girls. The severe effects of the practice on the health of the girls/women have been documented and are clearly addressed by a good number of organizations, women and youth groups. However, actors involved have different view and strategies. Some are advocating for total eradication, while others believe that cutting a bit of the tissue to reduce medical complications can be tolerable. As circumcised women often get medical complications, not only during birth, but also during periods and at other times, and circumcision with non-sterile tools can lead to HIV/AIDS, the practice of the FGM/FGC has strong consequences on the physical and mental health of girls/women and on the community as a whole.

Since the civil war, many women/girls in Somalia/land are subject to various mental and physical types of violence. Rape and domestic violence are becoming common practices.

In terms of employment, a study in 1987 indicates that women in 55% of all households were working, whether as employees or self employed, and 21% of these women contributed to the major part of the household income, while 18% of these are heads of households.

Though throughout history women have been very active in the politics of Somalia/land, they are still excluded from power sharing. Politics is still a male dominated sphere. Power-sharing is based on clan and the clan system does not allow women to take up leadership positions. The following figures are illustrative of the representation of Somali women in politics.

Positions	TFG (*by selection)		Puntland (*by selection)		Somaliland (*by election)	
	Male	Female	Male	Female	Male	Female
*Parliamentarian	275	23	65	5	162	2
Cabinet	38	5	13	1	23	1

3.2. Oxfam Novib's core country programme and characteristics of its strategic positioning

3.2.1. Origin and evolution

Oxfam Novib has been involved in Somalia since the late 1970s with the support it was providing, through ACORD¹⁹, to the pastoralist communities that were resettled in the agricultural areas of Lower Shabelle after the drought of 1974. But the seeds of Novib's direct engagement during the civil war period were thrown in 1995 as a result of its interaction with the Somali women delegations that attended the World Conference for Women in Beijing.

The overall objective is to contribute to peace-building. It has evolved from rehabilitation programmes with international organisation (ACORD and Oxfam GB) to direct access to local partners and support to networks.

The following principles were pursued in all the interventions throughout the periods: gender equality as an entry point, power sharing from organisational perspective (internal governance, democratic and transparency), diversity from clan perspective and linking and learning as an opportunity to counterbalance national anarchy (source Novib Horn Policy 1999-2000).

The major policies and strategies are highlighted as follow:

- ❖ Oxfam Novib policy in 1993-1996 (source Somalia Policy draft 1996)

In 1992 the policy intention stated that Novib should cooperate more with international organizations active in Somalia, as there were few possibilities to support local organizations and initiatives. Emergency relief and rehabilitation programs of ACORD and Oxfam UK were supported. Simultaneously Novib looked for possibilities to support Somali organisations.

A memo in June 1993 indicates a short analysis of the Somalia/land problems. The overall picture is a society in chaos with the national government structures completely gone; traditional structures and clan systems are in place but there is little stability. There is no knowledge and experience in individuals which are used by the international donors. Some international donors started to involve local communities in the implementation of their programs.

¹⁹ Novib. Horn of Africa Policy Document (undated)

In the light of this analysis, Oxfam Novib motivated its involvement in Somalia/land with the main objective of contributing to the recovery and rebuilding of the country and the strengthening of the local structures. The four major areas of interest identified turn around the support to programs of international organizations, the support to local initiatives focusing on political dialogue outside the group of warlords, the lobby of Dutch and international politics to have political discussion not only with the warlords, but with representatives of old and new civil society and the support to local initiatives focusing on recovery of basic facilities and the local production capacity.

In 1996, the policy lines were to support local partners, strengthening local women's organizations and support international rehabilitation programs. Policy lines pursued were encouraging NGOs with development perspective mainly in sectors like agriculture, cattle breeding, conflict management. Accountability of local NGOs towards their communities and the international community was stimulated through investment in capacity building in management and planning.

The strategies were to actively look for new women's organizations and support existing partners. The developmental vision and accountability became the main criteria for the selection of NGOs. The spread of NGOs in all the regions of the country and the willingness of different organisations to cooperate with one another were specific selection criteria.

Novib Horn of Africa Policy 1999-2000

The first Oxfam Novib Horn regional policy document was published in 1990 followed by updates in 1992 and 1993. Country specific policy papers were also elaborated for the countries. The major strategies as described were the empowerment of women networks with a strong grassroots, the institutional development and strengthening of existing partners.

The average planned investment in Somalia was Dfl 2.5 million per year spread over 16 partners with 70% to direct poverty alleviation, 20% to society-building and 10% to lobby 28% towards basic social services (Horn Policy Document). It is also mentioned that other Oxfams have expressed their intention to increase the total Oxfam budget for Somalia.

The OI Horn of Africa Region Strategic Programme Business Plan (2001-2004, extended to 2006)

The SPBP have been elaborated through a participatory process for the period of 2001-2004. Thirteen regional specific SCOs and about 60 PPC were identified. This process also raised issues related to regional analysis and regional programming, prioritisation of SCOs and PPCs, contribution of OI members to SCOs and resource allocations.

The Strengthening Somali Civil Society programme EC/Oxfam Novib (source: TOR of the final evaluation of the civil society strengthening programme)

In 2001, broader sectoral support was set up through the 'Strengthening Somali Civil Society' programme, which receives co-financing from the EC (80%) and Novib (20%) with the overall objective to achieve justice, lasting peace and sustainable development.

The first 1-year phase was considered exploratory and focussed on mapping Somali civil society organisations. The second phase of the project started in March 2003. The project adopted a thematic approach and based on the research that was conducted in the first phase focused on those sectors identified as being key to the work of civil society in Somalia. The main themes were education, gender, peace and reconciliation, and human rights. In addition, NOVIB decided to retain a focus on civil society organisations' workings, their positions, roles and activities. Public awareness, capacity-building and coordination were central to NOVIB's strategy. The third phase focuses on the awareness and respect of human rights and the civil society participation in governance and democracy building. The human rights programme established a group of counterparts working together under the name of G16.

- ❖ The establishment of the Nairobi office in 2002 and the liaison office (source WORKSHOP: Set-up of Novib Liaison Office in Nairobi, 1-2 July 2004)

The existing Novib office in Nairobi was established in 2002, at the beginning of the EC- sponsored '*Strengthening Somali Civil Society*' project, under an MOU with Oxfam GB for legal purpose. Running and staff costs were completely funded by the EC. The office's main purpose was to facilitate the co-ordination with the donor and the Somali partner organisations. This experience has provided Oxfam Novib with a great deal of knowledge of Somali civil society but most significantly has established a relationship of trust and goodwill between Novib and Somali civil society organisations; it has also contributed to the strategic positioning of Oxfam Novib in its double challenge to get Somalia/land in the agenda of donors and to use Somali civil society organisations for direct implementation of activities.

In 2004 an analytical process has been engaged to transform it into a liaison office with the perspective to improve NOVIB in the areas of co-ordination, fund-raising, alliance building, advocacy and campaign, OI collaboration, institutional learning, information management, organisational development. In May, Novib started the process for its own registration in Kenya for a period of 5 years. An MOU is now regulating the relationship between the Nairobi office and the Oxfam Novib office in The Hague.

The Nairobi office does not have a direct role to play with the core counterparts (unless in the case of counterparts involved in the SOCSIS programme) and the emphasis is rather on complementarities in intervention, coherence in terms of outcomes for the strategic change objectives, exchange of information and logistical support. The Nairobi office has a specific mandate to implement capacity-building programmes for civil society organizations.

- ❖ Somalia as a core country in 2003 (source instrument for core country programme selection)

The decision to have Somalia as a core country has been motivated by the following considerations:

- Novib is one of the major non-operational donors that supports partner organisations and projects all over Somalia
- Oxfam Novib's investments are a combination of direct poverty reduction and focus on networking, advocacy and capacity-building with partner organisations as an entry point and the only donor working along this three intervention strategies.
- Within OI, Novib has the geographical widest, strongest and most diversified network partner organisations and civil society organisations in Somalia. Of the three OI partners working in Somalia outside Novib, OGB is reconsidering its position, CAA is phasing out, OxCAN's programme is limited to a regional capacity-building project. Novib contributes to 69% of the total OI allocation on Somalia.

- ❖ The contingency plan in 2004 and emergency interventions

The contingency plan of 2004 was developed from existing sources of contingency plans and materials with input from the consultation workshop held in 2003. FSAU (Food security assessment unit of FAO) is indicated as key source. Oxfam Novib is the OI leading agency for humanitarian interventions in Somalia/land. Scenarios were determined for each different region (Somaliland, Puntland and central southern Somalia).

The major types of emergency interventions are basically a response to drought, floods emergency and the tsunami. The strategies used are generally cash relief, cash for work, food for work, dam emergency.

The tsunami interventions were planned after a short assessment mission in December 2004 and a roundtable with counterparts. A triple disaster approach (tsunami, drought and flood) was adopted as a cross-clan strategy targeting different groups of farmers, fishers and pastoralists.

Interventions were directly conducted through regular counterparts and new counterparts were identified in non targeted areas of counterparts. Assessment of proposals was done in consultation with regional desk and Humanitarian Unit on the basis of the humanitarian Toolbox. The monitoring is on regular basis with monthly and quarterly reports for the humanitarian consortium and the SHO (Joint Humanitarian Coalition)

- ❖ The country strategy in 2005 and choices for the upcoming period (source SPM plans 2007-2010)

The Strategic Portfolio Management (SPM) was done through a consultation process with counterparts. The key elements of Oxfam Novib strategic choices for the upcoming periods are:

Basic vision of the SPM: achieving nation-building, lasting peace and stability, through the following strategies:

- Critical engagement and debate, using community-based stakeholders, traditional and religious leaders, professional associations, NGOs and human rights organizations;
- A cross-regional and cross-clan approach;
- Special attention to women (key to development and peace-building) and male youth.

In alignment with the Oxfam International sectoral framework (5 Aims), strategic development funding will be focused at:

- Sustainable land use and natural resource management, esp. with regard to pastoralism, linking with resource-based conflict
- Micro-finance, urban and rural productivity
- Health integrated with nutrition, environment and sanitation
- Education for girls, esp. primary and non-formal education promotion
- Humanitarian capacity-building
- Stronger links between emergency programming and structural programmes
- Conflict prevention, through civil society and women groups
- Training, advocacy and lobbying for civil society groups
- Human rights identification, documentation, monitoring, advocacy
- FGM eradication and HIV/AIDS prevention
- Women leadership and decision-making capacity-building

Other studies are planned in 2006 to provide additional information for targeting the interventions. One such study is a mapping of civil society actors and power/governance structures in Somalia.

- ❖ Linkis projects

Many initiatives are supported by Linkis (a specific department in Oxfam Novib The Hague, which supports organizations in The Netherlands, incl. Diaspora organizations, working with development organizations in the South), especially in the area of maternity and child health centre, vocational training, education. The most important action is the three year programme (2005-2007) of Himilo Relief and Development Association (HIRDA). HIRDA-Somalia is connected to HIRDA Netherlands, which is a Diaspora organisation based in The Netherlands. The results of this programme are also considered in the evaluation. HIRDA-Somalia is also participating in the education network, FPENS, which is working on improving education in Somalia.

- ❖ Lobby and advocacy

The main lobby and advocacy strategy in place is the Oxfam international Somali/land advocacy strategy (May/December 2006). The strategy has been inclusive of the different OI members in its elaboration process and has two aims:

- Increased support from donors to local NGOs operating in Somalia/land; and developing the humanitarian response capacities of L/NGOs to respond to crises.

- Advocates that the international community play a constructive peace-building role without arming either faction or undermining the Somali's own efforts at reconciling among themselves.

3.2.2. Programme portfolio development

The construction of a solid civil society and gender sensitive interventions are essential to Oxfam Novib strategic positioning and decision-making process in Somalia. All the interventions in both developmental and humanitarian domains have strong gender and capacity-building components.

The current portfolio has 16 regular, 6 specific emergency and 44 SOCSIS counterparts (roughly 100 NGOs were capacitated) throughout the country. Only international organisations for the rehabilitation programs were phased out.

An analysis of the portfolio indicates:

- Six major networks (3 women networks, 1 on resource management, 1 on human rights, and 1 on education).
- A good mix of projects in terms of aims at the level of each counterpart.
- Strong gender and capacity-building mainstreaming
- Interventions in livelihoods and emergency target farmers, fishers and pastoralists.

In terms of expenditure for the period of 1995-2000, Oxfam Novib spent a total amount of nearly 40 million Dutch guilders, or 18 million Euros in Somalia/land. For the period 2000-2006, transfers made amount to 26 million Euros for the five aims.²⁰

Oxfam Novib's expenditure for Somalia/land, 2000-2006 (in 1,000 Euros)

	AIM 1	AIM 2	AIM 3	AIM 4	AIM 5	Total
2000	1602	1072	218	500	365	3757
2001	475	569	328	523	276	2171
2002	364	709	428	792	383	2675
2003	535	801	1139	1276	531	4282
2004	672	850	2016	855	548	4941
2005	619	662	2712	779	566	5338
2006	77	83	1989	405	316	2870
Total	4345	4745	8830	5130	2984	26034

	Direct poverty alleviation	Building civil society	Advocacy	Total
2000	3193	440	128	3761
2001	1340	751	80	2171
2002	1348	1260	70	2678
2003	2359	1803	120	4282
2004	3439	1309	193	4941
2005	3651	1254	432	5338
2006	2078	474	319	2870
Total	17408	7291	1341	26041

²⁰ The figure for 2006 refers to projected transfers.

The different sources for funding for the period 2000-2006 is as follows:

	EU	MFP	N 3 EW	TSUNAMI	Others	Total
2000	406	3130	225			3761
2001	324	1707	140			2171
2002	822	1674	179			2675
2003	1137	2076	842		227	4282
2004	766	2206	1951		17	4940
2005	667	2115	280	2097	181	5340
2006	370	259	1592	543	120	2884
Total	4492	13167	5209	2640	545	26053

For the future, the planned budget as indicated in the SPM document is the following:

Oxfam investment 2005 and Oxfam Novib investment in 2005 and 2010:

	Mln. €	# partners	Aim 1	Aim 2	Aim 3	Aim 4	Aim 5
All Oxfams 2005	8.7	30	9%	12%	59%	12%	8%
Oxfam Novib 2005	2.4	21	22%	26%	25%	15%	12%
Oxfam Novib 2010	2.4	20	30%	24%	11%	20%	15%

Oxfam Novib investment per intervention strategy 2010

Direct poverty alleviation	Building civil society	Advocacy	Total
60%	30%	10%	100%

The indicated percentages are about secure money (direct Oxfam Novib funds) and do not include external funds.

3.2.3. Description of the present programme portfolio

The following table presents the present programme portfolio. This portfolio consists of: regular strategic development counterparts (supported from The Hague); specific humanitarian counterparts. The table also includes those SOCSIS counterparts that have been involved in the evaluation.

(See annex A for a short description of these counterparts).

Regular strategic development funding counterparts (supported from The Hague)		
Number	Name of the counterpart	Geographical coverage area
1.	RMSN	National
2.	Horn Relief (also involved in emergency relief)	Puntland
3.	WOCA (also involved in emergency relief)	Central and South
4.	Havoyoco (was also involved in emergency relief)	Somaliland
5.	SAACID*	Central and South
6.	CLHE (was also involved in emergency relief)*	Somaliland
7.	TASS (also involved in emergency relief)*	Puntland
8.	GECPD (also involved in emergency relief)*	Central and South
9.	SOCDA	Central and South
10.	COGWO	Central and South
11.	Nagaad	Somaliland
12.	WAWA	Puntland
13.	OTP ²¹ (also Linkis, also involved in emergency relief)	Puntland
14.	PHRN	Central, South & Puntland
15.	FPENS*	South-Central
16.	HIRDA (Linkis counterpart)	South
Specific humanitarian counterparts		
1.	HARDO	Central
2..	SRDO	Central and South
3.	ASAL	Puntland
4.	CED	Central and South
5.	RMCO	Puntland
6.	NEDSOM (also Linkis, also involved in emergency relief)	Puntland
SOCSIS counterparts (supported by Nairobi) involved in the evaluation		
1.	Dr. Ismail Jumale Human Rights Organization	South-Central
2.	Dr. Isha Human Rights Organization (IHRO)	South Central
3.	Somali Peace Line (SPL)	South-Central
4.	Girls' Development Association (GDA)	Puntland
5.	Somali Relief Society	Puntland
6.	Somaliland Youth Development Association	Somaliland

NB: The core country evaluation covered all these counterparts except OTP (partnership phasing out) and NEDSOM (based in the Netherlands without field office in the country).

*These partners function under SEPROG, the Somali Education Promotion Group, but they are considered separate Oxfam Novib partners.

²¹ Partnership under review

ANALYTICAL PART

4. Analysis of Oxfam Novib's Strategic Positioning

The assessment of the strategic positioning will look at the quality of the country analysis, the quality of the risk and opportunity analysis, the degree to which Oxfam International (OI) policies for the region have been taken into account as well as how these different aspects have interacted in order to come to the formulation of a high-quality, coherent country program.

4.1. Assessment of relevance and coherence of strategic choices made

The assessment of the relevance and coherence of strategic choices is done through analysis of the Oxfam Novib policy in 1993-1996, the Novib Horn of Africa policy 1999-2000, the OI Horn of Africa Region Strategic Programme Business Plan (2001-2004, extended to 2006), the Strengthening of Somali civil society (SOCSIS) programme and the establishment of the Nairobi Office, Somalia as a core country, the contingency planning in 2004, the SPM, and the lobby and advocacy plan

4.1.1. Quality of the strategic decision-making process and products

With reference to the Oxfam Novib policy 1993-1996, there is little information about how it was developed as there is no specific reference to studies carried out or workshops held; only policy lines are laid down and some comments are given in memos. The relevance of the policy is therefore analyzed with reference to the analysis of the country's past and current situation as highlighted in the background paper prepared for the present core country evaluation, the findings of which have been discussed during the start-up workshop of the evaluation. The analysis will focus on the understanding of the country situation, the overall operational strategies and counterparts' selection.

The description of the country situation provided in the policy document refers to the overall situation of the country, mainly the collapse of the central government. It also indicates the role played by traditional and clan structures without an in-depth analysis of the functioning mechanisms of these structures and the implication for the operational strategies. The dominating picture is a society in chaos and the need for rehabilitation and recovery. Interventions therefore started like a "blind-walking-stick" mainly motivated by the will to help in a desperate situation rather than a strategic positioning based on sound knowledge.

As Oxfam Novib is non-operational, most of the risks identified in a memo in 1995 while working on the different issues are minor except identifying capable and trustworthy organisations as there are very few of them. In order to limit the risks, the memo also indicates the need for more attention to the evolution of the situation on the ground by keeping good contact with Somalia and be well informed through field trips and cooperation with Oxfam UK and NPA (Norwegian People's Aid). International partners like ACORD, Oxfam UK, NPA, Africa Rights, local organizations in Somaliland: DECOT, SKON, women's group in Hargeisa and local organizations in Somalia: Somali Peace and Development Society were identified. Cooperation with Somalis in the diaspora was also pursued as a strategy.

In autumn 1993, two field trips were made. The report of the mission indicates that though it was too early to make a clear judgment about the results of the cooperation with the partners, the indication which can be given is that the programs of ACORD and Oxfam UK gave little additional value in strengthening the local NGO structures.

The memo concludes that:

It is time for Novib to emphasize the need to make conditions for Somali partners stricter and to define a clear strategy for Somalia.

The cooperation with Somali organizations working from the Netherlands is also restricted due to the limited vision and capacity of those organisations to implement rehabilitation and development activities in Somalia/land. The organizations in Somalia have more perspective for the near future, although it is difficult to assess their support with their members and who would be their target group.

Source: memo 9, 1995

This shift in strategy was based on the conclusions of a field mission which actually visited all the three regions, and assessed the capacities of local organisations and the local potentialities for capacity-building. However, there was no indication whether the decision was participatory (involving all parties). The decision was based on indications not on the conclusions of an evaluation of the strategy.

In 1996, the policy lines became clear and strategic. Key areas identified like support to local partners, strengthening of local women's organisations and support to international rehabilitation programs was very strategic with regards to the country situation. The focus on sectors like agriculture and cattle breeding, conflict management was really relevant as the country is predominantly pastoralist and with the ban on livestock the promotion of agriculture as alternative source for sustainable livelihood is important.

The criteria for counterpart selection such as the development perspective, accountability and a "reasonable" geographic distribution are also significant. The "reasonable" distribution of counterpart per geographical entities was not supported by any specific quotas thus created a feeling of frustration which had a negative impact on the image of Oxfam Novib as a neutral and non-operational development actor. There was a temporary ban on Oxfam Novib in Somaliland and recently Puntland felt very frustrated with its number of counterparts selected for the Global Fund for HIV/AIDS (Nairobi supported capacity-building programme). Those two regions felt that most of Oxfam Novib support goes to South-Central Somalia.

The difficulty in collaboration between Oxfam Novib and authorities in Somaliland and Puntland raises the issue of Oxfam Novib's overall position towards "government actors" especially in a country in construction where both public and civil society actors are looking for legitimacy. "All support to civil society" attitude can be very risky and challenging as proper "check and balance" systems are not in place. There is no regional or national body monitoring the action of NGOs.

Exchanges with organisations like UNDP and Oxfam GB staff in the field indicate us that "standardized systems" and clear communication are mostly required when working in conflict areas as people are impatient and the little misinterpretation/misunderstanding around resource allocations can backfire in huge clashes.

The Novib Horn of Africa policy 1999-2000 as it puts emphasis on the empowerment of women organisations, the support to networks and the institutional support development and strengthening of existing partners sets the core strategies pursued in Somalia/land. These strategies are highly justified by the worsening conditions of women, the lack of solid organisations to implement programmes and the need to create an opportunity between the different segments of the country to exchange in order to keep "the nation" from falling apart. These cross-cutting strategies are important but difficult to operationalize without clearly defined steps with specific milestones, close monitoring and proper guidance.

Gender as an entry point

As indicated earlier the seeds of Oxfam Novib's direct engagement during the civil war period were sown in 1995 as a result of its interaction with the Somali women delegations that attended the World Conference for Women in Beijing. A women's network was created in each region. Supporting these networks and linking them with other national, regional and international networks is very strategic. It offers them an opportunity to meet, exchange ideas, and elaborate strategies. The findings of the assessment of the different women networks prove the relevance of the decision. Major limits identified are related to the lack of vision and common agenda. Networks were particularly effective in implementing activities and less in sharing experiences and developing strategies with other networks at the national level.

Power sharing from organizational perspective (internal governance, democracy and transparency)

The overall strategy is strengthening national organisations in order to implement project directly.

In February- March 1996, a mission to Mogadishu was conducted to assess the training organisations ACORD, CARE and SOCDA and to organize a training workshop for a selected group of NGOs in organizational development.

The mission concluded that:

"There is no doubt that there is a big demand for capacity-building support by the local NGOs contacted as well as those which participated in the OD workshop. Most of the required training support could be locally provided by tapping on existing potential" (mission report, March 1996).

The mission identified two levels of organisations. The first level is composed of organisations which have very limited experience in working as NGOs and did not get sufficient opportunities either for training or project support and the second level are those who have gained some experience, knowledge and skills.

The mission therefore recommended that:

"Novib could provide these organisations with training support in areas determined as high priorities. These areas include leadership (combined with community mobilization and gender awareness), management, accounting, budget planning, administration and proposal writing. This training support for the women organisations is especially important because many of them are not linked to the CARE or ACORD programs."

It is clear that capacity-building especially on Organizational Development of local actors is a strategy pursued from the beginning of the interventions of Oxfam Novib in Somalia/land. Another important process engaged by Oxfam Novib with EC support was the Strengthening Civil Society Organisations in Somalia (SOCSIS). The mapping exercises and the subsequent activities (Somali civil society symposium in Hargeisa) organized are indications that it has been participatory-based on the knowledge of the local situation in the different areas. This choice proved to be valid as there were very little local organisations with effective organizational capacities and is also motivated by a clear understanding of the situation of NGOs. Critical areas for support were also identified by NGOs themselves.

The overview of civil society organizations in Somalia/land prepared and discussed during the start-up workshop of the present core country evaluation poses a clear diagnosis of the situation of NGOs which confirms the relevance of the strategic choices and also challenges that still need to be addressed. This diagnosis reveals four critical issues that require proper treatment : the credibility gap (lack of integrity, organizational capacity, self regulatory mechanisms); limited fund base (absence of legal environment,

inappropriate means of funds disbursement and accountability mechanisms); donor driven initiatives (lack of analytical capacity to define own agenda); weak lobby and advocacy (inexistent and non-functional coordination).

Another strategy of Oxfam Novib which is highlighted in the approach paper for this core country evaluation is related to the diversity from clan perspective, which is ensuring that organisations are not clan-based.

Overall, this strategy was operationalised through the formation of cross-regional or cross-clan networks and the distribution of interventions through all the regions (Somaliland, Puntland and South-Central) with the objective of contributing to peace-building. This has contributed to the creation of three women networks on regional basis: COGWO (South-Central), WAWA (Puntland) and Nagaad (Somaliland); two national networks (SEPROG and RMSN) and one sub-regional network PHRN (South-Central and Puntland).

Most of those networks have members from different clans and have thus acquired a better reputation and image which have allowed them to be seen as neutral actors. They have facilitated the resolution of many inter-clan conflicts. Civil society organisations have then acquired an increasing role in peace-building and national reconciliation. PHRN and COGWO have been very active in the Arta conference.

The participation of members in different workshops in Somaliland, Puntland or even South-Central has been inspiring for many of them to actively contribute to peace-building. Participants from South-Central could really see the benefit of peace in Somaliland while those from Somaliland could value what they have so far acquired.

However, this strategy proved to be very difficult to implement and monitor at individual organisational level. There is no background data at Oxfam Novib level about the make-up of counterparts into different clans. As one former Oxfam Novib desk officer correctly stated “we have never looked into the boxes”. The operationalisation of such a strategy is also difficult in a country constructed along clan lines and in which the clan system has proved to be very effective. Besides, counterparts do not know about this strategy and believe that it is “in-doors” Oxfam Novib so they wonder how it can be assessed.

The OI Horn of Africa Region Strategic Programme Business Plan (2001-2004, extended to 2006)

The SPBP process is an indication of the beginning of an OI coherent participatory approach to the region. As all then 11 affiliates of the OI family have supported and funded programmes in the Horn of Africa at some juncture over those years, there has been wide participation in the Horn SPBP process, with up to 10 affiliates attending some part of the process. Three regional SPBP meetings were held between November 1999 and June 2000, each attended by 7 or 8 affiliates – throughout there was sufficient continuity as the same people from CAA (Community Aid Abroad, now Oxfam Australia), Novib (now Oxfam Novib), OHK (Oxfam Hong Kong) and OGB (Oxfam Great Britain) attended all three meetings. The process could not lead to clear decisions about resource allocations. It has however identified the following thematic areas: participative development programmes for poverty eradication, peace-building initiatives and effective humanitarian OI response. Those thematic areas are all relevant for the region as a whole and for Somalia in particular.

For OI to be effective within the region, it is desirable for the Oxfam affiliates to focus upon and put collective efforts into at least one priority area (such as the thematic areas identified above). Substantive discussion was not done to select which priority area; however, some indicative ideas have been formulated of what could be potential ‘hits’ for the region. Those hits are natural resource management (food security), water as an entry point, and quality gender

sensitive response to emergencies, political rights and violence against women. For the specific case of Somalia, all those hits are important with regards to the development situation of the country.

The issue of the right to self-determination for people such as the Nuba Mountains and Somaliland was raised but needs further research for those groups in particular, as the Oxfams need to develop their understanding of issues surrounding the exercise of self-determination. Its implications for operational strategies were therefore not analyzed for both Somaliland and Puntland.

The establishment of the Nairobi Office

The rapid evolution in the situation in Somalia/land requires a regular and close monitoring for adequate strategies making even the Nairobi office far from the field. This can be illustrated by the increasing presence of Oxfam Novib in Somalia through the creation of focal points in each of the regions and the extensive stay of Oxfam Novib staff (Nairobi/Hague) in Somaliland.

The background information of the workshop: set-up of Novib liaison office in Nairobi (1-2 July 2004) also mentions that:

“Donors recognize and value the innovative approach of capacity-building of the civil society (as a whole) in a post-conflict context as well as the considerable role played by Novib towards the maximization of the impact of co-ordination bodies in joint programming and advocacy/lobby in the region. This is one of the reasons why donors increasingly expect and require Novib's reinforced and decentralized representation and management functions in the region.”

This strategic role played by the Nairobi office does not however have an incidence in the Oxfam Novib decision process of programmes run from The Hague. The Nairobi office does not have any explicit role in the assessment and monitoring of counterparts supported from The Hague. However, they do provide organizational support and update information on the overall political developments (security, disaster and unfolding events) in Somalia to The Hague.

The decision to have Somalia as a core country was highly motivated by the low level of ODA (Official Development Assistance) for Somalia as many donors are reluctant to intervene in Somalia/land. There is no indication about specific studies carried out in the process of the selection of Somalia/land as a core country. The instrument for core country programme selection puts emphasis on the opportunities for Oxfam Novib and the added value. Very few risks have been identified. It looks like a justification of an already made decision was given afterwards, rather than a process which leads to a decision.

All the sectors of focus like food and income security (OI aim 1), basic education, especially for girls (aim 2), primary health care with emphasis on HIV/AIDS, humanitarian preparedness and response (aim 3), social and political participation (aim 4), gender programming incl. violence against women (aim 5) are relevant with regards to the national development situation of the country.

The contingency planning in 2004 and other humanitarian interventions like the OI Tsunami Action Plan for the following elements is a reflection of a clear understanding of the country situation and thus of a strategic planning:

- (1). The analysis of the country situation is done along the line of the three regions and for each region foreseeable scenarios are identified. It also presents the different actors in their respective roles as well their limits. Government structures like NERAD and the National Toghdeer Drought Committee (NTDC) are important actors in Somaliland.
- (2). The plan built on other Oxfam Novib processes like the mapping of civil society actors in order to know “who is doing what where”.

(3). Links and synergies within OI affiliates and with other coordination bodies like SACB (Somali Aid Coordination Body), UNOCHA (United Nations Office for the Coordination of Humanitarian Affairs) are clearly specified.

(4). FSAU (Food Security Analysis Unit Somalia) is used as a common reference source for update information. The use of a common frame and source is a guarantee from any political speculation.

(5). The need for broad lines of operation and coordination to understand how and why certain choices and decisions are made.

(6). The link of humanitarian interventions with programmes meant to prevent a disaster to happen and programmes aiming at reducing vulnerabilities including aspects like gender analysis, political analysis and advocacy.

(7). The triple disaster approach in tsunami approach to cater for the needs created by the three regular shocks (Tsunami, drought and conflict) for both ethical and security reasons.

The situation analysis in the SPM document is not different from that of other policy/strategies accounting for the little acknowledgment of the situation on the ground especially in terms of governing structures and policies in place, the capacities and position of civil society actors and their varying roles. The target sectors of intervention are however relevant with regards to policies in place and the national development situation of the country.

Oxfam GB recognises this geopolitical reality in the region and seeks to position itself accordingly and applies the following divisions and classifications based on the stages of development; Somaliland, early development; Puntland, early recovery and South-Central, a complex emergency.

In its strategic plan 2006-2010, Oxfam GB clarifies its engagement with the state:

“Our engagement with the state, formal and informal state actors and its institutions will be guided by political realities on the ground. In relation to Somaliland we continue to engage with the state to increase the responsiveness of government institutions to pastoral development needs. This will include capacity-building support to state institutions (NERAD and MoPDE) at national levels and strengthening links and shared learning with key ministries (Livestock, Water, Health and Education), together with support for district and regional planning processes. In South-Central Somalia engagement with leaders will be based upon thorough and regular analysis of power relations and will centre on the clan as the main social institution”

In terms of lobby and advocacy, there are several lobby and advocacy initiatives targeting the international community over years. Those initiatives are in the form of various press release, lobby visits, advocacy, position papers and notes. Subjects vary along with the evolution in the socio-political situation in the country. As there is no consolidated document on all the lobby/advocacy activities, the evaluation uses the end of mission report of the policy and advocacy consultant (March- October 2006).

Oxfam Novib has been particularly active in the region on advocating for more support to local Somali NGOs and CBOs. The following fora were opportunities for passing SAS messages:

- IASC (Inter Agency Standing Committee) monthly meetings
- Humanitarian Response Group bi-weekly meetings,
- UNOCHA contingency planning workshops and meetings,
- CAP workshop,
- Letter to Eric Le Roche, Humanitarian Coordinator, on NGO concerns,
- IASC/Donor meeting,
- Media (Christian Science Monitor, Independent, BBC, etc), and
- Informal discussions with individuals from various agencies.

As a result of these advocacy initiatives, Oxfam has further raised its profile in the region as a lead agency on supporting Somalia's local NGOs through capacity strengthening measures and direct financial support. In addition, Oxfam Novib is seen as offering solid analysis on the fast developing events in Somalia and its views have been incorporated into strategic planning documents such as the CAP document (e.g. support to local capacities, as well as input on early recovery discussions).

Partly as a result of Oxfam Novib's advocacy on strengthening local Somali capacities, donors have expressed their interest in knowing who the credible Somali agencies are. Oxfam Novib is currently advising UNOCHA Somalia on a "quiet" mapping of L/NGOs who have a demonstrated track record in service delivery. At this time, 14 candidate agencies were presented to UNOCHA Somalia and more will be delivered once Oxfam Novib completes its central database on Somali partners.

Oxfam Novib's Media and Advocacy office is engaged with the IASC advocacy strategy process (facilitated by UNOCHA Somalia) and is on the advisory board.

More recently with the Ethiopian intervention in Somalia, Oxfam Novib paid lobby visits to the European Union including the Ministry of Foreign Affairs of the Netherlands in May 2007 with the insistence on the critical humanitarian situation in Mogadishu. Another striking example is the advocacy defense in favour of Somali counterpart (SAACID) whose staff has been threatened to death by the TFG. The Oxfam Novib strategy is to spread the word to the international community and to let the TFG know that they are being watched. Within 36 hours, the individuals were released unharmed.

The objectives of the 2006 lobby and advocacy plan are very strategic especially the one on attracting other donors to Somalia, esp. to support local NGOs. The PATAS workshop held in Merka in 2006 identified the lack of local NGOs access to international funding as a critical issue. In fact, many NGOs graduate from the EU-funded capacity-building programme could not have adequate funding from other donors which is its ultimate objective. Facilitating access to funding including Oxfam Novib core funding has been the weakest point of the programme which needs to be addressed in a systematic way. The workshop also identified operational strategies in that respect.

4.1.2. Quality of the strategic decision-making products

The assessment of the quality of the strategic decision-making products is done through the analysis of the sectors of interventions. Existing national policies in Somaliland and Puntland and socio-economic studies are used as reference. .

❖ *Relevance of the strategic choices in view of national plans, development plans, goals and policies*

The interventions in **sustainable livelihood** in the field of natural resource management are focusing on the reduction of charcoal production and consumption while exploring alternative sources of energy; the enforcement of woodlands against desertification; the lifting of the ban on livestock due to hoof and mouth disease and finding alternative markets for livestock. All these interventions are relevant with regards to the national policy on environment in Somaliland and the strategy for economic recovery and poverty reduction.

The first goal of the Action Plan of the 5th RBC (Resource-based Conflict, a regional network), conference in 2005 for developing sustainable resource and resource conflict management strategies for Somaliland on the contribution towards forest protection is in line with the second objective of the national policy on environment around sustainable resource use and impact management. The policy document insists on wise use of non-renewable resources taking into account the interest and needs of the present and future generation and developing alternative sources and technology with less environmental impact.

The goal of the policy document on participation in environmental governance of Somaliland makes provision for the establishment of multi-sectored structures in all spheres of governance to enable all interested and affected parties to participate in environmental governance. The empowerment of pastoralists in the action plan will reinforce their level of participation in environment governance. The issue of the livestock ban is part of the strategic plan of the Ministry of Pastoral Development and Environment.

The Strategy for economic recovery and poverty reduction plan for 2003-2005 for Somaliland identifies in its first pillar for economic recovery the improvement in the productive sectors like agriculture, livestock and fisheries as a key strategy. The interventions planned in the rural economy include the improvement of rangelands, the pastoral community livelihood, and the empowerment of the pastoral community to control resource utilization, the improvement of watershed management and the strengthening of extension and marketing services. All those strategies are coherent with Oxfam Novib's regional initiative for developing sustainable resource and resource conflict management (RBC) and interventions supported through different counterparts.

The support to counterparts in Somaliland on **health-related** issues focuses on addressing rural health problems facing returnees and displaced communities. The project involves activities in the area of preventive health, hygiene and environmental sanitation and awareness rising.

The health initiative of CLHE aims at improving health care for mothers and children as well as developing staff capacities to handle safe motherhood practices in MCH centres. The support package includes training of health staff, TBAs, CHWs and health committees. The health programme focuses on increasing availability, accessibility and adaptability of basic health services to the needs of different target groups, taking into account the particular needs of women and men; curative services, nutrition services, immunization, reproductive health, etc.

All the core issues that are targeted in the health support initiative like mother and child health care are part of the health goals of the health policy mainly the reduction of infant and mother mortality rate. The combination of strategies of prevention and curative services, training of staff are also pursued in the national policy of the Ministry of Health and Labour. Groups like women, children, and refugees are also the main target groups of the policy. The support to mentally sick patients of the Ministry of Health and Labour is a very strategic action in a country where mental trauma is considered high.

The Oxfam Novib support to health through the Global Fund (Nairobi capacity-building programme) target tuberculosis and malaria which are considered major health problems in Somaliland. A limited tuberculosis survey conducted in the late 1980s estimates the annual risk of infection at 4%. Though the extent of HIV/AIDS is not established, it constitutes another risk which is addressed in the Global Fund.

In the establishment of the health care financing system, the government adopted a cost-sharing approach through family's own contributions. This cost-sharing approach exempts vulnerable groups like children under five years of age, patients of HIV/AIDS, TB and leprosy patients, women for maternal health services for women, senior citizens over sixty-five years old (without family assistance), persons mentally incapable and patient with chronic illness and financial limitation. These measures are very conducive for the interventions of NGOs and reinforce the availability, accessibility and adaptability objectives pursued by counterparts supported by Oxfam Novib.

The major interventions in the **education sector** include improvement of education facilities, training of teachers, sponsorship of female teachers, provision of free education for girls from poor families as well as provision of education materials such as equipment, furniture and text

books, sports/recreational facilities, advocacy on gender awareness and formal education for girls.

The education policy in Somaliland and the Puntland education policy clearly indicate that increasing access and participation of girls in education is a state priority. Both administrations have therefore elaborated strategies to ensure that more girls are enrolled and retained in Somaliland and Puntland's system of education primary schools. Puntland Education Policy Paper (PEPP) acknowledges that "women, minorities and vulnerable groups have not received adequate educational provisions in Puntland". PEPP puts emphasis on a "gender sensitive national education policy, which aligns with global standards such as those outlined in the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)".

All the strategies identified in both education policy documents as essential are those used by counterparts supported by Oxfam Novib as a result of the full involvement of counterparts especially CLHE and Galkayo Education Centre for Peace and Development (GECPD) respectively in the drafting of the Somaliland National Policy of Education (SLNPE) and the Puntland Education Policy Paper (PEPP).

In the domain of **emergency aid**, the scenarios presented are composed of existing contingency plans and material with input from the consultation workshop held in June 2003. The OI country group recommends as key sources the FSAU reports and other sources that will be checked by the lead every month and information from OGB and partner organisations. The OI contingency plan makes clear distinctions between Somaliland, Puntland and Southern Central Somalia. In sum, drought and conflict remain the priority risks for most of Somalia/Somaliland, while floods (along the country's two large rivers the Shabelle and the Jubba) and epidemics (in the cities/ camps) continue to be a more localized threat.

With regards to Somaliland, drought/famine and tension between Somaliland and Puntland over Sool and Sanaag regions are the possible scenarios identified by the OI contingency plan with respectively score 5 and 4 of likelihood of it happening. Drought also came out as the most important disaster for Somaliland followed by livestock and human diseases, civil conflict, agricultural pests and floods in the Disaster Preparedness and Management Strategic Plan (2005-2009) for NERAD.

In Somaliland, the formal responsibility to co-ordinate response lies with NERAD (the national environment research and disaster preparedness authority). NERAD brings the UN agencies, the international community and national NGOs together to co-ordinate response facilitate the process and write an appeal with sufficient information. NERAD is supported by OGB in its organizational development. An active government department is also the Ministry of Water and Mineral resources.

Monthly sectoral meetings around water and food security & rural development take place. In these meetings issues like livestock, pastoralists, agriculture, water and planning are discussed with relevant stakeholders. The different line ministries are establishing links with the regions and regional coordinators. For instance the region of Togdheer, the first regional drought coordination body was formed. Both plans recognize the importance of NERAD as a coordinating body and the need to build its capacities to ensure its mandate. The contingency plan is therefore in line with that of NERAD in Somaliland.

In terms of **conflict prevention and peace-building**, the work of Human rights organisations, the Investigation Documentation Monitoring and Advocacy approach (IDMA) to human rights issues is a strategic area which complements the efforts of the Somaliland government in its self determination option. The production and dissemination of the annual report on the status of human rights by the Oxfam Novib Nairobi office and its subsequent attention from the UN experts fills a big gap in providing information on the situation on the ground but remains a very weak advocacy tool at national level. The political activism for human rights is somehow

lacking from actors. There is a challenge for actors to see beyond the clan and construct a common vision for human rights in Somalia/land. The IDMA approach in filling a vacuum is very relevant.

In **social and political participation**, the support to counterparts through the capacity-building programme is very relevant. Effective social and political participation is a real niche for civil society organisations particularly in Somaliland.

The Strategy of economic recovery and poverty reduction of Somaliland states good governance and strengthening the capacity of human resources respectively as its third and second pillar. The practice of good governance is referred to include the elements of legitimacy and constitutionalism, accountability, transparency, participation, the rule of law and predictability. In other words, it is from public acceptance that those who govern gain their authority to do so. Constitutionalism alludes to the existence or not of a set of laws which control and guard the use of powers of government. The rule of law provides an essential premise for the functioning of government in relation to society and the economy. It is founded on the tenets that all are equal before the law irrespective of the individual's standing in society. Equity before the law also implies equality for all to seek redress in the courts. The rule of law minimizes the erratic, uneven and unpredictable enforcement of law. It anchors on a clear separation of powers with an independent, reliable and objective judiciary. The element of predictability goes hand in hand with transparency, and accountability complements all the other components of good governance.

The strategy document clearly states:

“The kind of governance broadly embraced by Somaliland in this plan aims at promoting, among other things, human security from fear, conflict, hunger, poverty and social deprivation. Although the Somali people have historically experienced these afflictions in the past before independence in 1960, what distinguishes the present state is their depth and breadth. Bad governance and the subsequent breakdown of the social, economic, and political fabric of the society were mainly responsible for the collapse of the State of Somalia”.

This declaration of intention offers civil society actors in Somaliland a legal framework to exercise their rights as actors and participate in the definition, implementation and monitoring of policies at various levels. It offers participatory policy formulation, implementation and monitoring as an additional niche in social and political participation in Somaliland.

In **gender**, the support to women networks, girls' education and FGM are important elements which are recognized in the gender policy of Somaliland and Puntland. The Ministry of Family Welfare and Social Development in Somaliland is in the process of redeveloping its national policy identified fields which are of much concern such as human rights violence against women and children, FGM and FGC programs, gender development and mainstreaming issues. The Gender Strategic Framework Paper authored by the Ministry of Family and Women Affairs in Puntland also insists among others on the education and awareness about the value of gender equity, mobilization of women to be active citizens, the establishment of specific policies and programs on sexual and gender-based violence against women and mechanisms for effective redress at national level towards breaking the cycle of FGM violence. The Strategic Initiative for Women in the Horn of Africa (SIHA), a regional network in which many Oxfam Novib partners participate, also finds FGM and violence against women as a strategic area of focus in Somalia/land. Interventions of counterparts through networks and individual counterparts are in line with those policies.

❖ *Relevance of strategic choices in view of the national development situation*

The livestock ban is currently taken up by civil society actors as a right issue and one that is undermining the ability of pastoral communities in Somalia from attaining their full potential and hence their growing vulnerability and powerlessness. The collapse of the livestock market and therefore paralysis of the livelihood base has been the argument behind the growing practice

of logging for charcoal production. This has pitted the pastoral communities in conflict with charcoal producers given the competition for browsing, grazing space and vegetation between the two modes of production. The two concerns are noted as being key resource management issues in Somaliland and where key Oxfam Novib counterparts have initiated interventions for **sustainable livelihood development** and environmental rehabilitation.

The socio-economic study conducted by the Puntland Development Research Centre with UNDP/World Bank funding in April 2004 depicts a similar situation for Puntland and South-Central Somalia. Water throughout Somalia is in shortage while also being the cause of many disputes and a number of clashes. The shortage of water has a significant impact on the environment such as mushrooming of rural settlements, overgrazing, increased recurrence of drought, declined livestock productivity, and massive de-stocking.

All these issues are targeted by counterparts members of the Resource Management Somali Network (RMSN) and the regional RBC work plan especially its second goal related to lifting the ban of livestock due to hoof and mouth diseases from Somalia and Somaliland while striving to support structures that address the needs of livestock importing countries and exploring through cross-border initiatives and market research alternative markets for livestock and livestock products

The **health** situation in Puntland as analyzed in the country description earlier reveals a certain number of constraints like the lack of provision of services, qualified staff, the concentration of health services in big towns, the preponderance of deliveries at home, the lack of understanding of HIV/AIDS, the intensive campaign conducted by religious preachers against the use of condoms. Those issues can be crosscutting for Somalia/land. The interventions of counterparts combine provision of services and training of staff. They also try to extend services to the rural areas. These strategies and target areas are relevant within the national situation of the country.

In **education**, the national development situation is characterized by lack of functional central government of Somalia, which is the reason why there is no public education in South-Central Somalia. In Somaliland, there is public education, although education is not free. The budget allocation for both health and education never exceeded 4% of total Puntland administration's expenditure, since its inception in 1998. Puntland administration has worked out a five year development plan from 2005, with technical assistance from UNDP, however, the implementation of this plan is not yet taking off the ground. In this situation of lack of a coherent development agenda, the aim of the projects/programs supported by Oxfam Novib is to reach those social groups that otherwise would have been deprived of access to education.

With regards to **emergency aid**, the socioeconomic study of Puntland in 2004 and other studies in Somaliland and South-Central Somalia indicate that the major emergency scenarios are related to drought, flood and conflicts as recurrent emergency situations. The international organizations operating in Somalia/land employ nutritional surveys and food security monitoring methods, as tools for food security assessments. FSAU is the lead agency in monitoring food security situation in Somalia/land, through the regular observation of a set of variables. These include the level of rain-fall, access to markets, terms of trade, water prices, security situation, existence of epidemics, etc.

Oxfam Novib uses FSAU, OCHA, and UNCHR as a main source of information so all the humanitarian interventions are relevant with the country situation. The main issue is related to the targeting, accessibility and timely response. The non-operationality of Oxfam Novib is very relevant as local NGOs can easily have access to the affected areas thus reducing the operation cost and the delay. The main challenge remains the capacity of counterparts to apply the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief. The humanitarian capacity-building programme planned to be carried out by Oxfam Novib in 2007 can fill that gap.

In **social and political participation**, the focus on civil society capacity-building with the objective to contribute to peace-building and increase donor support to local NGOs is a very strategic option. The analysis of the NGO sector reveals that there are large differences in the experience, organizational capacity and commitment. NGOs range from well-committed and established organisations (international NGOs appendices i.e only implementing agencies) to individuals claiming to be organizations. This situation has resulted in four major challenges notably the credibility gap, limited fund base, donor-driven initiatives, and weak lobby and advocacy. These issues are core elements which are targeted in the capacity-building programme.

The analysis of the **gender** situation in Somalia/land presents several gender issues in Somalia/land notably the cultural preference of boys over girls. This preference translates later into a gap between girls and boys in every step of life. The analysis also points out that 99% of girls in Somalia/land have to undergo the practice of FGM. Rape and domestic violence are part of the increasing trends in the Somali society since the collapse of the central government. Women are also playing an important role in the economy as family supporters. The statistics indicate that women's political role is very limited in Somaliland, Puntland and at the TFG level. The interventions of counterparts in trying to improve on all those stated issues are therefore relevant within the national context, thus making gender as an entry point and cross-cutting for all Oxfam Novib support in Somalia/land as very strategic.

❖ *Relevance/coherence of strategic choices in view of Oxfam Novib's/OI overall policies*

The option adopted by counterparts in Somalia/land with regards to the strategic change objectives is an integrative approach which is justified by the situation at national level. Counterparts make a good combination of various SCOs. A good illustration is Candle Light for Health, Education and Environment (CLHE).

With a weak government in Somaliland and a very weak federal government, NGOs are in service provision and community development. They are the major players so only such an approach can be a complete answer to the increasing and varying needs of target groups.

The challenge remains the quality of the interventions, duplication, competition, coordination and synergy. The focus is more on service delivery (numbers) rather than on strategic thinking. This is reflected in the formation of networks. Many counterparts are members of several networks. Participation to a network becomes an opportunity to access funds not as a platform for strategic thinking and development of common agenda. The network is the sum of the members not the fusion.

❖ *Alignment of strategic choices with views and priorities of counterparts*

One of the weaknesses identified while analyzing the situation of NGOs is that they are donor-driven and project-oriented. Their weak financial base made them very dependent on donors' funds and agenda. The lack of national strategic plans and the absence of strategic thinking (strategic plans) in most cases contribute to that.

Analyzing alignment of strategic choices with views and priorities of counterparts becomes very challenging in such a situation. Oxfam Novib being a non-operational donor and responding to counterparts' demands, choices of counterparts may be a simple process of filling the boxes and likely all boxes fit the strategic change objectives. The situation is a bit the same at the level of the networks. Most of them set priorities which sometimes reflected in their denomination but they have the tendency to extend with financial opportunities and lose focus.

❖ *Synergies and alignment of strategic choices with other initiatives and actors*

The integrative approach with regards to the strategic change objectives adopted by some counterparts (carrying out projects related to various SCOs) does not favour the development of

any synergy between counterparts. Even the formation of networks did not facilitate the development of vertical links (between networks and members) and horizontal links (with other networks). Counterparts are sometimes members of various networks. SEPROG programme coordination responsibilities are confined mostly to meetings for experience sharing with very little planning, monitoring and evaluation responsibilities at the programme level. In fact, each member is linked directly to The Hague, and the current role of the coordination office is to compile proposals and reports and forward them to The Hague as submitted by individual partners. This makes the programme more of a mosaic of projects with similar interests bound by a loose coordination rather than a single unified programme with its own members accountable to the coordination office for their planning and performance monitoring. The scope of intervention of some networks overlaps. WAWA, COGWO, and PHRN have almost similar interventions in peace and human rights.

With regards to the synergy with other initiatives, some core counterparts (supported from The Hague) are also involved in thematic groups supported from the Nairobi office. PHRN and COGWO are members of the G16. Some counterparts who benefited from the Nairobi capacity-building programme also benefit from the humanitarian interventions supported from The Hague.

4.1.3. Analysis of the implementation of strategic decisions

The analysis of the implementation of strategic decisions is done through analyzing the monitoring system from The Hague and from Nairobi, the specific monitoring system of humanitarian interventions and the quality of the evaluation reports of counterparts.

❖ Quality of the monitoring processes

The monitoring mechanism of core programmes is assessed through the application of the Toolbox, field visits and the quality of the performance registration.

The application of the Toolbox was done in a large part through e-mail exchanges and meeting with the counterparts outside the project areas. The field implementation has been difficult due to security reasons and the high staff turn-over of the Desk in The Hague. The knowledge of counterparts about the Toolbox and the quality of the appraisal of risks and opportunities are therefore very limited. This situation has improved with the recruitment of a new desk officer. The field visits to counterparts from The Hague office were irregular and mostly directed to those based in Somaliland. Counterparts in South-Central and Puntland are often invited to meetings with The Hague staff in Somaliland.

The comments in the performance registration (a system for tracking the progress of counterparts and projects in The Hague) reveal that there is a large information gap which is not filled with the activity reports of counterparts. It is difficult to make specific links between the outcomes and the planned activities in the approved proposal. The assessment of financial reports has revealed significant weaknesses in their budgetary control and financial reporting. There is a lack of clarity on the numbers of beneficiaries and no indication of the indirect beneficiaries. It can be concluded from this that the information need of Oxfam Novib is not known by counterparts and that the monitoring is not systemized.

With regards to the Nairobi office the monitoring mechanism is done through intensive and extensive field visits and reporting on project basis. The use of the Toolbox is not required as the grant given to counterparts is not very big and most of the activities are directly implemented. The relative geographic closeness of the office to Somalia/land, the creation of focal points, and the participation to donor platforms made its monitoring process regular and the information flow more systematic. The information exchange between The Hague and Nairobi is on ask-basis. The Nairobi office does not play any formal role in the management of The Hague fund.

This is also confirmed in the Nairobi evaluation report which also notices that:

“Sharing of information about each others’ projects and/or counterparts is not adequately dealt with at a systemic level.... A lot depends on inter-personal relationships. An institutional well-established mechanism is therefore needed to ensure the flow of communication and exchange of information between Programme Officers in The Hague and Nairobi”

Source: evaluation of the Oxfam Novib regional office in Nairobi, 2006

The humanitarian interventions especially the tsunami response programmes followed a well defined process and applied clear formats which helped the setting up of an effective standardized and systematic monitoring mechanism. The assessment reports and the baseline studies were useful to define the situation of reference. The programming principles and the format for proposals for emergency projects made the application of the opportunity and risk appraisal for humanitarian and the quality appraisal format easy. Information flowed between the counterparts, the Nairobi office and The Hague Headquarters and within the OI family. The existence of a humanitarian focal point in the Nairobi office during the tsunami response and since October 2006 for all emergency programmes, and the regular visit of the emergency programme officer from The Hague contributed to the effectiveness of the monitoring mechanism. The post distribution surveys complete the monitoring mechanism. There has been very little information gap. The only challenge of the monitoring mechanism is related to its little ownership by counterparts. The planned humanitarian capacity-building programme will certainly cover this aspect.

❖ *Quality of the evaluations*

There are sixteen (16) project evaluations reports available with varying quality. The assessment of the quality was done against the relevance of the methodology used, the conclusions and recommendations with regards to the terms of references, and the implication of the recommendations for Oxfam Novib strategic change objectives. Two of the evaluations came up with solid conclusions and recommendations which are also reflected in the present core country evaluation.

The Participatory Reflection on Achievements and Challenges on the Capacity-building programme (PATAS) and the evaluation of the Oxfam Novib regional office in Nairobi are selected as two of those best cases. As specified in the TORs of the two evaluations “(They) would provide input to a forthcoming core country evaluation mission.”

The PATAS workshop employed a participatory reflective method aimed at creating a climate of trust for learning which is similar in some respect with the methodology of the core country evaluation. The two major stakeholders of the capacity-building programme, the trainees and the trainers, participated in the workshop. The dialogue was based on experience sharing and frank expressions of impressions, feelings, concerns and perspectives on the NGO training component of SOCSIS I. Prior to the workshop, participants were asked by Oxfam Novib to fill in a small questionnaire. This compiled information was used by the NGOs to introduce their work to the workshop; it became also useful for analysis purposes, complementing the information gathered during the workshop proceedings.

5. Assessment of the main results achieved

The assessment of the results focuses on the main achievements made by counterparts through their interventions. There is no systematic reference to the strategic change objectives and policy and practice changes of the Horn of Africa Region SPBP (2001-2004, extended to 2006) as these were introduced after the development of many of the programmes under evaluation and even those developed afterwards do not refer to them. The reference made here is just for the purpose of coherence with the OI framework.

With regards to policy and practice changes, most of the changes defined by the counterparts during the start-up workshop in November 2006 are mainly output and outcome level. The lack of synergies between counterparts even at the level of networks made it difficult to assess higher

level results at the level of each geographical level. The term “high level results” is mainly used to refer to Policy and Practice changes (PPCs) and Strategic Change Objectives (SCOs).

Results achieved and presented below refer to individual counterpart achievements in their local areas of interventions.

5.1. Food and income security

RSCO 1.1.1: Marginalised people in the Horn will have increased access to and control over land and water resources in their living areas

RSCO 1.1.2: Impoverished smallholders and pastoralists in the Horn will adopt sustainable natural resource management practices

The main interventions concern the project *Holistic Resource Management in Somalia*, through the Resource Management Somali Network (RMSN) and some of its individual member organisations supported directly from The Hague. Important activities were a charcoal banning campaign, reforestation, environmental education and awareness, and alternative energy.

Another important intervention assessed is supporting poor women in ten villages of Jowhar and Mahaday districts, M/Shabelle region through the cultivation of farm lands to promote and empower the economic status of women farmers including widowed, divorced and poor women in the target areas. This programme is implemented by WOCA. The target group is the small scale women farmers widowed and divorced who are the breadwinners of their households, plus women farmers from poor households in ten marginalized villages in Jowhar and Mahaday districts. CLHE, Horn Relief, SAACID and Havoyoco also intervened in the sustainable livelihoods sector.

5.1.1. Planned outputs and outcomes

There were no planned outputs and outcomes with expected contributions to policy and practice changes. Counterparts were encouraged to reconstruct outputs/outcomes along thematic issues as convened during the start-up workshop of the core country evaluation. Broad categories of activities as carried out by the network through its members are range/forest management and protection, renewable energy, reforestation and tree planting, environmental education and awareness raising, wild life conservation, waste management, marine resource management, Resource-based Conflict (RBC) studies and documentation, alternative energy, and animal health. The achievement in each of the categories is analyzed at the RMSN network level and illustrated through the specific experience of organisations like CLHE, Horn Relief and Havoyoco.

The support to women farmers of WOCA is expected to increase their production with the introduction of modern farm techniques, training, and the provision of seeds, land preparation and other free agricultural inputs. The project also plans to improve the irrigation system through the rehabilitation of a canal.

5.1.2. Contribution to practice changes

- *Change of communities attitude in the use of natural resources*

With the use of internal community customary laws (xeer) on environmental protection (GOLIS Galole), the attitude of communities towards the environment changed. Community management of rangelands improved in Gacan Libah, Haji Ali, Galole, Arile, Xabaal reer. School children now highly appreciate the importance of the environment and participate in environmental conservation activities. The attitude towards dumping of plastic changed in the Galkayo community. Due to the interventions of RMCO coastal communities are keeping surveillance on illegal unregistered fishing vessels in Somali waters.

Families are changing their attitude and behaviour regarding burning of trees for charcoal. Trees that were threatened by charcoal business are now valued by the community in the project area of CLHE

Due to animal health interventions, communities seek livestock health services and make use of modern veterinary services.

- *Development of new alternatives for the reduction of charcoal use and new techniques*

The interventions of counterparts (mainly CLHE) have contributed to decrease in the production and consumption of charcoal in the areas of interventions through community sensitization and awareness, provision of direct technical support and training to community elders and members. As a result of this, a number of rural communities have initiated actions to control or limit charcoal production to the extent that some communities banned charcoal production in and around their rangelands and forests. Three rural communities visited during the evaluation indicated that they had nearly stopped their members from charcoal burning and introduced their own bylaws and took actions to punish violators. More people use improved stoves; use of solar energy for lighting has become common, while use of solar cookers and wind pumps are getting more popular.

More households in the urban areas reduce consumption of charcoal by using improved mud stoves, while others shift from charcoal to other energy for cooking. The practice of honey collection is now replaced to a more environmentally sound honey harvesting. Concerned government institutions regularly discuss the impact of environmental problems and the effect of charcoal in the country. An increased number of communities now initiate environmental rehabilitation activities within their sites.

Through the intervention of WOCA, farmers are applying skills learned at the trainings to increase their production capacity. There is an increased understanding of the possibility to cultivate different crops in the same season; which has resulted in securing the availability of various crops in all seasons and in the improvement of foodstuffs and purchasing power of the households.

5.1.3. Contribution to policy changes

The major policy changes can be summarized in the following areas:

- *Community regulations to access and control natural resources*

Communities have put in place regulations on charcoal burners in Taleh, Xabaal Reer and Xinglool to minimize conflicts with the support of RMSN members. The community made laws prohibiting mangrove logging in *Xaabbo* areas of RMCO. They also are participating in planting and safeguarding mangrove fields. The environmental committee established at *Xaabbo* is playing an active role in that respect. Governance and rule of law strengthened in Taleh, reducing hostilities among neighbouring communities. In rangeland/forest management, RMSN contributed to the stoppage of logging in Daallo forest area. The community put in place agreements regarding banning logging in Gacan Libah. Such measures are also put in place in the area of intervention of ASAL. This is shown in the decision of the El-Dofar community to conduct bi-weekly sanitation campaigns and imposition of fines on any one who spreads garbage outside the designated areas. The patrolling of acacia forests by Habala-reer community with the support of RMSN, in order to enforce the community decision to ban charcoal production in their area is a new development.

Farmers supported by WOCA established a Canal Committee (from community elders) that is responsible to monitor the functioning of the canal and the distribution of the canal water in a periodical manner. A set of rules watching common interest toward fair and proper use of the canal was established and in application. Disputes among community (farmers) were reduced with the adoption of rules regulating the proper use of the canal; and any one who breaks the law faces punishment. Community autonomy has somehow developed.

CLHE also believes to have made contributions to policy changes with the involvement of local actors in environmental rehabilitation. Production and distribution of the environment newsletter (DEEGAANKEENNA) has contributed to increased policy initiatives on environmental conservations. It was the only newsletter of its kind in Somaliland with a circulation of about 5000 copies per year. The newsletter focuses on the pressing environmental issues facing the country such as deforestation, depletion and misuse of both terrestrial and marine resources, solid waste disposal and environmental sanitation and many other topics of interest. As a major advocacy and lobbying tool, the newsletter is distributed to NGOs, civil society organisations, media, government offices, schools etc.

- *Development of new policies and regulations in natural resources management*

A decree banning wildlife poaching and exportation was issued and enforced in South-Central Somalia during the Islamic Courts rule. Communities in South Central Somalia stopped poaching and exportation of wildlife. The enforcement of the implementation of wildlife policy in Somaliland by halting exportation of wildlife oversees through awareness raising and alarms about the cases of wildlife exportation.

Charcoal-based conflicts are discussed at national, regional and international levels. Counterparts through the RMSN contributed to the development of range law and land tenure laws in Somaliland and are currently working with the ministry on woodland resource management policy.

More specifically, CLHE conducted three case studies to support development of relevant policies in putting food and income security higher on the political agenda at the national level. These included a charcoal production and consumption study, and studies on alternative energy and reduction of the dependence on charcoal and on proliferation of mesquite trees (*Prosopis Juliflora*) in Somaliland and its potential as firewood and charcoal production.

CLHE staff members believe that they have made significant contributions in terms of advocating and lobbying policy changes related to the access and control over natural resources, financial resources, and food security at the local, regional and national level. It provided human resource and technical assistances to the process of development of the relevant national policies by Somaliland Ministries of Environment, Agriculture and Health.

- *Involvement of women in decision-making with regards to resource management*

Before the intervention of the project by WOCA, women were traditionally excluded from decision-making of their own community development which was exercised by a male dominant vision, but now, women are included in the decision making process and are member of the village level committee. Women empowerment through the provision of farm inputs and credit schemes increased their economic status, purchasing power, and self-confidence to sustain their piece of farmland. Women became members of the decision-making process at the village level, and their voice is now heard. They speak out their minds, and start to advocate for education and health services.

5.1.4. Contribution to Impact

- *Improvement in environment conservation and food security*

The main impact on food and livelihood securities was due to environmental conservation activities in Ga'an Libah reserve land in Somaliland, training of local community members on sustainable environmental rehabilitation and enhanced awareness on sustainable natural resource management at the community level. The environmental intervention of CLHE contributed to the improvement of food and income security of pastoral communities living in three regions. The project improved rangeland productivity through enhancing water infiltration and soil and water erosion control measures. This had positive impact on reducing the negative environmental changes that took place in the rangeland as a result of rapid increase in human

and livestock population, cutting of trees for charcoal to satisfy the rising demand for household energy in the urban centres.

The environment interventions have pioneered in re-establishing seasonal grazing reserves in areas of Dulcad, Ga'an Libah and Daallo with the support of CLHE which had a positive impact on decreased vulnerability to droughts and environmental destruction and decreased dependency on the environment for survival by charcoal producers, for instance. The Ga'an Libah reserve project has improved control over rangeland and environment resources by pastoralists and their dependents, which are vital to their livelihood. 50 persons among the community members living in Ga'an Libah settlement increased their skills on soil and water conservation, which is about 10% of the target 500 households in Ga'an Libah. The trained community members have been employed to undertake soil and water conservation activities in the reserve with food for work, contributed by WFP.

- *Increased partnership between counterparts and government actors for natural resource rehabilitation*

CLHE, in collaboration with communities and government line ministries, made significant progress in soil conservation activities in target areas as a means of reducing land degradation and increasing fodder production, which have direct impact on pastoral livelihoods. The rehabilitated Ga'an Libah forest and grazing land has a tremendous impact on the improvement of agro-pastoral community's livelihoods through improved livestock production and health. The community members in the site stated that a considerable number of livestock has been saved in the rehabilitated Ga'an Libah grazing land, which provided fodder for the livestock during the harsh dry season. The rehabilitated grazing reserve usually undergoes a period of rest during raining seasons after which the rangeland is opened to the pastoralists for grazing during the drought or extreme dry seasons.

Managing tree nurseries and distribution of seedlings to urban, peri-urban and rural areas have made a less significant impact on the improvement of vegetative cover at target sites. Though more than 35,000 seedlings were reported to have been distributed for shade and fruit during the past 4 years, there is little impact on the number of visible trees in urban, rural and other target villages. A series of awareness workshops have been conducted on sustainable environment and natural resource management. There is a unique tree called *Juniperus Procera* that has been conserved through the efforts of the organization (CLHE).

In addition, Horn Relief Development Organization had multiplied an endangered endemic tree, *Canjeel*, which has been successfully grown. This tree is a drought resistant species and has many uses and values such as being a fruit bearing tree and drought resistant. During the era when Somalis were real nomads, a tree of such species provided food, which covered a large family for nearly 3 to 4 months without using any other food. The seedlings of the tree are available at the sub-office in Bossaso.

- *Reduction of charcoal use and increased income for mud-stoves producers*

Charcoal-saving improved mud-stoves produced by trained artisans of CLHE are now sold in Hargeisa and other urban centres on a sustainable basis. The mud-stoves have a positive impact in reducing the consumption of charcoal in Hargeisa and other urban centres, which saves valuable trees in the country. The trained artisans have obtained gainful employment opportunities, which increased income for their families. It is reported that the households that use the improved stoves have reduced charcoal consumption by 40%.

As to whether CLHE has realized any impact through its interventions, CLHE stated that vegetation recovery from the areas where they have worked is one such impact. An example was given of Daallo, where the gazetted *Juniperus procera* forest is conserved. The indiscriminate cutting of one of the indigenous species, *Juniperus procera*, for electric poles, furniture, fencing, etc was successfully curbed. On basis of interventions by the organization, cutting had stopped and vegetation is recovered.

Similar efforts by Horn Relief have contributed to the reduction of fold speed, increasing vegetations due to conservation efforts, diverting folds from the gullies and raising awareness on the prevention of charcoal burning. Horn Relief also has strong relationships with other organizations and stakeholders. It works closely with communities and facilitates the improvement of community efforts in order to deal with the problem of burning charcoal. It was clarified that the export of charcoal was stopped with difficulties, after the common participation of all.

Despite the efforts of counterparts, the reduction of charcoal burning meets difficulties related to the economic situation in the region and more dangerously charcoal producers are using more sophisticated equipments such as generators and big saws that can cut trees in a few hours, thus destroying a vast area. The charcoal burners are also armed.

- *Increased public awareness on environmental issues*

The creation of public awareness on the environment in general is demonstrated by planting trees on the national environmental day. Awareness on charcoal burning is also carried out within school environmental clubs that were formed and are now changing into organizations through public meetings, media, and linkages with the authorities and village/site community committees meant to help reduce the demand for charcoal in the urban centres. There has also been continuous collection of data that is done with a view of sharing the same with African friends.

5.2. Employment-based livelihoods, trade and markets

RSCO 1.1.3: *Small-scale producers in the Horn will have more opportunities to sell their goods at fair prices.*

RSCO 1.1.4: *Small scale producers in rural areas and the marginalised urban poor in the Horn will have greater opportunities to produce and purchase food*

The results presented are related to the interventions on the development of alternative sources of income (CLHE), the Bilan soap factory (Havoyoco) and the credit scheme for women (SAACID).

5.2.1. Planned outputs and outcomes

The development of alternative sources of income as implemented by CLHE is expected to be realized through the support to beekeeping income generation activities for 350 agro-pastoral families in three rural areas in Hargeisa region and the Asli Mills which is designed to benefit 70 pastoral women through the collection of Henna (*Lawsonia inermis*) and Qasil leaves (*Zizyphus s. Christi*), a self-financed project. Besides the counterpart established a vocational skills and youth development centre in Hargeisa to provide training and basic education opportunities to both boys and girls from mainly poor families, whom are unable to provide education for their children in Hargeisa.

The Bilan Soap making factory in Hargeisa is established by Havoyoco for creating employment and income security for 25 households (20 women and 5 men). Under the vocational training initiatives, the counterpart planned to provide seed money grants to 70 graduates after their graduation skills training.

The credit scheme of SAACID targets poor women involved in petty-trade activities with the objective of empowering their business capacity in the market and enhancing living conditions of their households. The majority of the target group is composed of women who are household heads or the only breadwinners of their immediate families.

5.2.2. Contribution to practices changes

- *Recognition of women's economic role*

Women members in the community have realized that they can contribute just as their male counterpart, and also men are accepting this change as they have seen that women are helpful to them at least in the household level and contribute to effective decisions for the advancement of the wellbeing of the family.

The capacity of the target women in business have been improved and increased with a positive effect on their livelihoods. Their socio-economic standard improved and they got good reputation in the community. Some of them managed to send their children to school. They have ambitions to change their household conditions after their revenue increased and started to expand their business.

- *Acceptance of women in new jobs with men*

The Bilan Soap factory has made positive contributions on decreasing negative attitudes toward women employment and increased acceptance of women's employment in new jobs such as those currently employed in the factory. Men and women in the cooperative are aware of their rights and undertake action accordingly.

5.2.3. Contribution to policy changes

- *The development of an effective credit scheme for women*

A new system supporting poor families was established and functioning with SAACID target groups. The loan given to women had two main results: the group having petty trade increased their volume of business, and the other started the establishment of small-scale business. Working capital was increased, which in turn improved the living condition of the household; this gave them the possibility to pay school fees and send children for education. With these results, the counterpart established a 100% women credit policy. This is a significant change at national level and comes as a big gap filler as women bear the great breadwinning responsibility in the average household in Somalia since the civil war in 1991.

Besides, the credit scheme provides advocacy, experience sharing and FGM eradication workshops to women. Women in business established a committee that ensures coordination between them and SAACID. The main mandate of the committee is to ensure the regular payment of the revolving loan and to work with SAACID towards the sustainability of the system.

- *The establishment of measures to increase female teachers' employment and girls' enrolment*

Although essentially a method to increase and improve education for girls, the training of female teachers by SEPROG members also contributes to employment-based livelihoods. One member has the policy that any school that applies for the scholarship programme should employ at least one female teacher along with the sponsored students. This measure has at least contributed to the employment of some of the female teachers.

5.2.4. Contribution to impact

- *Increased skills and job opportunities for women*

The CLHE vocational skills and youth development centre at Mohamed Mooge district in Hargeisa has contributed to the application of women's rights with respect to skills training and basic education. Enrolment for the 1st group in Feb. 2006 was 157 girls. After their successful completion of the basic literacy and numeracy courses, 72 of them enrolled in the Family Education Centre supported by CLHE in Hargeisa, 40 enrolled in the tailoring skills training within the centre, while the remaining group enrolled in non-formal primary education centres sponsored elsewhere in Hargeisa by CLHE.

The sponsorship to female teachers training has made a good impact on increasing women's position in the society in terms of their capacity to obtain gainful employment opportunities, enhanced career as well as a positive contribution in increasing girls' enrolment in schools in Somaliland. The employment of female teachers was less successful in Puntland and South Central. The trained female teachers have gained necessary skills and confidence in new jobs as teachers. While teaching in both public and private schools (sometimes part-time), they became a good model for not only promoting women's acceptance in new jobs, but as role models for young girls, the trained female teachers also help in increasing girls' enrolment at the schools they teach.

The vocational training centre in Hargeisa had a positive impact on improving access to employment opportunities in particular by providing women with marketable skills on tailoring and literacy and numeracy courses. The centre, however, lacks crucial financial and technical resources to provide free education and training to mostly poor students living in and around the target communities.

Apart from the education opportunity, reactivation of the schools created the resumption of teaching careers for jobless teachers; around 64 school teachers including supporting staff (cleaners and watchmen) got salary-based jobs, earning income to cover or contribute to the expenses of their households needs in Somaliland with the support of CLHE.

- *Successful income generating activities*

The beekeeping activities had positive impacts on introducing alternative income opportunities to pastoral and farming communities. The trained households now practice beekeeping and produce a high quality honey, which always has a good demand in Hargeisa and other urban towns. Depending on the availability of pollen and flowering species, the harvest time ranges from 2-4 times per year while the amount of honey harvested ranges between 2.5 kg to 10 kg per hive. The honey is sold at US\$ 10 per kg. Candlelight has distributed over 500 beehives to men and women in different locations. Beekeepers who need more beehives buy them from local artisans who make them in the villages. The cost of a beehive is about US\$25 for each.

Up to certain extent, the poverty burden and food insecurity were reduced, particularly in the households headed by women who thrived economically; and exceptionally women's volume of socio-economic status shows bright future. The revolving funds offered by SAACID transformed the social and economic situation for the direct beneficiaries. Around 902 are recipients of the credit cycle which worked fruitfully and resulted in women becoming more active in business.

- *Less successful income generating activities*

Billan soap factory has produced a marketable soap, which was accepted in the local market in terms of prices and quality. The counterpart manages the factory and pays salaries of the manager, the accountant and cashier from its overhead costs.

Havoyoco's Bilan Soap factory in Hargeisa appeared to be profitable enterprise at the outset. However, once the salaries of the manager, the accountant and the cashier were deducted from the operating costs, the factory could not be able to break even. Havoyoco supported in searching for three local suppliers in Hargeisa, Burao and Berbera, but the supply of local fat remains seasonal with frequent shortages. Although the machinery and equipment could be locally fabricated, their production capacity remains at a low level.

The produced soap is among the cheapest in the local market and import quality soaps have got competitive edge in the market. External market may exist in the neighboring Ethiopia and Somalia. It is worth noting that with an adequate marketing survey, Billan soap can be a profitable and sustainable business venture for Havoyoco.

None of the businesses supported by Havoyoco for women graduates are now operational, and have been closed after almost a year from its start up. The evaluator has managed to interview five women among the beneficiaries to enquire about the reasons for closing their businesses.

The interviewed women group stated that they had established a grocery shop, which made a net profit of about US\$ 80 per month. The girls have been in business for about a year and have earned a total net profit of US\$ 540. After this, three out of the five have opted to make their own living and abandoned the enterprise. The net profit for the time was then distributed to the five members, each for US\$100.

The majority of vocational training graduates were expected to obtain employment opportunities by their own means, in the government, other organizations or in self-employment. However, there are no records to show the numbers and occupations they are engaged in now.

5.3. Health

RSCO 2.1: Marginalised groups, pastoralist families and families affected by conflict will have access to water and basic health care.

Only three initiatives (CLHE, Havoyoco, and GDA) are covered under this strategic change objective.

5.3.1. Planned outputs and outcomes

The health project of CLHE started in 1995 with a focus on addressing rural health problems facing returnees and displaced communities from Burao, the regional capital of Togdheer region. The project involves activities in the area of preventive health, hygiene and environmental sanitation and awareness raising. CLHE's health project aims at improving health care for mothers and children as well as developing staff capacities to handle safe motherhood practices in the six MCH centres in Go'da Weine, Sheikh, Sabawanag, Mandhera, Faraweine and Balli-Cabbane. The support package includes training of health staffs, TBAs, CHWs and health committees. The support package to MCH centres included training of health staff and community health committees on self-financing schemes and health management systems recently introduced by the government of Somaliland.

The main expected outputs of Havoyoco's HIV/AIDS Awareness Raising Project are training of young women and men as peer educators so that, after the training, they are able to train other groups and communities on HIV/AIDS and other Sexually Transmitted Infections (STIs), sexual reproduction, counseling, youth friendly services, family planning, Voluntary Counseling and Testing (VCT), gender and development, and community participation. The peer educators have at least one female and one male educator.

5.3.2. Contribution to practice changes

The following practices have changes as a result of the counterparts' interventions:

- *More rural women and children use existing health services*

CLHE reported to have made significant contributions to changes in practice in terms of increased accessibility and use of health services by target communities in particular mothers and children. CLHE staff members believe to have made significant contributions in terms of number of women and children using the health services provided through CLHE in four target districts in Hargeisa and Sahil regions.

A Focus Group Discussion held with Go'da Weyn MCH staff, which CLHE supported, provided the following information:

CLHE provided partial equipment for the MCH, especially for a Safe Motherhood unit. CLHE trained the MCH staff, which includes 10 TBAs (2 within the centre, 8 from surrounding villages). CLHE has also supported the referral system to Hargeisa and Berbera Hospitals and procured 30% of the costs of drugs. Drugs are being supplied on a cost recovery basis, with the 1st stock still on-shelf. CLHE has organized FGM and HIV/AIDS awareness-raising sessions all over the villages and surrounding areas. As a result, the staff acknowledged that people's attitude and knowledge on FGM and HIV/AIDS have changed over time as a result of extensive awareness-raising campaigns by CLHE teams during 2004-2006.

Basic data for the Go'da weyn MCH and its coverage collected from the MCH registers; Estimations for the population served by the MCH in this village are:

Population served in the coverage area within districts (estimated): 2600

Women population served in the coverage area: (estimated at 56%): 1355

Number of women in reproductive age living in the coverage area (estimated at 67%): 850

Reviewing and analyzing MCH data, from the register for the last nine months revealed that:

Maternal Mortality: 0

Child mortality: 3

Major cause child mortality: diarrhea

25% of the pregnant mothers made 1st and 2nd ANC (Ante-Natal Care) visits,

Less than 5% of the target women have attained 3rd ANC visit,

The data was being regularly reported to the Ministry of Health in Hargeisa

- *Enhanced capacity of Havayoco in HIV/AIDS and attitude change in youth towards HIV/AIDS*

Havoyoco believes its institutional capacity has improved for consolidating its fight against HIV/AIDS in Somaliland through its awareness-raising campaign to reach a target of 99% in the number of people who have heard about and talk on HIV/AIDS in urban areas where Havoyoco works. Havoyoco is the only national NGO that is a member of the National Technical Committee on HIV/AIDS.

The counterpart believes that a considerable number of youth in ages between 15 to 21 living in Hargeisa and Burao have changed their attitude and practices and are taking preventive measures to protect themselves from HIV/AIDS. The number of groups, NGOs and government officials talking on the need to combat the spread of HIV/AIDS in Somaliland is increasing during the last several years mainly due to awareness-raising programmes undertaken by Havoyoco and other similar organizations. Counterparts' staff indicated that they had gained adequate technical and human capacities as well as better institutional capacities to stop and reverse the spread of HIV/AIDS in Somaliland.

5.3.3. Contribution to policy changes

- *Development of relevant health policy in HIV/AIDS and FGM*

Counterparts advocated and lobbied for the development of relevant health policies such as on HIV/AIDS, eradication of FGM/FGC, etc. CLHE organized and facilitated coordination meetings and supports Somaliland government line ministries to improve public expenditure on health, giving more attention for the needs of the poor and their priority for basic health services. With respect to specific policy changes, CLHE made contributions to improved policies in the management of health facilities; improved recognition by policy makers for eradication of hazardous health issues facing women and girls: FGM policy is currently under

development by the Ministry for Family Affairs in collaboration with CLHE and other stakeholders; national policies on HIV/AIDS, which is currently under review by the National Commission for Combating HIV/AIDS.

- *Official recognition HIV/AIDS*

Few years back, the public considered it a taboo talking about HIV/AIDS in Somaliland. However, the awareness created by Havoyoco and other similar organizations has put the HIV/AIDS issues on the top of the public agenda. The government of Somaliland has recently established a National HIV/AIDS Commission for formulating national policies and plans as well as coordination and information sharing for the HIV/AIDS programmes. There are also other local and international organisations and networks dealing with HIV/AIDS, including SAHAN Somaliland HIV/AIDS Networks.

5.3.4. Contribution to impact

- *Improved health services for pregnant women*

The health project of CLHE improved health services for pregnant women, mothers and children. It also developed staff skills on safe motherhood practices in six target districts. Given the low levels of health services for rural communities in Somaliland, statistics available at relevant MCH centres show that morbidity and mortality rates of mothers and children has declined over a considerable period of 24 months as a result of improved infrastructure, rural health services as well as extensive awareness raising campaigns undertaken by CLHE staff in all six target locations.

- *Increased level of knowledge among the youth groups and communities on HIV/AIDS*

The major effect of the Havoyoco project was the increased level of knowledge among youth groups and communities on HIV/AIDS, its principle causes, and transmission and prevention process. The HIV/AIDS awareness raising project contributed to an increase in the number of young people with basic understanding and knowledge on HIV/AIDS in Hargeisa and Burao towns in Somaliland. The HIV/AIDS prevalence in Somaliland is on the increase, i.e. in 1999 the prevalence rate was 0.8% and it had jumped to 1.4% in 2004. Havoyoco project staff believes that an increased number of people, groups and communities have heard and talk about the need to stop or reverse the spread of HIV/AIDS in Hargeisa and other similar towns. However, there are no systematic knowledge and attitude (KAP) studies or surveys conducted in Somaliland during the last two years.

HIV/AIDS and circus projects are two projects, which are combined together, and work mainly with community peer educators and the circus teams to create public awareness and education to the young people on HIV/AIDS prevention, transmission and reproductive health. However, Havoyoco believes that they are now in a better position in terms of staff and institutional capacities to join with other national and international partners on the fight against the increase of number of people living with HIV/AIDS in Somaliland.

5.4. Education

RSCO 2.2.1: *By 2004, children of marginalized groups, particularly girls, will have increased access to adequate and appropriate basic education.*

RSCO 2.2.2: *Adults in poverty, especially women, will have improved access to basic education.*

The assessment of the contribution to the results achieved is done through the analysis of the five major members of the SEPROG network (Somali Education Promotion Group: CLHE, GEPCD, TASS, FPENS, SAACID), HIRDA and HR.

5.4.1. Planned output and outcomes

Major interventions in the education sector concern three types of programmes.

The first type is the girls' education programme composed of 5 sub-programmes each implemented by a SEPROG member, independently. With the exception of FPENS, which focuses purely on formal education, all other members are engaged in both formal and non-formal education. Geographically, the programme covers Somaliland, Puntland and South-Central, and the budget allocations are made on the basis of the following percentages: 31%, 33% and 36%, respectively. The beneficiaries of the girls' scholarships are identified and managed, mostly, by schools supervised by SEPROG members. Candlelight sent the first lot of students to the Somaliland Teachers College in 2003, but currently collaborates with the two universities in Hargeisa and Burao. The total number of female teachers who completed their two-year training is 120, but they are now being trained with the Hargeisa University. While FPENS and SAACID opted to establish their own teachers training centres, TASS and GEPCD have only in-service training programmes.

The second type supported by CLHE and GEPCD is the provision of second chance education (non-formal) education to teenage girls and women in reading, writing and counting. They are also lectured in other relevant subjects (primary health, including FGM, HIV/AIDS, peace building and conflict resolution, human rights and gender analysis, nutrition, environmental issues and resource management skills) to improve their educational background and their life skills. The programme encompasses also, in addition to literacy and numeracy education, activities that include upgrading of literacy, post-literacy skills, simple book-keeping and skill training on tailoring, tie & dye, food preparation and nutrition etc.

The third type is the Pastoral Youth Leadership – PYL – Programme with the main purpose to provide access to non-formal education to pastoral and rural youth; particularly girls aged 6-17 years mostly from poor pastoral families. The PYL project provides community-based non-formal education services, which encourages participatory learning of both students and teachers, and which views the classroom as a place for transfer of knowledge among students, from students to teachers, and teachers to students. This approach stands in stark contrast to the traditional style of teaching in formal schools, in such a way that the curriculum is organized more toward the pastoral life of students, focuses on participatory methodologies of learning and practical demonstration as well as case studies and research on pastoral livelihood systems. The curriculum is also used in some formal schools in collaboration with formal school teachers and headmasters. The learning is further made relevant to the community through the youth participants working in partnership with local women and youth CBOs identifying and undertaking small projects related to the PYUL curriculum.

5.4.2. Contribution to policy change

- *Sensitive education policy to girls and women' education*

The CLHE education project has contributed to policy changes with respect to increasing access to adequate and appropriate basic education, especially for girls, nomadic and minority children and adults in rural and pastoral areas of Somaliland. It has contributed to improved communities' rights and competency in the management of education facilities and improved recognition for the specific needs of women and girls in basic education and skills training.

GEPCD and TASS had significant input in the formulation of Puntland Education Policy Paper, and CLHE in the Education policy for Somaliland. The two policy papers are now forming the working document of the Ministries of Education of Puntland administration and of Somaliland. In Puntland, on the basis of the general provision of the paper the government has added 200 teachers to its civil service payroll from mid 2005 which constitute the first step of direct funding of the education services from government budget. The Ministry of Education and civil society groups are now exerting growing pressure on the administration to allocate a minimum of 5% of government budget for the education²².

²² Source: discussion with the deputy \minister of Education of Punland Administration

The PYL project contributed to improved recognition by the public authorities of local communities' rights and competency in the management of education facilities as well as the specific needs of women and girls in education. The PYL curriculum centres on four core courses: community leadership development, human health, animal health, and natural resource management.

- *Integration of gender issues (HIV/AIDS) in school curricula*

The schools run by GECPD are pioneers in Puntland in the integration of subjects related to gender issues, and the preservation and regeneration of the environment in the national primary school and second chance (non-formal) curricula. These complementary subjects include FGM problems, HIV/AIDS, women and child rights, VAW, peace-building, nutrition, hygiene and sanitation, environment, etc.

5.4.3. Contribution to practice change

- *Change in parents' attitude with regards to schooling*

Parents are increasingly sending their children to school (boys and girls) in the areas of interventions of counterparts involved in education. This can be illustrated in the experience of HIRDA. The student population in the HIRDA schools in Bardere is now totaling more than 1400 students. About 45% of the students are female and this clearly shows the strengths of the Association's policy towards reducing gender disparity in schools. As the progress report mentioned, this is the result of the intensive community awareness raising campaigns launched by HIRDA. The campaigns encouraged parents to give their children, both sons and daughters, equal chances in education. To mobilize resources to help poor parents who could not afford to pay school fees, the Association advocated for the students from destitute families and as a result of this, support received from people in Diaspora to sponsor poor students with the focus on female pupils. On the other hand, to actively involve the community in educational projects, the organization formed a community level education committee and this was an effective strategic choice which makes the community to feel sense of ownership.

Horn Relief's Pastoral Education Project has contributed to increased value attached to education in particular for women and girls living in pastoral communities. There are significant trends of change in the attitude and practices of communities and parents towards education and acceleration of equal opportunities provided to both boys and girls in all PYL target coverage areas.

There are positive trends towards education for especially young girls and women groups in all target villages. All the PYL centres currently have limited capacity for the number of young girls and boys seeking to enroll in terms of rooms, animators, learning and teaching aids, etc.

- *Positive attitude of parents for girls' education*

Change of attitude especially from women is noticeable. Girls are overwhelmed by domestic chores. They are engaged in different tasks at home, after school, and some have the additional responsibility of taking care of family petty trading. This is impacting on the education achievements of those in schools. The attitude of parents has changed and they have realized the benefits of educating their daughters. Parents and community education committees are working to make changes. Some of these changes can be observed, for example in IDP camps, in Galkaio, where mothers increasingly send their daughters to school. Though a school was opened at the camp, mothers insisted that they would send the girls to the centre because they believed the quality of education was better there. They suggested they have the adult education at the camp. Things have changed: some years back, mothers would agree to send their girls to school but only few would act. Also, now some fathers come with their daughters to school, particularly those in grade 7-8 because they worry about their security, since most of the mothers are engaged in small business in the market.

- *Positive attitude towards the employment of female teachers in Somaliland*

The interventions of CLHE have improved the employment practices in favor of women. The Somaliland Ministry of Education accepted to increase the number of female teachers for primary and secondary schools in Somaliland, based on the request of the counterpart. Counterparts believe to have made significant contributions in increasing attitudes toward women employment as well as acceptance of women in new jobs in Somaliland. The majority of female teachers trained are being employed with the Ministry of Education as primary school teachers.

- *Recruitment of female teachers is problematic in South-Central*

With the support of SAACID, job opportunities have been created and a number of female teachers got employed. With Dhaqator School which opened recently, SAACID's management gave chances to female teachers. Credit loans given to low-income women under the IAS project were conditioned to sending at least one of their children to Dhaqator School; thus fees coming from this way were allocated to pay the salaries of female teachers. But, while 100% of those who graduated from the Candlelight project were recruited by the Somaliland Ministry of Education, only a combined 31% of those trained by FPENS and SAACID had found jobs at all. In particular, it is noticeable that the recruitment of female teachers is problematic in the FPENS system, which is the largest educational institution in the country, and supposedly with the highest demand for female teachers. Also, the programme has not attempted to establish formal links with Female Teachers Associations that were formed following the completion of training courses. Furthermore, the drop-out rates of the enrolled trainees is very high, and has not been tackled properly.

5.4.4. Contribution to impact

- *Increased enrolment of girls and women in basic and non formal education in the areas of interventions of counterparts involved in education*

The education project (SEPROG) contributed to increase the enrolment of girls in basic education as shown in the attendance and success rates of all the education centres supported by counterparts. The project increased education participation in non-formal systems in particular for women and girls. It significantly lowered the high level of illiteracy among women, which substantially contributes to the overall improvement of the women's social status in society. Awareness raising on education has been discovered pivotal in reducing the factors (cultural, social, and religious) that cause a set-back to girl-child education. Through education or acquisition of appropriate skills, girls and women could be raised to a level whereby they can play a prominent role in society and be freed from the illiteracy and poverty that made them vulnerable and handicapped.

For instance, GECPD programs have also contributed to the narrowing of enrolment gaps between girls and boys in primary education sector. The enrolment of girls increased from 10,943 to 19,461 pupils from 2001/2 to 2004/5 school years; against the boy's enrolment increase of 20,087 to 27,134 during the same period. In percentage terms the enrolment of girls increased 78% compared to 35% of the boys in four years time. Primary education survey figures suggest that female enrolment account 41% of the total enrolment in 2004/5 compared to a 35 % ration in 2001/2. In other words the enrolment gaps between boys and girls narrowed six points in four years in favor of the girls. The continuation of such trend might result into gender-based equality to education access that will impact, in long run, into the prevalence of the social justice. Another important impact is that the enrolment of girls in primary education in Puntland moved from the level of 36% of the total enrolment in 2001/2002 to 41% in 2004/05 which reflects a tendency of progressive reduction of the enrolment gap of the girls over the boys with five points.

- *Girl's education programme within the education sector*

In the period 2000-2006, SEPROG has provided scholarships for primary education for a total of about 1,000 girls from poor families. In the academic year of 2004/2005, there were a total of about 348,000 pupils enrolled in primary schools in the different parts of Somalia/Somaliland,

of which about 125,000 were girls (36%). With its 940 scholarships, the SEPROG programme contributes only 0.75% of the total girls' enrolment. It is interesting to compare SEPROG's contribution to that of FPENS, which is by itself an education network, though a member of the programme. In the year 2005/2006, FPENS had a total of 90,000 students in the schools run by its members. Thirteen of these schools were managing the 300 girls' scholarships granted under the SEPROG programme. During this evaluation mission, 11 of these schools have reported to have in place a policy of waiving school fee payment for poor pupils. In the academic year 2006/2007, this policy has allowed a total of about 400 girls to attend FPENS schools free of charge. This would constitute almost 43% of the total girls' scholarships that are offered by Oxfam Novib under the SEPROG programme; and about 130% of the SEPROG scholarship allocations to FPENS.

- *Female teacher as a strategy*

The female teachers training component has failed to produce the desired result of an increased number of female teachers in the education system. In addition, no mechanisms have been put in place to monitor the effect of those female teachers recruited through the programme on the retention of girls in schools. There is a high number of trainees dropping out of the teachers' training program. The premises on which female teachers training component was built was that lack of these teachers was contributing to the high drop-out rates of girls, and that trained female teachers would improve retention of girls in primary education. Through specific training centres established by SEPROG members and arrangements made with existing education institutions, the programme has managed to train a total of 313 female teachers who have graduated from 2-year pre-service training programmes. The most striking fact about this training is that, although 31% of the annual budget is dedicated to this component, a limited number of these graduates have actually found employment within existing education institutions.

- *Increased availability, accessibility and adaptability of relevant education services*

The education projects made significant impact on increasing availability, accessibility and adaptability of relevant education services to the needs of target groups, taking into account the particular needs of boys and girls.

The Burao Vocational Training Centre made a significant contribution in improving access to relevant education and skills training opportunities to school aged boys and girls in Burao town. The BVTC started in 1998, at a time when the entire population had returned to the town after 2 years of civil strife that devastated the town and forced the whole population into displacement. The Centre was, therefore, for some time the only place where the returning youth could obtain education and training opportunities. The BVT centre has played an important role in building confidence of people in peaceful resettlement and reintegration of the different clans living in Burao.

Oxfam Novib financial support was mainly utilized for the secondary education within the BVTC, which is one of the most preferred secondary schools in Burao. The centre earned good reputation among the students in Burao mainly through its higher quality of curricula, adequate teaching staffs and available additional courses offered to student while studying in the secondary. Specially attracted by the students are the English and computer classes offered in the centre.

- *Contribution to the reduction of women illiteracy but challenges still ahead...*

GECPD contributed to the reduction of women illiteracy in Mudug region. About 3000 women and young girls had access to various education centres managed by the organization that have provided non-formal and adult education programs. Through the literacy education, women could access for the first time the world of the written and printed information. Reading, writing and counting with pen, freed the woman from resorting to someone else to read, write and count for her. The learning of marketable skills has also enhanced the economic status of these women which positively impacted on the livelihood of respective household members.

Challenges are related to the quality of the programme as it does not strictly follow the existing UNICEF-developed Non-Formal Education (NFE) approach, which provides appropriate curricula, teaching material and teacher training opportunities. After almost six years of implementation, the programme has not yet systematically addressed the needs of those girls who have missed primary education opportunities. Only Candlelight and GECPD have second-chance education for girls, who together have a total number of about 1,200 students that are expected to join the formal education. The SEPROG non-formal component of the programme is geared, mainly, towards literacy and numeracy courses of short durations, with some skills training.

- *Effective community participation in education*

Horn Relief played a great role in sensitizing and mobilizing communities in six towns and villages of eastern Sanaag in order to increase opportunities for education services by poor and destitute children and youth groups living in these target centres. The PYL centres established in these six locations have positive impact on increasing the availability, accessibility and adaptability of basic education services to young girls and illiterate women groups utilizing a grass-roots community participation approach.

The PYL project had significant impact on the level of cooperation among the community groups such as students, women groups and other stakeholders. The children and youth groups enrolled in the six centres have been taught relevant knowledge and practical skills on various aspects including natural resource management, community works and leadership, human and animal health, in addition to relevant formal subjects such as mathematics, religion, science and languages.

The PYL project has made a significant impact on increasing accessibility and acceptability of equal education opportunities with a strong focus on the particular needs of boys and girls in pastoral communities. The PYL associations provide different forums where traditional structures for governance and resource management can be reinforced and supported. At the moment, twelve pastoral youth leadership centres and schools have been established on self-sustainable basis, which are functioning under the PYL program. This could be a point for further collaboration and partnership amongst other community groups. HR took the lead on addressing pastoral needs and their livelihood development, based on community participatory approaches.

HR staff confirmed that although the initial strategy for the PYL programme was to provide pastoral children with easily accessible and adaptable learning opportunities, this strategy had to be dropped out of the PYL project activities for the last five years. Rather the PYL strategies were confined to rural children including former pastoral children now living in rural centres with their destitute families, who have been badly affected by the 4 years of consecutive drought in the region. Though the majority of the local women organizations have developed basic institutional and technical competencies to fully manage the PYL centres, HR has not yet developed clear exit strategies with respective communities.

HR has made an attempt to explore possibilities for forging a link of the PYL programme with pastoral youths in other districts and villages with the aim of providing pastoral youth access to the skills and knowledge offered at the PYL centres.

Local women organizations met during the evaluation indicated their willingness to take-over the PYL centres within their locations. These supported local women organizations are now involved in serving community development needs, peace promotion, conflict resolutions, and contributing to expanding essential community services in human and animal health within their towns and villages.

5.5. Emergency Aid

RSCO 3.1: People in the region who are suffering as a direct result of complex humanitarian emergencies will receive timely, adequate and equitable aid and assistance. Effective disaster preparedness and capacity-building are a pre-requisite

The interventions are of many categories following the triple disaster principle (targeting groups of victims of the triple chock mainly drought, floods and tsunami) and involve several counterparts. The present findings only concern major and innovative humanitarian interventions through the specific experiences of Horn Relief, Havoyoco, HARDO, CED, ASAL, RMC0, and SRDO.

Horn Relief's Emergency Drought Relief and Vulnerability Reduction encompass a series of activities supported by cash for work approach. Targeted micro-projects address the root causes of environmental degradation and food insecurity. By paying community members to implement the projects, these programs serve as a vehicle for providing cash to households facing drought-induced humanitarian emergencies, a resource that they can then use toward their most pressing needs. The work itself includes rehabilitation of the natural environment on which the pastoralist depends, including rangelands for grazing, and tree planting to reduce soil erosion and desertification.

In terms of Tsunami Response an innovative intervention is the Immediate Livelihood Recovery and Vulnerability Reduction implemented by Horn Relief. The project uses cash for work methodology to undertake road repair and environmental rehabilitation on major and minor gullies in strategically selected sites. Construction and repair of roads and the coastal environment supports the fishing industry and increases the self-reliance of fishing traders, and therefore of coastal communities generally.

Other Tsunami responses assessed concern the Emergency Water Rehabilitation, fishery and education initiatives of CED, ASAL, and SRDO. These projects provided adequate, reliable and safe water for household and livestock needs through the rehabilitation and drilling of boreholes for pastoral communities. The project promoted effective rangeland management by reducing the density of livestock and humans around water resources, and by establishing and training Village Water Committees to manage water facilities following construction and training. Other projects targeted fishing communities hit by tsunami tidal waves that struck Horn of African coastal areas, through the provision of fishing equipments, materials and trainings. Initiatives also concern the provision of emergency food relief, seeds and farming tools, agricultural extension trainings and rehabilitation of hand dug wells and rehabilitation of classrooms.

5.5.1. Planned outputs and outcomes

Horn Relief has been involved in the implementation of a series of emergency cash-based interventions with Oxfam Novib's financial support. The first of these interventions, the ECRP was undertaken in 2003 and aimed at protecting livelihoods of vulnerable households affected by series of droughts among pastoral communities living in eastern Sanaag and Sool regions. The Cash Relief Programme was designed to increase the purchasing power of target households in order to meet essential livelihood needs in the short term, while at the same time undertaking rehabilitation of community-based project initiatives, which have a direct effect on reducing pastoral households' vulnerability to future or continued drought scenarios.

HARDO implemented emergency projects with four objectives mainly the reduction of food insecurity, the reduction of cattle mortality, the improvement of market and water accessibility in Hiran region. The strategies include food distribution, provision of veterinary supplies, road rehabilitation and the rehabilitation of existing water catchments.

Since its inception, CED has undertaken various emergency relief and rehabilitation projects in seven regions in south-central Somalia. Under the main projects implemented by CED and funded by Oxfam- Novib are mainly the Integrated Tsunami Rehabilitation projects (1st & 2nd phases), support to fishermen, school rehabilitation and digging water wells, the Drought relief & rehabilitation project and the Flood Response Project.

The targeted beneficiaries are diverse in sectors engaged; the main targeted beneficiaries include fishing communities who lost their resources during the tsunami tidal waves, small scale farmers affected by droughts, pastoral communities displaced by drought, residents in small remote towns where basic education remains either unaffordable or unavailable, and impoverished girl children in these areas amongst others. CED always targets the most vulnerable people to meet their rights to basic needs.

RMCO is the only organization involved in the rehabilitation of the coastal environment and this makes its project a unique one. The project's objective is to contribute to the improvement of the marine environment and the surrounding ecosystem so as to enhance the capacity of the environment to support human needs including the creation of conditions for the provision of food and income security.

SRDO's experience is related to an integrative project with the objective to recover economic security and the livelihoods of the vulnerable tsunami-affected fishing communities of the target district, improving their basic services such as water and schools, and provide them with the tools to re-establish their income source.

ASAL's initiative has tried to address simultaneously underlining problems i.e. depletion of forest resources, inaccessibility between the production sites, and poor sanitation, while at the same time the project aimed to assist the inhabitants of the project area to recover from the impacts of the triple disaster. In order to meet its objectives, the project aimed to engage target communities in rehabilitating selected sections of degraded grazing lands.

5.5.2. Application of the principles of the Code of Conduct for the International Red Cross and Red Crescent Movement and NGO's in Disaster Relief

- *Timeliness of interventions*

The timeliness of the counterparts' emergency interventions was relatively reasonable taking into considerations the late recognition on the intensity of the drought situation and the need to make sure coordinated inter-agency assessments and responses. The period between HR project formulation and the cash distribution took three months. This was possible due to the concerted coordination efforts of the main humanitarian coordinators including UN, OCHA and FSAU and the confidence given by the donors – including Oxfam Novib.

Another timely response is illustrated through CED's immediate intervention soon after the assessment of the gravity of the situation. The assessment of the magnitude of the problem was done from December 23, 2004 to January 4, 2005. Oxfam Novib approved the integrated tsunami project for one year started from 1st August 2005 up to 31st July 2006.

However, communities stated that they were long affected by slow-onset drought and widely believed that the humanitarian response by HR and other agencies came very late. Community committees interviewed during the evaluation stated that drought had been evident over a period of 2 years before the international agencies alerted on the threatening livelihood situation without any responses. Due to the high magnitude of the drought, destitution of pastoralists had been widespread in all HR target districts and villages sometimes with complete loss of livelihood asset base.

- *Sound targeting mechanisms but often bias*

The selection of target households of HR was done through (1) formulating village selection criteria (2) establishing clan-based individual targeting (3) village relief committees to take responsibility in the selection process. The criteria were found appropriate although there were claims of a serious bias towards certain clan and tribal concentrated areas within HR target interventions in Sool and Sanaag regions. Both mechanisms for targeting (village-based or clan-based) had worked well after selection of specific villages had been made.

- *Gender balance and minority targeting is pursued in some cases*

The Emergency Cash Relief projects (ECRP) of HR had intended to ensure gender balance in targeting; about 47% of the beneficiaries were women while 53% were men. This contributed to an effective and sensible use of the cash grant, minimising any cash misappropriation by men.

To increase the female beneficiaries, one of the criteria set for workers' selection was all female household heads should be taken. The specific experience of HARDO is illustrative in the respect that aged male household heads, which were not capable to carry out the job, sent either their wives or daughters in their places. Thus, this strategically has enhanced the number of female participants in the project. The counterpart has convinced the community elders to accept the affirmative action set for the project and according to the CEO, from that day on, the women groups in the area were struggling for the quota given to them in the project. The top management acknowledged that the proposal attracted the attention of Oxfam Novib because of the participation of the marginalized communities, and their problem was clearly defined in the project document. In turn, HARDO selected Togore village to be one of the 15 targeted villages. More than 90% of the inhabitants of Togore are minorities whose life depends on hunting and farming and to avoid an expected misappropriation of the project resources, the implementing agency allocated quotas to the other minority communities living in the other villages as well. Importantly, HARDO also advocated for these marginalized communities in its operational areas to get definite quotas from the peer organizations and it has succeeded to convince some of them such as CARE Somalia to apply the same policy.

- *Effective community participation*

During the core country evaluation process, the beneficiaries were collaborative and enthusiastic to describe the kind of support they have received and how it is maintained. Beneficiaries participate both in the management through the different committees and as workers in the cash-for-work. All the labour is at local level.

One example is the water management committee which was formed by HARDO for each rehabilitated water-catchments. This management committee (composed of 5 to 7 persons of which one was a female member) received capacity-building for water management and sustainability of the catchments. The committee controls daily operations of the water-catchments and takes care of its maintenance and sustainability. Normally 2 to 3 local residents receive an employment opportunity from each water-catchment, as water supplier, engine manager and watchman. These employees are being paid from the money from the pastoralists who collect water for themselves and for their livestock; the water catchments employees came from the water management committee. Charges collected from water distribution are used for the costs of running the catchments and the remaining is kept for saving for possible repairs at any time.

Another example is that coordination committees were in place, which are composed of local authorities and elders from affected communities. This can be illustrated through the experience of CED staff which worked jointly in the realization of the mission. The composition of the committee is 27 members from three implemented projects. Each committee consists of three sub-committees consisting of three persons each.

The Projects Security Subcommittee is to help the implementation process of the projects in its areas through provisions and guaranteeing of security in order to ensure the safety of project staff and assets. The subcommittee members are appointed from local authorities.

The Projects Monitoring Subcommittee's role is to follow up the implementation activities and make sure that the project implementation process is in line with planned activities. The subcommittee is appointed from CED programme staff consisting of two field officers and one community elder.

The Projects Maintenance Subcommittee is to collaborate with CED staff and local authorities during the implementation process. In addition, this subcommittee takes over the project outputs from CED after its phase-out. The responsibilities of the subcommittee also include the regular maintenance and sustainability of the project. These members of this subcommittee are appointed from community elders, women groups and amongst others.

- *An experience of effective coordination (The NGO consortium in emergency response)* Oxfam-GB, NPA and Horn Relief agreed for the first time to form an NGO Consortium in January 2005 in responding to drought emergency situations in Togdheer, Sool and Sanaag regions in Somaliland. The consortium was established in order to organize a joint emergency humanitarian response to the drought and establish common humanitarian standards that ensure effective coordination, clear targeting in terms of selecting both geographic and village coverage during the implementation as well as delegation of field levels responsibilities among the consortium members in the form of a Memorandum of Understanding. The consortium response to drought has selected cash-for-work and cash relief to targeted households to enable them to meet their immediate survival needs. Important among the agreed issues were common targeting mechanisms, food and cash relief distribution, and rehabilitation of the degraded rangelands. The work norms for the micro-projects were also consistent across the consortium. The consortium members undertook field level intervention in different geographical areas over six months - January to June 2005.

The consortium partners also agreed to adhere to using common formats and guidelines in targeting beneficiaries, documentation for cash delivery and payments records, agreements, registration, equipment inventory, time sheets, and monitoring forms as well as operational and implementation activities at specific project sites.

The NGO Consortium made possible an effective and timely response to protect lives and livelihood assets of the people affected by the drought. It also achieved a high level of coordination at both field as well as regional levels. However, the Somaliland government and several agencies based in Hargeisa have not been properly informed on the HR ECRP in Sool and Sanaag regions. There was a complaint from Somaliland government officials and some local organisations that the overall targeting made by Horn Relief emergency interventions in Sanaag and Sool regions was coordinated through Puntland regional authorities, which resulted in confusion in the implementation of cash relief and cash for work projects. HR staff admitted the limited coordination with Somaliland government and acknowledged the need to further improve collaboration with Somaliland Government.

- *Respect for culture and custom*

The counterparts have not imposed harmful practices to culture and custom, rather promoted skills which are beneficial to communities. Most of the counterparts involved in the region are part of the community with which they share the same values and cultural codes. Support to the most affected families whose breadwinners died or injured and those who totally lost all their properties is easily accepted by communities. There was no communication barrier as the organization and beneficiaries communicate in the same language and respect the custom of the inhabitants. Trainers came from the inhabitants, speak the same language and are familiar with their customs.

- *Capacity-building at local level but not enough to ensure sustainability*

Organizations consulted with the communities and local administration before the intervention of the project activities. The committees which are formed combined traditional community constituents, local authority members, and field staff. Training is provided to all members to be able to play an active role in the implementation and monitoring of the projects.

In general, the capacities of the committees were found inadequate as the majority of them had already ceased right after the emergency interventions. Regarding their overall performance, given the limited available time for preparation, most of them performed quite well during the intervention.

- *Accountability to beneficiaries and donors*

This is illustrated through the specific experience of CED. The counterpart for instance established a committee that oversees the whole process of the project activities and controlling the quality of the project inputs. Distribution of the equipment allocated to the associations was done openly and the hand-over process was done by CED in the presence of the local authority. CED maintained a reliable reporting system.

The transparency of food distribution eliminated bad habits and misuse; food distribution criteria are established in collaboration with community representatives and other stakeholders and the distribution activities were carried out in transparent manners in the presence of all community representatives, authorities and beneficiaries in every location.

- *Steps towards sustainability in terms of reduction of future vulnerabilities*

Each component of projects implemented by CED has its own committee selected by the community and committed to pay effort to secure the sustainability of the concerned component. A number of these committees met during the assessment, mentioned that they are dedicated to work toward the sustainability of their respective projects and the wellbeing of their society in particular. Communities agreed to signal and to share early warning information and regularly follow weather forecast reports to take precaution measures. They also recognized the need to have savings for the safety of the community.

The specific experience of SRDO is a very positive one in terms of sustainability of the different components of the programme. For instance, the education committee is responsible to collect teachers' salaries and school maintenance funds from the community and the people from the Diaspora. For water wells, it had been agreed to charge consumers with a small amount of money to cover maintenance of the water-wells. For the fishing sector, a system of revolving funds is put in place; beneficiaries pay back 15% of the boat and engine market cost in two equal installments for six months periods. These revolving funds are used for the maintenance of the fishing equipment; the buying of extra equipment and for other development issues like trainings.

- *Positive image in external communication*

The outbreak of the tsunami was a global disaster and international assistance became essential. Victims were asking for help through both national and international media; and what they were asking was not to spoon feed but rather a support to stand on their feet and start again fishing activity.

Fishing was the main activity and the main source of income of the affected communities in Somalia. The affected people were in dilemma as some of them suspected the use made of their photos at the beginning. At the end, they understood that it was necessary to present the reality and they welcomed the image depicted.

5.5.3. Contribution to practice changes

- *Community participation in interventions*

One of the most important practice changes induced by humanitarian interventions is related to the involvement of the grass-root community in the project stages, from assessment to implementation. Previously most NGOs used to send experts to the field to conduct needs assessment and the organizations developed projects on the basis of the outcome of the assessment. Many organizations value the importance of community participation for the achievement of the objectives.

Through relying on publicly elected Village Relief Committees to play a key role in identifying the beneficiaries, identifying the micro-projects, and mediating conflicts throughout project implementation, Horn Relief took specific steps to promote community participation and ownership of its relief interventions. In addition, the use of cash for relief empowered beneficiaries, in that it enabled the beneficiaries to prioritize their needs, according to the external evaluations conducted.

- *Improvement in fishing practices with new gender role in fishing*

With the acquisition of fishing equipment of 76 new Yamaha motorized Boats (medium size) with 435 fishing gear from CED, the tsunami victims, the fishing community has improved and changed their fishing practice so they could easily cover their family needs. Training provided to the target beneficiaries increased their daily catches.

Fishermen/women are practicing modern fishing techniques received from the training sessions with a specific gender labor division. Women are busy with repairing and making nets/ropes while men are applying the fishing skills to their occupations. Targeted fishermen became more skilled in diving after the training and gained confidence. Prior to the intervention in fishing, women were not actively engaged in fishing activities particularly in the skilled labor engagement such as net/rope making/repairing and ownerships of fishing boats. Women groups are now co-owners and members in each fishing cooperative received fishing boats and gear, which is a remarkable achievement. Apart from training in net making and repairing, fish processing and fish marketing, women groups gained knowledge and skills in fishing patterns. Approximately 29% of the cooperative members are women. It is for the first time ever that women are considered and become members in fishing cooperatives. The training highlighted safety measures to observe in swimming and diving. Fishermen regularly apply the tactics/techniques learned from modern fishing trainings.

- *Acquired new practices in livestock, agriculture and water control*

The training programme of CED given to the community members in basic animal health led the participants to know how to basically treat the animals and learn much about harmful and useful vet drugs. Livestock herders confessed that they previously used to treat their animals with medicines for human beings such ampiciline capsule and others. But now they have given up such malpractices.

Farmers have improved their storage systems. They use available drums for storage rather than underground holes which they traditionally used to store the farm yields with poor hygienic conditions.

Another important practice change is the adoption of water control skills by some farmers in Habo community in order to protect their plots from floods, introduced by RMCO's project.

5.5.4. Contribution to policy changes

- *Quota for women and marginalized groups*

HARDO gave higher considerations to disadvantaged groups such as minorities and women, allocating quotas to them. For acceptance by the community, the implementing agency convinced the elders in the orientation and mobilization stage to accommodate the marginalized people to equally benefit from the intervention, otherwise the project would not be implemented in the area. According to HARDO's Director, firstly, the elders were very reluctant about the proposal seeing it as an attempt to violate their traditional norms and culture. But after heated

debates, the elders accepted the quotas given to minorities and women groups. As a matter of fact, during the implementation phase, the community realized that participation of disadvantaged groups in the project created an atmosphere of friendship, and marginalized groups have learnt that they have been recognized as respectful community members. Ms Fatuma Mohamed, one of the women leaders in Buqda Aqable, stated that from that day on they have been lobbying to get their quota from projects being implemented in the area.

In its cash based programs, Horn Relief maintains a reserve which is distributed to legitimate beneficiaries that were not included on the list, often people from minority groups, after the completion of the registration process. The VRCs are required to include representatives of minority groups, and key informants (locally recruited staff, religious and traditional elders, and women CBOs) are required to vet the registration lists to ensure that all minority groups are included on the basis of vulnerability.

5.5.5. Contribution to impact

- *Cash relief as quick response with maximum impact on livelihood protection*

Horn Relief's ECRP project made positive contributions to protect lives and livelihood assets of drought affected people, reduced vulnerability of pastoral communities to future droughts and strengthened pastoral livelihood systems. The ECRP was a response to a multi-year drought condition induced by extreme water shortage and environmental degradation, which caused high levels of vulnerability and wide-scale food insecurity among affected pastoral communities living in regions of Sool and Sanaag.

The main contribution of the emergency interventions programmes was the immediate stabilization of the household economic status in the programme area, through the provision of cash relief of 50 US\$ per selected household. This has successfully contributed to the protection of livelihood assets and avoided further destabilization of livelihoods for a limited period of time. Target households were already subject to extreme stress due to continued droughts in the regions for the last three consecutive years.

The effects of cash-based interventions have increased the purchasing power of a relatively large number of local populations. This increased the demand for basic goods and services on the local market, therefore improving business activities in a stagnant local economy. In the meantime, local traders have made reasonable profit margins, which enabled them to offer further credit to pastoralists. Cash was spent towards repaying debt, meeting basic needs, and shared frequently among kinship family members and other social groups.

Cash for work (CFW) was found an efficient method of resource transfer as opposed to free distribution of resources such as cash and food relief distributions. Cash relief benefits more people than other interventions in the shortest time possible with the impacts being felt immediately both at the household and micro-economic levels.

- *Adequate planning and preparation are required for cash relief*

Detailed planning and preparation were, however, crucial to the success of cash-based interventions. Full registration of beneficiaries in advance was very crucial, using established criteria from baseline and verifiable data and information. Social mobilization with the communities and the other stakeholders was found crucial to gain consensus and collaboration on complementary interventions. Risk analysis at the beginning of the project was managed effectively in such a way that key assumptions were taken into consideration. Other important factors were timeliness of interventions in drought prone areas for maximum impact and the participation of implementing agencies in various drought co-ordination forums for networking and co-ordination purposes.

- *The betterment of livestock*

The provision of vet services to the communities contributed to the betterment of livestock conditions. Livestock owners confirmed that the services provided to them improved the animals' health and it also enhanced the production of the animals in terms of milk and ghee.

The targeted different communities, including Tsunami-affected fishing communities, improved their socio-economic conditions. They have adopted modern fishing techniques following six months consecutive trainings which increased production. Consequently, the consumption of the communities has increased.

- *Boost in fish, crop and livestock production and marketing*

The CED project constructed the second part of Merka fish-market which is hygienically suitable for fish processing and sales. This contributed to a considerable increase in fish production and marketing in Merka district.

Agricultural extension training on proper farming was provided to 136 farmers and as result, farmers applied the knowledge gained from training. Farmers have witnessed a significant boost of crop production. The yield per hectare increased from 6 to 9 Quintals. The establishment of the farming cooperatives has changed the farming system and has given them voice to contribute to common issues related to their farming activities. There is a significant reduction of disputes related to farmland and water property rights. Farming cooperatives have put in place consensus rules and regulations. In addition, cooperative members started to help one another with seeds and land preparation during the difficult periods.

An estimated numbers of 7710 pastoralist households in the project target areas of CED received plenty of potable water from pumped water wells, for themselves and their livestock in places not far from their grazing ranges. The committees secured funds from the fees received from the water collection which is later used for maintaining the engine and to assist in other important water-well operations. The availability of abundant water significantly reduced the level of communicable diseases such as diarrhea due to improved family hygienic conditions. New settlements have emerged with the creation of small-scale barter-business. Deserted areas became settlements (villages), as a result of water availability. A number of families settled near the water-wells and established mini-businesses like teashops and kiosks selling different types of commodities including detergent and dry-food like sugar etc.

Drought-affected farmers and pastoralists were supported by HARDO through dry food distribution (532 Metric Tons of rice, maize and vegetable oil). Around 3800 families received such food, which saved them from hunger in time. Subsequently, 40.8 metric tones of seeds of maize, beans and sorghum and 1360 sets of farming hand tools were given to the community and distributed to 1360 farmers (households).

- *The re-establishment of education system*

The community education committees established at the project sites (in four different districts in different regions) by CED have realized the importance of education especially that of the girl child. More parents understand the right to provide education for children without discrimination. The establishment of education systems in areas where there was no functional primary school since the collapse of the state and the strengthening of school facilities in other areas are important achievements. Moreover, the capacity-building workshops provided such as training for the teachers and school committees enhanced school teachers teaching skills and local community representatives' management and contributed to the sustainability of the rehabilitated schools. With the support of community school committees, more parents understood the rights to education for children without discrimination against the girl child. Fundraising mechanisms for education of children from poor families, particularly girls, are put in place.

- *The rehabilitation of the water and environmental resources*

Interventions of counterparts have increased the vegetation cover around soil conservation sites as well as the control of the expansion of gullies in the villages of interventions. The project conducted by ASAL erected 10,383 cubic meters of rock dams and earthen terraces in selected sites around Waiye and Habala-reer villages. Havoyoco rehabilitated a number of community water sources including dams, berkads and shallow wells, as well as soil erosion structures constructed by community beneficiaries under cash-for-work.

Through RMCO's water control schemes and plantation of mangrove trees the vegetation cover around five communities was improved. This included the construction of check dams, soil bunds, water terraces, drop structures, and rock dams, and the establishment of two nurseries and transplantation of 1800 mangrove trees in six sites of the target communities consisting of 4 on the Red Sea (Habo, Dhaga'an, Elayo and Lasqoray), and 2 on the Indian Ocean coast (Gardush and Bender Beila), the plantation of 200 shading trees each of the coastal settlements of Hafun and Gra'ad, both lying on Indian Ocean coast.

- *Contribution of the mobility of people and goods*

The rehabilitation of the feeder road in Baargaal area by ASAL contributed to the movement of goods and people. Such intervention has become beneficial, particularly, for frankincense collectors who now spend less money and time to deliver their harvest as well to take the essential provisions to and from the market.

5.6. Conflict prevention and peace-building²³

RSCO 3.2: *People in the Horn will suffer less from violent conflict, particularly through a strengthened civil society and gender role in building a just peace, and through a significant reduction in arms proliferation.*

The assessment of the result on conflict prevention and peace-building is based on the achievement of the Peace and Human Right Network (PHRN), COGWO and that of individual counterparts like Peace Line, DIJHRO, ISHA and SOYDA. The specific experiences of RMSN have also been examined.

5.6.1. Planned outputs and outcomes

The main activities are about the intensification of peace-building initiatives and the entrenchment of a culture of peaceful co-existence with the objective to facilitate social and political reconciliation amongst communities. Organisations also lobby and advocate for the respect of human rights and good governance in Somalia.

Some of the major planned outcomes are about helping Somali youth understanding the importance of citizenship, the improvement of community interaction, and the Hadrawi Peace March. Another major expected outcome is that traditional leaders and city councilors understand good governance and effective leadership. Other specific outputs concern the lifting of roadblocks and the exchange of prisoners.

In terms of Human Rights, the IDMA (Investigation Documentation Monitoring and Advocacy) projects are expected to investigate and document cases of arbitrary killings, kidnapping, rape

23

"Although Oxfam Novib makes a distinction between Strategic Change Objective 3.2. (conflict prevention and peacebuilding) and 4 (social and political participation, which includes human rights work), many Somali counterparts working on human rights (e.g. monitoring of violations) and women's participation issues have integrated peace building. As the work on human rights and on participation (SCO 4) in Somalia is so closely related to the work on conflict prevention it is in this report also dealt with under SCO 3.2."

and torture resulting in the production of an annual Human Rights Status Report to be presented to the UN Human Rights Council in Geneva, Switzerland.

The peace and human rights component is implemented through peace forum and workshop organized by COGWO with the ultimate objective to collaborate beyond clan line and constructive a common position on cases of women rights violence as the results of the lawlessness situation in the country especially in South Central. Some forums target militia on Disarmament, Demobilization, Reintegration (DDR) strategy and prevention of violence against women.

Another interesting experience is the work of SOYDA-Somaliland in the area of investigation, documenting and monitoring of violations and abuses to children rights. The number of child right abuses and violations that were investigated and documented has increased in Hargeisa, Berbera and Burao. During the project period, SOYDA has investigated and documented 66 cases of children who suffered violations and abuses in Hargeisa and Berbera. Of the 66 violations documented by the monitors, 38 were rape cases. In two of the 38 rape cases, victims were female children under 7 years old. Then 15 were physical injury cases, 9 cases were arbitrary arrests and detentions, and 4 were murder cases.

5.6.2. Contribution to practices changes

- *Improved practices of Human rights' organisations*

Human rights organisations undertook many activities such as: the training of 200 participants on national and international human rights instruments; the celebration of the Somali human rights day on July 22nd, which is the day that Dr. Ismail Jimacle, a human rights defender died, by PHRN and DIJHRO; the production and dissemination of annual human right reports, manuals on the IDHR and pamphlets; all of which have contributed to practice changes.

According to one of the top management, the skills of the DIJHRO staff and volunteers have been improved through the IDMA workshops organized by Oxfam Novib. A standard data collection instrument (IDMA form) has been developed and employed for investigation, documentation and monitoring of human rights abuses. The IDMA form developed by the project is more detailed than previous forms used by individual human rights organizations. The new form is an adaptation of the form used by international and national human rights organizations to suit the Somali situation.

The project run by DIJHRO has contributed to improved institutional, technical and human resource capacities related to child rights protection. A Human Rights Documentation System (HURIDOCs) was established as an institutional mechanism for documentation, investigation and monitoring of child rights violations. A legal framework was created defining relevant coordination mechanisms among involved civil society organizations and government institutions.

- *Active involvement of other stakeholders in the monitoring of child rights*

With the work of SOYDA, local communities' religious and traditional leaders, police stations, hospitals have increased their active involvement and commitment in protecting children from violations and abuses. Community-based organizations, police stations and hospitals were also provided with the necessary tools for monitoring and documenting as well as investigation of violations against child rights.

The project has strengthened collaboration among key stakeholders to take actions in the areas of investigation, documentation, monitoring and advocacy. The SOYDA IDMA project has positively contributed to change in practices of civil society groups and other actors to take action against abuses and discriminating cultural and structural practices. Women and marginalized groups have access to legal support. Political and government institutions have shown increased

respect for the rights of children in particular children from marginalized and poor families and communities.

- *Drama, as effective tool for human right awareness*

ISHA initiated the idea to organize the local artists to form an artists' band. In this initiative, a band composing of 15 persons including singers, poets, composers, and comedians was established. The Band is named BAYAHAW band. The aim was to employ the artists as means to raise the awareness of the people towards respecting for human rights and avoiding conflicts. Since its establishment in 2003, the team composed and performed a number of dramas. It also produced numerous songs, which are aired in the teashops, public buses, and market places. The chairman of the band informed the evaluator that his team was invited to the public gatherings and ceremonies to entertain and raise the awareness of the participants. The traditional leaders and government officials including President Abdullahi Yusuf and the Speaker of the Parliament commended the role of the band in community mobilization and restoration of peace and stability to the area.

- *Improvement in the culture of dialogue among various actors*

The culture of dialogue has improved, for instance, the acceptance by the leaders to be asked questions and comment on their leadership styles. Victims are more open on reporting human rights abuses. There is greater cooperation between and amongst traditional elders.

National and international communities are now aware of the Somali human rights situation. The perpetrators of human rights abuses got discouraged by IDMA because of media publicity as 40 percent of violence incidents can be avoided. From 1998 to 1999, people were unable to say a word to warlords and report their problems and effects of war, even PHRN members faced a lot of difficulties, but now human rights defenders can report to the media. Victims got counseling and moral support for giving formal stories. Local authorities recognized the role of human rights defenders. The Speaker of parliament recognized the same and made a request to PHRN to document cases so that it could train parliamentarians on human rights. PHRN invited members of parliament to listen to their ideas and they agreed to the suggestions that were offered.

5.6.3. Contribution to policy changes

- *Establishment of a national human rights commission*

The Transitional Federal Government agreed to establish a national Human Rights Commission; Qamar is the chairlady of that commission. It was clarified that this commission was in the TNG charter, but does not appear in the TFG. PHRN lobbied and advocated for the introduction of a quota system which provided for women's affirmative action, where 12 percent of the TFG officials/ministers would be women.

- *Enactment of laws against illegal emigrants*

PHRN lobbied Puntland authorities to enact laws against illegal emigrants. They held workshops twice a month with boat owners, Puntland administration, police and other civil society sections starting from 2003 and eventually succeeded in 2005 in the enactment of laws against illegal emigrants.

- *Ratification of the child rights convention through a parliament bill in Somaliland*

The President of Somaliland has signed a child rights convention, which has been ratified through a Parliament Bill. The Ministry of Justice in collaboration with international and local NGOs has enacted a draft Juvenile Justice Bill, which was recently approved by the cabinet and passed to the Parliament. The draft Bill is currently under review by the Parliamentary Sub-Committee for Legal Affairs.

The Director of SOYDA has stated during the interview with the evaluator that the IDMA project has contributed towards the development of these policies by organizing and participating in

policy discussion meetings, workshops and forums among government actors, civil society organizations, judges and lawyers, traditional and religious leaders.

The project has improved activities on child rights issues among key stakeholders including civil society groups, law enforcement agencies and the private sector. Political parties, private elites, and the media have increasingly talked about issues related to social and economic justice for children. Various human rights actors including the Lawyers Association (SOLA) and Law Review committee have participated in the drafting process for the Juvenile Justice Bill and were involved in advocating for ratification in the Parliament.

- *Establishment of a local administration at Taleh for resource based conflict resolution*

The Resource Management Somali Network (RMSN) has been actively involved in awareness raising and conflict resolution meetings which have resulted in the building of community dynamics in Taleh. Communities in this area became more proactive on environmental and resources exploitation issues. Charcoal based conflicts have been resolved in bordering areas of Bari, Sanaag and Sool. Charcoal based conflicts have been temporarily stabilized with the establishment of a local administration organ in Taleh to work on conflict resolution among communities.

- *Recognition of the Eyle minority community*

IHRO also lobbied to get the Eyle minority community in South Central recognition from the other traditional leaders. Previously, the elders from the Eyle community were not accepted to participate in social activities going on in the area because of cultural perceptions. But, IHRO's lobby resulted in the acceptance of the community. Even, they were given a seat in the Transitional Federal Parliament, which is one of the major achievements reached by ISHA.

5.6.4. Contribution to impact

As the impact of human rights activities is very difficult to assess particularly in an explosive situation like Somalia/land, the assessment of the impact is reduced to some illustrative cases.

- *Relative reduction in kidnapping and other forms of abuses for some time*

Mention can be made of the reduction in the number of kidnappings for sometime. After some years 2 militias who had been involved in kidnappings read a book on human rights and found their names in it. They went to HORNAFRIK radio to confess and ask for forgiveness. So people are becoming aware that all wrong deeds and human rights violations are recorded. People defend Somali human rights with a common voice.

One of the top management staff of DIJHRO said in the year 2004, kidnappings of members of unarmed and minority communities were at its peak. But, through awareness raising programs such as meetings with clan elders, workshops held for the various segments of the society, and open debates by the local media, the situation changed. The awareness raising activities led some notorious kidnappers to come before the media to apologize both the victims and public pledging from that day on they would give up the deed.

A DIJHRO volunteer, pinpointed the impact of human rights organizations' activities saying that it reduced the abuses as the violators are being challenged in every corner of their life. "Now, the abusers are not able to wander in towns freely as it used to happen in the 1990s". He added. As the interviewee believes, the human organizations compelled the perpetrators to go into hiding whenever they carry out criminal deeds and they worry as they might be brought to courts in the future.

- *Opening of borders*

The community interaction and the trust building within the community by the stakeholders who have been trained are signs of the efforts of the human right organisations. Specific actions have contributed to the opening of borders as a result of the PHRN-led Hadrawi Peace March

and the lifting up of 12 check points during the peace march. Looting and hijacking have reduced. The peace-march group with the help of the international media like BBC succeeded in crossing the green line and opening the border that was previously closed in Baladwayne and in Galkacyo.

Another change induced by COGWO is that earlier Mogadishu had separate markets for each clan, after the peace trainings and neighborhood systems were introduced, people intermingle more freely.

- *The lifting of the green lines that were dividing the capital city*

In South Central, trainers have good collaboration with the trained militia, and seek their collaboration whenever problems occur. Effective peace committees are constituted for each District. The peace building efforts succeeded in lifting the green lines between North and South of Mogadishu. COGWO NGO members succeeded in opening up road blocks in Bula Hubay. Some areas that were notorious for insecurity are now accessible for COGWO members. COGWO succeeded in the re-opening of the Dabka road, which has been closed for many years because of a conflict between warlords, with the assistance of the community. After the UN failed to make peace, COGWO succeeded in lifting up the green lines that were dividing the Capital City. The network helped to build connections among organizations in Mogadishu and establish networks such as PHRN. In 2004 COGWO succeeded to stop a fighting near the office between a warlord and business lady through working with the mediation committee. This issue took long hours of discussion (days and nights); PHRN succeeded also in stopping a fighting between the Islamic Courts and a warlord in Mogadishu with the help of a mediation committee.

- *Investigation in some cases of abuses*

Employing the skills and techniques learnt from IDMA, DIJHRO advocated for some critical abuse cases. One of those cases concerns a man from the minority communities, who was burnt by a group of militias after his employer blamed him of stealing. DIJHRO, after having investigated the case secretly, leaked the information to the media and the press disseminated the news. As it was the Islamic Courts' era, the militias were identified and detained by the courts. The organization provided the victim with medical remedy by admitting him to Al-hayat hospital. At the same time, DIJHRO organized fund raising events to financially support the victim, and money amounting 6000 US\$ was contributed by business people, Somalis in the Diaspora and other wealthy people.

- *Resolution of some inter-clan conflicts*

ISHA actively participated in inter-clan conflict resolution and reconciliations, particularly the Harin and Laysan sub-clans in South Central. The sub-clans brutally fought in the area causing outnumber of killings, rape and displacement. Even the lives of the children and aged people were not spared. IHRO spearheaded the reconciliation process of the two sides, which ended up in cessation of the hostilities in 2003. The organisation also participated in the reconciliation of the two wings of Rahanweyn Resistance Army (RRA) separately led by the actual Speaker of the Transitional Federal Parliament, Sheikh Adan Madoobe and the TFG Minister of Finance, Colonel Hassan Shatigaood.

In addition to that, ISHA lobbied for the establishment of a body to intervene if any conflict erupts between the co-residing clans. Finally, ISHA Human Rights Organization succeeded in 2003 the foundation of a committee called Central Secretariat. The members of this committee are 81 persons representing the various segments of the society including the civil society organizations. The members were democratically elected in a congress participated in by 400 delegates. The body has been functioning since then and its mandate is to mediate and reconcile between the warring parties in the two regions. According to a member of the Central Secretariat, the formation of the reconciliation body has extremely reduced the inter-clan confrontations repeatedly taking place in the area and the usefulness of the body has been

recognized by the local administrations as well as the high rank officials of the TFG including the Speaker of the Parliament.

5.7. Social and political participation

RSCO 4: *People will have the right and capacity to organise themselves, to expect good governance and participate in decision-making which affects their lives.*

The results achieved under social and political participation is essentially assessed through the civil society capacity-building project entitled “Strengthening Civil Society in Somalia” that became known as SOCSIS, run from the Oxfam Novib Nairobi office, and through the specific contribution of SOCSIS. The results of the workshop known as PATAS organized by Oxfam Novib in 2006, two years after the closure of the first SOCSIS projects, as well as the conclusions of the end project evaluation report constitute a basis for the analysis below. The effects of the capacity-building programme are assessed through specific counterparts like SORSO.

5.7.1. Planned outputs and outcomes

A substantial number of representatives of NGOs, elders and professional organizations who form part of the Somali civil society were to receive appropriate training in NGO organizational matters and issues related to the role and functions of the civil society. It was expected that the general population will gain insight in the role of the civil society, the way it works and how they can use the civil society organisations in articulating their rights.

Given their role in Somali civil society, the training of the CSOs was to have a consequential multiplier effect on the rest of Somali society through their growing relations with the private sector and state structures.

The likely effects of the second phase of the project with a long-term impact were:

- Effective co-ordination of the project and collaboration with other CS programme’s partners.
- Public awareness about the roles, responsibilities, ideals and position of Civil Society Organizations in a modern state alongside those of the state and private sector.
- Availability of strategy and materials for promoting improved internal management of Civil Society Organisations.
- Increased collaboration among the different actors in the Somali civil society to result in a trust basis for the civil society movement, inclusive strategies to address national concerns, to better performance and commonly set goals
- Increased collaboration with state structures and the private sector leading to better management and development of the country.
- Local CSO trainers and/or counsellors are available under the umbrella of the project.
- Young consultants are trained and able to facilitate and implement projects/workshops on their own
- Facilitation of diversification of sector coverage and improvement of internal management of CSOs has been initiated.

5.7.2. Contribution to practice changes

- *Structured and functioning organisations*

Most of the NGOs have strengthened their existing boards through restructuring and re-definition of functions. Reference to the training and the governance manual had created a new drive to implement the constitution and has encouraged members to raise and deal with very sensitive governance issues. The one-person dominating figure in terms of decision-making, record and information keeping as well as representation in external relations was questioned. Limitations were put on the length of the time members were supposed to serve on the Board. This has led to changes in the composition and leadership of many boards. In some NGOs some

board members were removed from their duties due to enforcement of new accountability terms, after they failed to fulfill responsibilities or their membership was found to bring conflict of interest. Two NGOs introduced boards for the first time in the life of their organizations.

New governance policies included separation of board and management duties, breaking away with the tradition of allowing members to serve in both capacities simultaneously. In some NGOs new women members were included in the board.

- *Internal Systems, Procedures and Policies in place*

The Internal Systems, Procedures and Policies (ISPP) that were developed by each organization during the SOCSIS training laid the foundations for the adoption of the 7 manuals-package. Members of organizations were able to identify individual characteristics of various documents and their differences, such as constitution, profile and regulations. All organizations used almost all the manuals as reference documents guiding all the activities of the organizations. These became important guiding documents for routine staff and board functions and helped improve decision-making processes, particularly in settling disagreements on what can and cannot be done or matters related to procedures.

Unlike the usual training invitations for 2-3 members that the NGO partners used to receive from international organizations, the provision of on-the-job training through the SOCSIS programme created opportunities for a greater number of both staff and board members to acquire new skills.

Three major areas identified in SOCSIS as weaknesses are the limited experience of the consultants attached to NGOs, the quality of the manuals (language) and the overlapping of training schedule for trainee consultants.

- *Improved resource (human, financial and docs) management*

The most striking management differences NGOs have brought into their organizations were in three areas: handling money, dealing with human resources issues, and maintaining filing systems. All NGOs had developed policies and procedures related to financial management. This has dramatically improved the knowledge and skills for good financial and accounting practices within the organizations. Major improvements achieved in finance were: better record keeping and tracking of money; establishment of proper control mechanisms, including separation of duties in handling money and introduction of an internal auditing mechanism.

In human resources management, progress was made in the introduction of staff policies, clear job descriptions and staff contracts as a standard practice. New efforts were made by some organizations to financially invest in the development of their human resources, by sending some of their members for certificate-based training. Examples were cited from mainly three organizations: the SADO chairman was sent for community development training in Kenya on the organization's own expenses; SHARDO has paid for all costs to allow one of its women officers to study accounting at SIMAD in Mogadishu; while HIJRA has sent its accountant to the same school, with partial coverage of the costs.

In office management, the most important change was the establishment of better filing systems. Participants pointed out that all documents were placed in an orderly fashion that allowed easy reference and location. In addition, taking meeting minutes had become part of the organizational culture.

5.7.3. Contribution to policy changes

It has been difficult for the evaluation team to identify policy changes related to this strategic change objective. Most of the results so far achieved are about the improvement of the internal policies of counterparts involved in the programme.

However some strategies have been initiated by SOCD A to influence policies

- *Strategies to influence policies at national and international levels*

SOCDA targeted national legislators through a series of workshops in the areas of policy formulation, rule of law and roles and responsibilities of legislators. SOCDA implemented social activities with youth through the setting up of Youth clubs in schools and universities, production of artist work, poetry and gave them an opportunity to participate in international youth conferences. Moreover, SOCDA members actively participated in the preparation of national reconciliations, and other political arena addressing Somali issues together with other Somali Civil Society actors. SOCDA members also participate in regional and world forums and linking Somali social agenda with the global agenda. SOCDA hosted the secretariat of the Global Call to Action against Poverty (GCAP) Somalia.

SOCDA continuously advocated for the establishment of a Somali Non-State Consultative Platform for COTONOU. SOCDA organized and conducted Somali social forum yearly with the participation of a very large number of civil society organizations to discuss possibilities for Somali Civil Society Organizations to engage in the realization of sustainable development in Somalia.

5.7.4. Contribution to impact

The impact of the capacity-building programme is assessed on counterparts and in relation with the donors in terms of skills gained; management; improved facilitation to interact with the outside world and increased self-esteem.

- *Continuity and improved partnership with donors and international organisations*

The SOCSIS evaluation team (evaluation report, 2006) assessed partner organizations' sustainability, first by looking at the levels of management and financial skills within those organizations and concluded that: "The umbrella organizations have, on the whole, adequate skills to maintain continuity into the future."

Some organizations were able to improve their relations with donors and international organizations. Four products of the training were found particularly helpful in increasing the number of donor partners: (1) improved proposal writing skills, (2) strategic plan, (3) SOCSIS training certificate, and (4) NGO brochure, which boosted organizational reputation. Out of the 19 NGOs present in the PATAS? Workshop, 9 had recorded 2-4 fold increase in number of donor partners. Specifically, SADO gained 7 new donors and SORSO increased its funding sources from 2 to 7, while HIJRA, SHARDO and BANIADAM had doubled their donor relations, from 2 to 4. Two NGOs, HIWA and RAHMA, had both increased the number of their donors to 4. Some of the NGOs also initiated exploring ways of mobilizing resources from the community, though with few successes.

- *Enhanced implementation capacity*

The progress achieved by SORSO after it had received SOCSIS training could be an indication of the relevance of the capacity-building programs to Somali civil society. After the implementation of SOCSIS programmes SORSO has been able to make an expansion of its asset base (office premise, several transport vehicles, recruitment of additional qualified staff), and to implement more projects after SOCSIS, i.e. from 2004. This explains that SOCSIS programmes have enhanced the implementation capacity of the organization which gave them more credibility. SORSO partnership has increased and diversified. SORSO is being supported by Oxfam GB, CIDA, UNICEF, CEFA, EU and CARE International.

- *Production of strategic plans*

All SOCSIS partners have produced strategic plans. Though strongly recommended during the training, the strategic plan was not part of the 7-manuals package, which was a training requirement. This strategic plan document turned out to be particularly useful in fundraising, improving the professional image of the organization.

- *Little linking of local NGOs to donors*

One of the major weaknesses as identified by participants in the PATAS workshop is about the linking of local NGOs with donors. In the initial design of the project a donor forum was envisaged to be organized by Novib at the end of the training, in which trained SOCSIS NGO partners would be introduced to the international organizations operating in the country. This was intended to improve the local NGOs credibility credentials and allowed links with donor partners. This plan did not materialize.

5.8. Identity

RSCO 5.1: *Women and girls will have access to equal opportunities and resources as all countries in the region implement national policies, legal frameworks and administrative practices to this end.*

RSCO 5.2: *All girls and women in the region will enjoy basic human rights, including the right to live free from the threat of personal and domestic violence, including rape*

The contributions to changes presented are achievements of the three women networks (COGWO, WAWA, and Nagaad) and the specific experiences of CLHE and GECPD on FGM.

5.8.1. Planned outputs and outcomes

Interventions of the three women networks are focusing on women's rights, peace-building, capacity-building of member organisations, FGM campaigns and HIV/AIDS awareness raising programs, forums for women in political participation, and the documentation/IDMA of cases of domestic violence, rapes and information sharing at national, regional and international level through networks like SIHA.

The peace and human rights component is implemented through peace fora and workshops, with the ultimate objective to collaborate beyond clan lines and to construct a common position on cases of violation of women's rights as a result of the lawlessness situation in the country especially in South-Central. Some fora target militia on DDR and the prevention of violence against women.

The capacity-building component focuses on the training of member organisations on organizational and financial management, computer science and courses on human rights declarations. The Investigation, Documentation, Monitoring and Advocacy capacity-building on violations of women's rights is an essential aspect of this component. Cases of rape, domestic violence, medical service cases, were investigated, documented and put on the web and in journals, and used for advocacy and trauma healing skills workshops. Counselors were also trained to offer counseling for victims.

5.8.2. Contribution to practice changes

- *Victims reporting abuse cases*

Before the peace training, abuse cases were very difficult to get, but now victims are coming out and reporting abuses to the COGWO documentation office.

- *Some practice changes with regards to FGM*

Women's networks and specific counterparts (CLHE, GECPD) made significant efforts in strengthening FGM eradication activities and the matter is at present part of the public debate, which has increased substantially the community awareness on the harmful effects of this practice.

An interesting experience is that of CLHE with the traditional birth attendants.

CLHE staff believes to have made significant contributions to the reduction in FGM practices in both urban and rural centres. The staff reported that FGM practices have completely stopped in six target districts within Hargeisa and Sahil regions. CLHE used three main strategies to reduce

FGM practices in its target locations; which are traditional circumcisers converted to TBAs, extensive community awareness campaigns in all target coverage areas and utilizing religious leaders to discourage FGM practices in Somaliland.

A focus group discussion held with five former circumcisers converted to TBAs (Traditional Birth Attendants) in Hargeisa revealed the following information: A total of 30 traditional circumcisers were trained and converted to TBAs within Hargeisa city. The group confirmed that they had completely abandoned the FGM practices they had been involved in for decades. The group further stressed that they had taken steps to advise against the practices of circumcisers among mothers and communities in Hargeisa and rural centres. The group stated to have received TBA training 3 times each for 12 days, covering such topics as: safe delivery, preventive health, newborn baby care, awareness raising on immunization, breast-feeding, FGM hazards, referral procedures and usage of safe delivery kits. All 30 trained TBAs started home delivery services as traditional birth attendants in Daami section of Hargeisa in particular and rural areas with links to Daami central MCH clinic. The trained TBAs give advises to pregnant women, collect data on assisted deliveries, and share information with MCH staff. The TBAs established cooperation and networking among themselves and finally succeeded to establish a TBA association, which is now operational in Hargeisa with membership of more than 60 TBAs in the region.

The group stated that there was, however, considerable number of FGM practices in other rural areas. Further efforts are needed to strengthen the conversion process from FGM practitioners to TBAs especially in rural and pastoral villages/areas. Networking among TBAs should be further strengthened through training and institutional capacity-building for their nascent institution in Hargeisa and other regions.

In addition CLHE used religious leaders in its advocacy campaign against FGM practices. This strategy was found appropriate and had a significant contribution in reduction of FGM practices as expressed by trained TBAs in particular as well as community-wide in both urban and rural centres. Some religious leaders began advocating for government policies and lobbying in the Parliament for developing and approving a legislative bill, thereby making FGM an illegal practice in Somaliland.

Moreover an increased number of parents and in particular girls and mothers are more conscious of the health hazards of the practices and are more reluctant to the FGM practices. Many parents are now afraid of HIV/AIDS and avoid FGM as the practice can transmit the disease. The link between FGM and HIV/AIDS has favored strengthening coordination and networking among different stakeholders on combating spread of HIV/AIDS and eradication of FGM practices in Somaliland.

5.8.3. Contribution to policy changes

- *Affirmative gender policies in Puntland*

In terms of women's political role, WAWA has played an important role in promoting women's rights and ensuring that women's participation in politics at the Puntland level is endorsed by elders and politicians. WAWA has also played an important role in influencing the administration to adopt affirmative gender policies. In fact, politicians have now accepted to allocate 30% of positions in government departments to women.

- *Quota for political participation for women in Somaliland*

The workshops held by Nagaad for aspiring women politicians and grassroots women organizations activists have produced tangible results. Women acquired skills in public debate that have allowed them to better articulate their situation and demand for change. The National Political Forum for Women which was established to mobilize women forces around a national

platform was very successful. The forum succeeded to negotiate with one of the political parties to allocate 50% for women in all its structures. For the first time 3 parties agreed to include women in the list of party candidates for parliamentary elections. The most important outcome of the political activities was that women for the first time took part in the political decision-making structures: 2 women were elected for parliament and other 2 were elected for local governments, while the President appointed 2 women as ministers in his cabinet.

- *The zero-tolerance approach to FGM*

GECPD has zero-tolerance approach for FGM; this does not mean that no student undergoes FGM, but parents know very well about the school curriculum that treats the subject under violence against women, and from grade 4 (age 15-16 years) videos on FGM are shared with the students. FGM in rural areas used to be practiced when girls were 13 yrs old; now after the campaign against FGM, circumcision is performed at an early stage. Students are now fighting at home to protect their younger sisters. They invite friends from their neighbourhood to discuss FGM at the centre. There is an FGM committee.

5.8.4. Contribution to impact

- *Positive steps towards the reduction of abuse*

The recording of human abuse cases by counterparts was a positive step towards the reduction of abuse. Warlords were conscious that counterparts like COGWO and PHRN were recording cases which they might use against them.

The establishment of a special centre for recording violence against women, collecting data, photos and reports from the community, have improved community participation and has contributed to the rapid response for victims: medication, financial support for victims such as food and medical supplies, medical monitoring and reporting; counseling services by trained people, and people are coming to the centre to report.

- *Acquired skills for community interaction*

IDMA trainings were held in 2003 on Sharia law, conventions, peace, human rights and civic education, leadership, good governance, CEDAW, UDHR and general principles of management for one staff member from each of the 30 member NGOs of COGWO. Those trained in human rights worked with committees in each of the 16 Districts. They also acquired skills on community interaction and community development.

- *Enhanced capacity of women organisations*

Shayma, one of the COGWO members, said it improved its organizational management in general and they got new members since it acquired a clear structure and job descriptions with clear duties and responsibilities. Iimaan also reported that their capacity was enhanced, organization management improved, school management and coordination with other sections became effective. They learnt how to prepare strategic plans and proposal writing. They prepared proposals and sent them to Novib, UNICEF and other international organizations. SORRDO also reported that they succeed to separate the Board from management team. Financial documents were prepared through effective management. This enabled them to get more donors such as Youth Apart Organization who visited SORRDO twice and got a women's skill development project funded. CORD also reported that after training, it directly applied what they learnt from COGWO and changed all systems. As a result they got donors. They further established a Women's Development Centre and its employees got their capacity built. They eventually sent many proposals and expect to get funds.

The capacity-building for Nagaad members and coordination office has improved the internal efficiency of the organizations. Members are familiar with the organizational requirements and have more understanding of the deliveries they can expect from the network. Board members have been trained on all organizational matters related to the functioning of the coordination office and the relationships they should have with this latter. As a result of revisions on the

constitution that was adopted in 2006, the internal conflict is minimized. Both the coordination office and those of the members are provided with necessary equipment. Skilled staff is now working for the network.

6. Assessment of Oxfam Novib's contribution to the results achieved

6.1. Importance of Oxfam Novib's support

Oxfam Novib has been instrumental in the formation of the networks. The continued financial support provided by Oxfam Novib has enabled the networks to undertake activities and allowed its members to meet on regular basis. Oxfam Novib was the sole donor in most programmes for the first phases, and its financial contribution accounted for about 65-100% of the funding received by most of the counterparts.

However, some members feel that the financial support that Oxfam Novib provides is not adequate as the budget approved cannot always meet the objectives of the programme. During the negotiations for a renewed project, no budget ceilings are given, however, it is clear that the budget is fixed, and sometimes attempts by the counterpart to submit a higher project budget are turned down.

The release and transfer of money comes late. Ideally, the money should be released to the project one month in advance. For example, if the project is starting in September, money should be released in August.

The support to both institutional operational costs and direct project implementation is very important. The Executive Director of CLHE indicates that:

“Oxfam Novib's financial contribution has been instrumental for institutional as well as project growth of CLHE for the last decade. Without Oxfam Novib, it would have been impossible for CLHE to have reached the organisational reputation and development stage it now enjoys among the local NGOs in Somaliland. CLHE had built extensive cooperation with other potential donors including UN and NGOs as well as government and community stakeholders in Somaliland and Somalia.”

6.2. Influence of Oxfam Novib's policies and management practices

6.2.1. Approval and management process

Oxfam Novib's project approval and management process is widely appreciated by the counterparts assessed during the evaluation. Oxfam Novib's flexibility and non-operational basis gave valuable opportunity for the work of counterparts in the selection and designing of their projects based on priority needs and strategic choices as perceived by them and target communities and other stakeholders.

6.2.2. Communication and quality of the feedback

Communication with Oxfam Novib has been normally regular and the feedback on e-mails, reports and proposals speedy. However, sometimes problems or delays in feedback occur. For example, a communication problem was responsible for a delay in fund transfer for RMSN in 2006. A whole year was missed from the project funding plan due to inconsistencies in the contract and lack of proper checking by RMSN as well as Oxfam Novib. This has affected project implementation and disbursement of funds.

Another example in communication delay is illustrated by SAACID receiving feedback only six months after their reports were submitted, and the same is true for audit reports. Intake questions from Oxfam Novib are not sent to counterparts in time for timely implementation. The most negative influence on counterparts has been the high staff turn-over at the Horn of Africa Team. This created moments of interruption in communication flow, but more

importantly new staff requiring some time to get acquainted with the programme and the Somali context under which this is implemented.

6.2.3. Influence on the policies and practices of counterparts

As indicated earlier the SOCSIS capacity-building programme has contributed to improve the internal procedures of counterparts with important practice changes. Most of the counterparts involved in the SOCSIS programme have indicated positive changes at the organisational level (structure, internal procedures, governance and management of resources, monitoring mechanisms especially with respect to human rights through IDMA).

With regards to core counterparts supported by The Hague, the changes can be illustrated through the experiences of HR and RMSN. The acting director of HR stated that Oxfam Novib's policies and practices influenced HR programmes in the identification, designing and implementation, based on joint assessment missions. HR has also influenced Oxfam Novib's strategic choices with respect to the selection of target region, districts and target communities living in eastern Sanaag. Another influence as described by RMSN is related to the influence of the training on the holistic approach of resource management which laid the foundations for a solid understanding of resources management issues and the shaping the programme and its activities. Participation of the network to the resource-based conflict workshops organized by Oxfam Novib for partners in the Horn, has contributed to the appreciation of the magnitude of the resource-related challenges and the need for a comprehensive approach.

6.3. Programme synergies

Most of projects are supported either by Oxfam Novib or UN agencies and other NGOs, but there is no multi-year or multi-sector partnership between counterparts and those donors except with Oxfam Novib. There is synergy in the following respects:

6.3.1. Building on solid ground

Most of the international donors in Somaliland are using Oxfam Novib counterparts with good organisational capacity as a result of the institutional and organisational support of Oxfam Novib.

For instance, CLHE currently receives support for rural health projects from UNICEF, while in Ga'an Libah environment project, CLHE works in partnership with WFP, which provides food for work for community members working on soil and water conservation activities. CLHE also works with other partners particularly in advocating for eradication of FGM, awareness-raising campaigns on combating the spread of HIV/AIDS, environmental conservation and other common development issues. It is apparent that the Oxfam Novib project, including funding of CLHE core operational costs, provided CLHE a basis for executing the work supported by other donor agencies. Similarly, the support from other development partners has provided significant contributions to enabling CLHE expand its programme and sectoral coverage in Somaliland.

Another example is in the experience of HR. Oxfam Novib made considerable efforts in building HR organisational capacities. Oxfam Novib's supports to HR have been instrumental to the growth as well as the overall achievements of the organisation throughout its inception. In 1997 Oxfam Novib provided funding for managing the NRM project, the predecessor of RMSN, through HR. HR also has an on-going livelihood development project funded by CIDA through Oxfam Canada.

6.3.2. Using other valid sources for data

The quick assessment made by international NGOs and the regular update by FSAU on disasters are instrumental in most of the projects supported by Oxfam Novib in humanitarian interventions. Information provided by the FSAU, UNOCHA, UNHCR and other sources is used for the appraisal of proposals of counterparts.

6.3.3. Complementing other partners' efforts on the ground

The Oxfam Novib-funded project for CED and the rural food security project funded by CARE International synergized one another. In Glad district of Galagdud region two water wells were rehabilitated under two projects supported by Oxfam Novib which are providing abundant potable water supplies to a pastoral community affected by drought in the area while a rural food security project implemented by CED in the same district and funded by CARE International also provided food distributions to the same pastoral community. This synergy has improved the livelihood conditions of the drought-affected families who were suffering from severe food and water shortages.

6.3.4. Coordination efforts at OI level

The synergy with other Oxfams is particularly systematic, intense and effective in the area of humanitarian interventions. Oxfam Novib being the OI humanitarian lead plays a coordinating role in terms of information sharing, coordination meetings and joint responses. One of the striking examples is the reduction of the humanitarian crisis in Togdheer and Sool regions through the inter-agency emergency interventions in collaboration with a number of involved organizations, both local and international, in 2004/5. Oxfam Novib also has the lead for the regular OI Country Team on Somalia, and has organized half-yearly meetings since 2005/6. Other Oxfams are also involved in the lobby and advocacy campaigns of Oxfam Novib. In 2006 Oxfam Novib employed a regional policy and advocacy advisor at the Oxfam Novib Nairobi office, who spends most of his time on Somalia, and organized an Oxfam International Somalia Humanitarian Advocacy Group, in which Oxfam GB, Oxfam Novib, Oxfam Canada, Oxfam America and others are discussing on high-level advocacy actions towards international bodies (incl. the UN Security Council and the EU) and governments (UK, US, different European governments, etc.).

6.4. Quality of the partnership

6.4.1. Respect for the autonomy of the counterpart

Counterparts were very satisfied with their relationship with Oxfam Novib. They consider that this is based on mutual respect and more importantly autonomy to decide on programme interventions. Oxfam Novib is not seen as imposing its views on the counterpart. All members agreed that Oxfam Novib is flexible and very understanding when it comes to adapting to changing circumstances. However, counterparts indicate that the final decision on budgets rests with Oxfam Novib. Decisions are sometimes taken at the desk level without seeking further information (additional field surveys, timely start of negotiation for renewal of programmes).

6.4.2. Qualitative technical support

The technical support from the Horn Team is available but not offered in a regular and planned manner. Advice and technical support offered came in the form of:

- Programme and technical advice
- Information sharing
- Briefing on changes
- Human resource management issues

6.4.3. Monitoring and evaluation

Though most of the counterparts received Toolbox training in March 2004, many of the current counterpart staff state they have not received toolbox training. In the case of networks, often only the coordination office was involved in its first test using it for the preparation of the proposal. The field visits of the Horn Team that used to be frequent prior to 2004 are now very rare. Counterparts consider the field visits essential for improving both programme performance

as well as the understanding between counterparts and the Oxfam Novib programme officers involved.

For instance, in the case of COGWO, the last visit Oxfam Novib was in 2003 when the programme officer from The Hague visited Mogadishu to meet COGWO and other partners. COGWO members believe that regular field visits help maintain a healthy relationship between the Network and the donor partner. The COGWO members would like to see field visits occur at least three times in a project cycle: before project approval, mid-term and at the end of the project.

6.4.4. Areas where Oxfam Novib is better than other partners

Oxfam Novib is considered better than all other donors and development partners because of its non-operational base and flexible programme management. Other important aspects of the quality of the partnership are the provision of core funds and the linking up with networking, institutional capacity-building and supporting humanitarian emergencies.

6.4.5. The weakest link of the partnership

The following aspects have been pointed out as the weakest points in the partnership:

- The time between submission of the proposal and funding takes longer than most think justifiable.
- Except the Toolbox, which seems to fit for Oxfam Novib's monitoring and evaluation, there are limited numbers of standard tools for Oxfam Novib counterparts in terms of project designing, monitoring and evaluation.
- Lack or limited involvement of counterparts in Oxfam Novib strategic decision making process including sectoral and geographic coverage as well as other long-term institutional plans, priorities and commitments.
- Limited resources for capacity-building in terms of managerial, institutional and development support.
- The funding level for the IDMA project activities in support of child victims in particular was limited during the project. Due to this, counterparts felt extremely embarrassed for not being able to financially and legally support many abused children whose cases were documented and investigated.
- Mission reports of the Horn Team are not shared with counterparts (lessons learnt, agreements, point of actions, concerns, and follow-up).

7. Overall analysis

7.1. Role of context factors

Overall, the political climate in South-Central Somalia and partly in Puntland has played an important role in determining the effect of the programme. Fighting within and across political entities have many times hindered the smooth implementation of the programmes. Local conflicts and the threat of instability have been constant factors influencing projects and livelihood prospects of target people. On the one hand, the dissolution of the centralized and totalitarian system resulting from the collapse of former military government created space for NGO initiatives. On the other hand, the lack of a functional central government and the lackluster commitment of Puntland administration on basic social services hinder the capacity of counterparts involved in education to deliver free education in large scale. The total reliance of the counterparts on international and individual contributions cannot totally compensate for the total lack of any financial assistance forthcoming from central and local government structures. Another consequence of the state collapse is that any information on the development process in Somalia (whether this was the result of research work or lessons learned from development programmes) that may have existed before the crisis has been destroyed.

Obviously data must be recollected because they are needed for particular purposes related to the development process. Other context factors that had a negative influence on the counterparts' performance, include the distribution of political power sharing on clan basis which discriminates women from filling political positions, the existence of a rigid interpretation of Islam in which women are disqualified from leadership positions, and the relative shortage of women qualified for senior management and administrative positions in public and private sectors.

The relative peace and stability in the different geographical entities are determining factors for the strategies and the results of counterparts on sectoral issues. The existence of line Ministries, policy documents and action plans were enabling factors for the results achieved in both Somaliland and Puntland (especially in education).

In Somaliland, most of the counterparts (CLHE, Havoyoco, Nagaad, and SOYDA) are directly engaged with line Ministries (education, health, environment, emergencies) in policy formulation and implementation. The effect of this collaboration can be seen in the results achieved under the different change objectives.

With regards to sustainable livelihoods, drought and the livestock ban were factors that have increased the pressure on the environment, as people increasingly focused on charcoal production for income-generation. Most of the strategies developed by counterparts to reduce charcoal consumption through the development of alternative sources of income have only localized effects. In Somaliland, where the government has some law enforcement bodies in place, the reduction of charcoal consumption is higher. The major issue at this level is that the Ministry of Environment has limited resources to undertake regular monitoring. The Ga'an Libah pastoral and agro-pastoral communities have taken an initiative to form some sort of an institutional mechanism (in the form of a project community committee) for the management and further development of the grazing and forest reserve. It needs 2-3 years of extensive institutional capacity-building interventions for both community members and concerned government line ministries. The seasonal grazing reserves such as Ga'an Libah forest and Dul'ad plains requires vigilant local institutions that do not only protect the reserve land but also undertake constant water, soil and environmental rehabilitation within the reserve land. The overall management, supervision and development of seasonal grazing reserves are obviously difficult and expensive in the long term.

With regards to health, results achieved by CLHE and Havoyoco were facilitated by the existence of the health policy and the Ministry of Health and Labor. The efforts of the counterparts are complementing that of the Ministry of Health especially at the referential level. While the Government of Somaliland currently lacks the necessary technical and financial resources to support sustainable health services for both rural and urban communities, CLHE is mainly targeting maternal health in rural areas. Generally, local communities have very little resources to fully pay for their health services due to the very high level of poverty among majority of rural and urban households. The work of Havoyoco and other organisations in HIV/AIDS public awareness is taken up by the Ministry through the drafting of a policy document.

In education, the results achieved by CLHE are favored by the Ministry of Education. The Ministry recruited the female teachers trained by CLHE. The Ministry of Education and CLHE are actively working in the implementation of the education policy.

In emergency aid, NERAD, the national coordinating body of which both Havoyoco and CLHE are members, played a role in emergency aid coordination at national and local level.

In gender, conflict prevention and social and political participation, the results achieved by Nagaad in having women members of the parliament and in the government, and the ratification

of the child protection bill by the parliament (SOYDA) are favored by the democratic and decentralized system of the Somaliland government.

7.2. Role of other development actors

Due to the political unrest and prevalence of insecurity, the presence of INGOs and UN agencies is limited. Those present, in the charge of Somali officers, are undertaking activities mainly in the fields of health and education, emergency relief, food security etc., and among them are: CARE, Concern, COSPE, Bread for the World, ICRC, IAS, Mercy Corps, UNDP, WHO, UNICEF, WFP, UNOCHA, UNHCR. Donors like UNDP, IAS, ILO etc. complement Oxfam Novib-funded projects like education and food security with gender as cross-cutting issue. At the same time, these donors contributed to extra resources to reach other Somali communities that Oxfam Novib could not contribute to due to the limited budget envelope of Oxfam Novib.

Local philanthropy and the Diaspora community are important actors in education through the provision of education materials, grants for orphans' school fees and the coverage of teachers' incentives.

7.3. Capacities of counterparts

Though the operational capacity of Oxfam Novib counterparts has largely improved as a result of the training and the institutional support, counterparts still lack capacity in strategic planning and effective community participation strategies. Some NGOs are still having negative image. Some counterparts have developed both organizational and institutional capacities which are vital in the achievement of the results especially through the development of integrative strategies, holistic approaches for resource management, education and health. One of their added values is their easy access to communities and their knowledge of the local culture which can be very effective in times of disaster.

CONCLUSIONS AND RECOMMENDATIONS

8. Main conclusions

8.1. Conclusion on the strategic positioning

With regards to the quality of the decision-making process, the intervention of Oxfam Novib in Somalia/land has been facilitated by several pieces of policy lines. It can however be noticed that there has been a clear evolution in the operational strategies. Interventions have moved from rehabilitation and recovery programmes through international partner organisations (Oxfam UK, ACORD) and Somali Diaspora organisations to sectoral initiatives (agriculture, resources management, education) through local individual and network partner organisations.

The knowledge about the country situation across all policy documents has not evolved. The dominant image is that of a country in chaos while the situation on the ground has somehow improved with the establishment of new actors (government and parliament) and sector policies in both Somaliland and Puntland. Cooperation between Oxfam Novib and those actors has been difficult in both regions, a.o. over resource allocation as no clear and specific criteria were made available.

Since 2001 the Oxfam Novib country policies for Somalia/land were based on the Horn of Africa Strategic Programme Business Plan (SPBP), for which Strategic Change Objectives (SCOs) and Policy and Practice Changes (PPCs) were formulated, which has been carried on in the current SPM (Strategic Portfolio Management plan) for Somalia/land. These documents constitute really the beginning of a process and a great deal of work remains to be done to make it a meaningful and practicable planning document. In the SPBP there are 13 region-specific SCOs and approximately 60 PPCs. There is a need to review how the PPCs are prioritized and to identify where there are insufficient Oxfam resources for effectively supporting a PPC. The Oxfam International Regional Strategic Team (RST) has not had a substantial debate about the implications in terms of resource allocation. This needs to take place after each Oxfam has internally reviewed its own commitments and resources globally.

The SPBP process therefore raises questions about the implication of the regional analysis for regional planning versus country-by-country work or project-by-project; implementation (resource allocation per Oxfam) and for monitoring/reporting (milestones, framework and timeline), given the institutional culture differences between the different Oxfams (field presence versus non-operationality)

The decision to have Somalia as a core country was highly motivated by the low level of ODA (Official Development Assistance) for Somalia as many donors are reluctant to intervene in Somalia/land. There is no indication about specific studies carried out in the process of the selection of Somalia/land as a core country.

Somalia/land is a very challenging country to work in. Major challenges are related to security issues, capacity of local counterparts, the absence of control bodies, the lack of a secure banking system, lack of proper national development plans and strategies (except for Somaliland). All those challenges have serious implications for a core country strategy (focus on all aims, i.e. virtually all NGO development sectors) especially for the achievements of the results.

The contingency plan poses the implications for Oxfam Novib as a humanitarian lead in terms of the improvement required for effective coordination between OI affiliates and sound monitoring of the situation on the ground. The position of the Nairobi office in tapping in information from FSAU and other sources becomes very strategic. The non-operationality of Oxfam Novib can be a serious handicap in the management of high profile emergencies. Another issue which needs specific attention is related to the impartiality, the cross-clan

approach and the challenge for Oxfam Novib's counterparts to go beyond their common target groups. The capacity-building of all counterparts and government coordination bodies like NERAD in Somaliland and HADMA in Puntland on preparedness was not taken into consideration; however, the EPARA programme now takes the humanitarian preparedness capacity-building into account.

Though motivated by external factors at the initial stage, the establishment of the Oxfam Novib office in Nairobi is very strategic as it fills the vacuum of a field representation for effective coordination, close monitoring of the country situation and policy dialogue for strategic positioning.

In terms of operational strategies, the real challenge remains the operationalisation of the strategic choices as some of the counterparts are relatively new. The reasonable geographical distribution though very strategic in "resource-based conflict situations" has not been supported by explicit operational guidelines (quotas or any other specific criteria). Somaliland and Puntland have the impression that South-Central Somalia is favoured with regards to the number of counterparts supported by Oxfam Novib (The Hague and Nairobi) and to the budget support per counterpart.

All the interventions have a strong capacity-building and gender (specific and mainstreaming) component based on the present weak organisational and operational capacities of counterparts and the dire situation of women and children as vulnerable groups in a volatile situation. The establishment of women's networks was a valid strategy in that respect. The operationalisation of one of the core principles related to the diversity from clan perspective proved to be difficult at the individual organisational level as there is no baseline data available at Oxfam Novib level for actual monitoring. This strategy has however been effective through the creation of cross-clan networks.

Most of the networks are cross-clan and they have thus acquired reputation and neutral ground for peace negotiation at national level and inter-clan conflicts. The creation of the networks has helped actors from different clans to work together. Networks have built the capacity of member organisations but have failed to develop synergy between the members and to create high level results. Their contribution to peace-building is restricted to the participation and exchange among members from various clans and limited interventions in peace processes like the Arta conference.

In terms of the relevance of the strategic choices in view of national plans, development plans, goals and policies, as stated in the description of the country and key sectors, Somalia/land is undergoing a process of recovery marked by a certain level of stability in Somaliland and Puntland and the redeployment of the Transitional Federal Government in the South-Central region. The coherence between Oxfam Novib strategic choices and national development plans and policies can only be analyzed for Somaliland and in some rare cases Puntland.

The focus on rural and urban productivity, access to health and education services, minority and gender equality and environmental sustainability are all very relevant. A critical area which could be a real niche for Oxfam Novib is the support to public and civil society actors in participatory policy formulation. The lack of qualified human resources is a serious gap which needs to be filled to enhance sustainable development. The strategy for economic recovery of Somaliland identifies priority policies and institutional capacity-building to ensure a vibrant financial sector supportive of the country's socio-economic development. The strengthening of human resources is the second fundamental pillar of the strategy in Somaliland. Most of those policies/plans were not yet in place during the elaboration of counterparts' programmes.

The strategy of trying to cover all sectors in an integrative way while combining all levels is relevant within the national development context; making gender as an entry point and cross-

cutting for all Oxfam Novib support in Somalia/land is very strategic. Counterparts therefore make a good combination of various SCOs. A good illustration is Candle Light for Health, Education and Environment. The weak capacity of counterparts and the dire situation of target groups both contribute to the absence of strategic planning and choices with counterparts.

The credibility gap between NGOs and their constituencies is one of the critical areas identified in the overview of the civil society actors which also contributes to donor's reluctance to channel support through them.

The analysis of the monitoring and evaluation mechanisms for the core programme, the Nairobi office and the tsunami-specific interventions reveal many opportunities for cross-learning. The application of the Toolbox has been limited to very few cases and was often done through information exchange by e-mail. Projects in the South-Central region were rarely visited. The performance registration indicated many gaps of information. The closeness of the Nairobi office to the ground offers a strategic position for monitoring, coordination and policy dialogue which could be exploited by the core programme. The intensive and coherent monitoring systems (simplified Toolbox, planning and reporting format) used for the Tsunami- specific interventions is effective and offers a point of learning.

8.2. Conclusions on the strategic change objectives

The results under the different strategic change objectives are fragmented and localized. This is partly explained by the lack of synergy between counterparts. Each counterpart actually tries to cover all strategic objectives. The integrative approach used by counterparts has been effective in meeting the various needs of counterparts and in achieving practice changes but less in producing high level results. Major policy changes have only been achieved by counterparts in Somaliland and Puntland, where counterparts have been actively engaged with government structures either in policy formulation or implementation.

Sustainable livelihoods

The Resource Management Somali Network (RMSN) has built the capacity of local partners, who initially were teams of individual environmental activists, in organizational development as well as in technical knowledge on resource management, and in the experimentation of innovative technologies at the community level. The few improvements so far achieved are localized and not sustainable. The interventions of counterparts have contributed to changes in the attitude of communities with regards to the use of natural resources. Counterparts have also developed new alternatives for the reduction of charcoal. Communities have put in place regulations for the access and control of natural resources in some areas. The development of new policies and regulations in natural resource management and the implication of women in the decision regarding natural resource management are important contributions.

Through the specific experience of member organisations, environmental protection was considered a precondition to sustainable development for communities in rural and urban centres. Holistic resource management (HRM) is chosen as an approach for sustainable resource management in which different ecological, economic and social factors are taken into account in the management process. Demonstration sites for resting ground and using animal trampling for improvement of pasture condition have been experimented. Included also is the establishment of tree nurseries and distribution of seedlings and reforestation. Important activities carried out by CLHE include studies on charcoal consumption and its negative effect on the environment, production and popularization of improved mud stoves, revitalization of the Ga'an Libah forest and rangeland reserve, organizing school environmental clubs, building rock dams and bunds for minimizing water run-off and improving water infiltration.

Another interesting result is the use of a holistic community-based approach by Horn Relief (HR) which combines emergency response with longer-term development programmes. Horn

Relief recognizes communities' priorities and problems, which includes severe environmental degradation, neglect for education and health services, and the need for alternative livelihood opportunities for pastoral people in the region. As communities have struggled to balance urgent humanitarian needs with much needed support for livelihood development priorities, HR has tried to balance priorities to respond to emergency needs and to address broader livelihood development needs.

While interventions have made some effects on the lives of target beneficiaries, ensuring the long term impact is a challenging issue that needs additional efforts. In a situation of scarcity of other resources, communities tend to get back to natural resources for their daily need. The support to RMSN to reduce charcoal consumption at household level through training of artisans, who produce improved mud stoves and sell the product, was effective. For instance a Candlelight (CLHE) survey indicated that the majority of users of the improved mud stoves had confirmed up to 40% reduction in charcoal consumption. Nevertheless, the current production by the trained artisans is almost impossible to make any significant improvement in the reduction of charcoal consumption in Hargeisa.

In terms of **food and income security**, the agricultural project of WOCA has improved food security of the targeted households up to a certain extent. The economic situation of beneficiaries has improved; but the last flood disaster swept away their crop storage and the target group is back to the initial stage. The intervention has contributed to women's participation in decision making processes. Women account for 95% of the project beneficiaries. However, women are both involved in the productive and reproductive roles and there are no specific strategies put in place to reduce the burden on those women.

As for **employment and job creation**, SAACID's credit scheme provided additional motivation and improvement of petty trade capacity and diversification in trading activities. The capacity of the target women in business have been improved and increased with a positive effect on their livelihoods. Their socio-economic standard improved and they got good reputation in the community.

The CLHE vocational skills and youth development centre at Mohamed Mooge district in Hargeisa has contributed to the application of women's rights with respect to skills training and basic education. It has provided women with skills which they used to get employment.

The Havoyoco Vocational Training Centre in Hargeisa which provides skill training opportunities to boys, girls and adult women from poor and returnee families in Hargeisa did not have the same success. The vocational training centre is now fully established and equipped.

The curriculum and facilities for the vocational training courses need to be further improved and management systems put in place, and on-the-job placement and training support needs to be explored. After the graduation, there was no follow-up survey carried out by Havoyoco, which could have been used for evaluating marketability of the skills acquired by the trainees in the local market. This is necessary for both evaluation and adjusting the future training programs in the vocational training centre.

Havoyoco does not charge fees to students for the training courses provided and has no clear plans for utilizing facilities in the training centre for business purposes. The training centre could produce marketable products and services, which could be sold to the public and profit could be generated for cost recovery of the training centre. At present the future financial sustainability of the training programme critically depends on the availability of donor funds.

In terms of income and employment after the training, almost all women graduates interviewed during the evaluation stated that employment opportunities for the majority of women graduates were very limited in both public as well as private enterprises in Hargeisa. However, some women graduates started home-based processing and preservation of food stuffs and sweets, which they sold in local shops and thus generated some income for themselves or family. Some male graduates managed to start their own enterprises with limited machines, tools and

equipments. Unfortunately, the men have better chances for successful employment opportunities than the women.

Health

The project implemented by CLHE made achievements. CLHE health interventions have strengthened rural health services in the six target villages through improved health infrastructures, human resource development, institutional networking and financial support for meeting the necessary health costs. Sustainability mechanisms in terms of cost recovery were in place for the six target MCH centres, as stressed by the staff. An appropriate institutional structure was suggested to be further established for the referral system in collaboration with Regional Hospitals in Hargeisa, Burao and Berbera in addition to the MCH centres within the coverage area. CLHE and other supporting organizations must address the existing weakness in the rural-urban referral system and introduce a mobile unit with a designated staffs and vehicles in all regional hospitals. This will enable the rural-based TBAs to make effective referrals for pregnant women with complications.

The CLHE project made positive improvements in health practices through anti-FGM campaigns amongst rural and urban populations. FGM practices were reduced through training and converting circumcisers to TBAs (traditional birth attendants). This was a major strategic choice made by CLHE with the cooperation of Oxfam Novib. Though income from FGM business was stated as much higher than that of traditional birth attendants, the trained TBAs expressed that the FGM practices were widely condemned by different sections of the people and that was the main reason they had to stop doing the FGM operations within respective villages and settlements. The trained TBAs caught several persons doing FGM operations in Hargeisa and reported to the police, but they were later released by the police, since FGM has not yet been made an official crime in Somaliland. While religious leaders have played a vital role in discouraging FGM operations, the role of trained TBAs was found to be widely effective in the eradication of FGM practices in Somaliland, as stressed by those interviewed during the focus group discussions.

Circus shows of Havoyoco have been considered a powerful tool for increased social and political participation by community members and marginalized groups such as orphans and poor children. Though there are no follow up surveys conducted for the impact of the circus projects, Havoyoco staff states that certain marginalized groups were able to effectively receive health-related information.

Education

Through the girls' education programme under SEPROG, approximately 1,000 girls are sponsored yearly in primary education. The female teacher training component has known varying success. Training of female teachers and employing them in the Ministry of Education of Somaliland as primary school teachers had a significant impact on improving the status of women as well as addressing the shortage of female teachers in lower primary schools in Somaliland. The trained female teachers act as role models to young girls, thereby encouraging them to continue with their education. However, in other regions the female teachers hardly find employment.

The education programme and the SEPROG network have no funding links outside Oxfam Novib. This has created a dependency situation that endangers both the future sustainability of the programme and the existence of SEPROG itself.

CLHE's education project under SEPROG focused on improved formal and non-formal education opportunities, with great emphasis on the promotion of skill training and employment opportunities for women. This was in response to the high rate of illiteracy in Somalia/land and in particular the lower number of girls in primary and secondary schools throughout

Somalia/land, mainly attributed to early marriage and domestic work of girls, especially those from poor families, which contribute to high drop-out of girls from schools.

Burao Vocational Training Centre played a significant role in providing rare opportunities to girl students seeking secondary education in Burao town. Although the management staff encourages increased girls' ratio, girls represent about 35% of the current enrolment. Transforming the centre to a Girls' Secondary School is very crucial for improving girls' opportunities in secondary education. The centre does not currently have clear written policies and procedures (or Operational Manual). The school management needs to improve in public information, accountability and transparency and strategic orientation for the centre.

Sustainability of results is one of the major problems affecting the education support initiatives and skills training centres all over the country. Financial sustainability is the key challenge for all education centres. In addition, the high drop-out rate of the girl students is also an area of concern. The experience of GECPD in the specific area of girls' education, especially parents' involvement and other strategies to keep girls in school and the integration of fight against FGM strategies in the curriculum are good points of learning.

Special education initiatives for pastoral education (HR, Havoyoco) are also very strategic. The Pastoral Youth Leadership centres provided learning as well as practical education services to mostly young girls and out-of-school women groups. The PYL project was designed to not only provide education and literacy training, but also build community strengthen in self-help community services as well as effective community leadership through youth and women groups. However, local conflicts and insecurities have been constant factors in the success of the PYL project. By the end of 2006, PYL enrolment for boys and girls averaged 65 % and 35% respectively.

Emergency aid

The emergency interventions helped the target groups improving their life conditions and the projects were implemented in a needy time. Some of the beneficiaries stated that if they would not have received the food at that time, the residents would have starved. They also believe that the distribution of food aid reduced the number of deaths and sick people, and displacement of the villagers. Some points of learning are summarized as follows:

In the specific experience of HARDO, the community elders and other members confirmed that the participation of the beneficiaries in various project stages, from formulation to implementation, was significantly high. For acceptance by the community, the implementing agency convinced the elders in the orientation and mobilization stage to accommodate the marginalized people to equally benefit from the intervention otherwise the project would not be implemented in the area. The elders reluctantly accepted the quotas given to minorities and women groups.

Using a holistic community-based approach, HR has been able to combine emergency response with longer-term development programmes. Horn Relief recognizes the communities' priorities and problems, which includes severe environmental degradation, neglect for education and health services, and the need for alternative livelihood opportunities for pastoral people in the region.

Horn Relief's humanitarian interventions included cash relief. Cash-based programmes have enabled Horn Relief to undertake targeted projects that address the root causes of environmental degradation as a vehicle for transferring cash to households in need. By providing cash payments, destitute households can meet their immediate needs based on their own priorities, including the purchase of water, food, and medical services, or relief of the heavy debt that prohibits their re-entry into the traditional credit system. This experience was also tried by

Havoyoco with positive results. Cash-based interventions were found appropriate for mitigating further livelihood deterioration of drought-affected people. This was true due to the fact that the pastoral economy was under stress with over-stretched debt. The effectiveness of cash relief in terms of cost-effectiveness and implementation mechanisms was relevant and justified. Cash relief and cash for work have proved effective means of alleviating a drought emergency situation where livelihoods have gone into distress for longer periods of time. Cash-based interventions were successful for two main assumptions: food was available on the local market and the food could easily be accessed through increasing purchasing power of the cash recipients.

The intervention of RMCO in the conservation and improvement of the coastal environment and the surrounding eco-system has produced limited results like regeneration of the mangrove on the coastal lines, as the project was halted already after six months of implementation.

SRDO's intervention played a major role in improving educational standards and student enrolment in both primary and secondary schools. It also improved accessibility of potable water and sanitation, enhanced the livelihood of the fishing communities up to certain level, after having been supported to resume their fishing. The community committees are not receiving sufficient capacity-building to ensure community ownership and self-reliance for sustainability.

CED through its intervention targeted sectors (fishing, water and agriculture) which were in ruins since the collapse of the state. The intervention has positively influenced the lives of targeted communities. The effect is evident on the education system through the construction of school infrastructures.

As an OI lead in Humanitarian interventions, Oxfam Novib played a vital role in terms of information flow and exchanges with other Oxfams especially OGB. It has been able to provide updated and accurate information to the other Oxfams. The information provided by Oxfam Novib to the other Oxfams on the evolution of the political situation is highly appreciated by OGB. The critical issue is related to their non presence in the field which can be a blockage for effective coordination (ability to respond quickly, concretely and appropriately) in case of high emergency.

Conflict prevention and peace-building

PHRN was born in a historical moment when warlords were unquestionably in control of the politics of the country and were the sole interlocutors with the international community. Through peace rallies, meetings, workshops, dramas and media debates, PHRN pioneered the opening up of public discussions on the issues of conflict and human rights abuses. The establishment of PHRN paved the way for the emergence of other networks and associations that together formed a visible and vocal civil society with a legitimate recognition in the peace process. Peace appeals in times of active fighting between political groups or clans, and the launching of mediation efforts had borne fruits in many instances.

In this regard the Oxfam Novib investment in PHRN was strategically an appropriate choice and has helped build a local capacity that has managed to accomplish some significant results. These however, need to be improved upon.

Although there is an international instrument on child rights protection, the sector has not been given special consideration and the Child Protection project run by the Nairobi office was one of the first measures fully taken towards child protection. In fact, the project directed the attention of various stakeholders including the key actors such as warlords, government officials, community elders, and religious leaders, to the importance of the issue. It generated debates in different forums and the formation of several local child protection organizations is also an indication of raised awareness. The funding level for the project activities related to

IDMA activities was extremely limited. In particular, SOYDA was not able to support child victims and their families in bringing the culprits to justice and assisting them to hire a lawyer in the court process.

Likewise, the cases documented by Somali Peace Line could be reliable records for future use in courts in order to punish the perpetrators whenever the judiciary system of the TFG will be completely operationalized. Discussions on the matter held with some of the duty bearers made child protection a national issue. According to the organization's vice chairman, the Ministry of Education of the TFG has made the necessary steps to establish collaboration among the concerned governmental and non-governmental institutions.

On the other hand, the scope of the human rights and child protection projects is very wide. It is not easy for an organization with very limited resources to cover all the cases of abuses taking place in the area and this was a challenge to the counterparts. Similarly, lack of other humanitarian support such as provision of medical treatment to the victims also affected the impact of the project. Therefore, the combination of IDMA and humanitarian assistance is necessary for the effectiveness of the project. One of the objectives of the project was reduction of the abuses, but it can not be confirmed that a meaningful reduction has occurred due to the changing situations in the Mogadishu. Even if it has taken place, it could not be said that it is the project's impact since the project confined on investigation, documenting and monitoring.

Besides, identifying and harmonizing the monitoring and reporting tools that were in use by Somaliland- based counterparts vis-à-vis Oxfam Novib's standardized common tools (IDMA) have taken a considerable time and were found difficult for field-based organizations. Given the fact that the local counterparts needed to standardize their tools for information collection and reporting, sharing the tool at the initial discussion stage was very important. Although, the Monitoring Form was finalized through a participatory process, Somaliland-based counterparts believed that much of its contents were based on recommendations from Oxfam Novib counterparts in South Somalia, where the existing socio-political context are entirely different from that prevailing in Somaliland.

Social and political participation

SOCDA has achieved success in respect of strengthening community-based organisations through series of training sessions, which gradually reduced constraints hindering their daily performance. Targeting national legislators in policy formulation, governance, roles and responsibilities and creating collaboration between parliamentarians and civil society actors is another strategic area of intervention for SOCDA.

The SOCSIS training programmes was successful in three major areas: *governance, internal management systems* and *fundraising*. In the process of turning the training knowledge into practice, many NGOs undertook significant restructuring, redefining functions and relationships, which led to separation of board and management responsibilities. As a result of the adoption of the basic ISPP manuals, the NGOs have now sufficient knowledge, understanding and skills for running a proper organization. They became conversant with the standard practices of, particularly, financial and human resources management as well as office administration. The training has also enabled many organizations to develop relations with new donors, with almost half of the participating NGOs at least doubling their funding sources.

Women's networks

COGWO succeeded in setting up a peace and human rights committee for 16 districts in Mogadishu. The capacity of NGO members of the three networks (COGWO, WAWA, Nagaad) has been enhanced with regard to governance, fundraising and operations. The use of articles in the local press, the establishment of websites, and radio debates have contributed to community awareness on issues related to women's rights' abuses. Awareness on the harmful effects of

FGM has increased, although there are still cultural and religious inhibitions to talk openly about the issue.

There is also a marked understanding and collaboration between victims of abuses and the VAW (Violence Against Women) documentation centre. This has increased the credibility of COGWO and its acceptance within the public domain; reporting of abuse cases has increased. The centre has a rapid response to the victims through medication and financial support. Trauma counseling and psychological support as well as physical recovery of the survivors of human rights abuses have been enhanced.

WAWA has done very good work in mobilizing women and increasing their awareness on women's rights and enhancing the capacity of their organizations. As a result of WAWA's work, the community is better informed about the rights of women. WAWA has played an important role in influencing the administration to adopt affirmative gender policies. In fact, Puntland politicians have now accepted to allocate 30% of positions in government departments to women. The Oxfam Novib support was instrumental in building this WAWA profile, it has helped emerge and establish a visible women's network in the zone. The network has given a collective voice and power to the members as well as the women they represent. They are now a force recognized by the community and politicians.

The Nagaad umbrella is firmly established in Somaliland and has played an important role in raising the public awareness of the rights of women and in mobilizing the women of Somaliland on the issue of women participation in politics. The major weakness of the programme is that it addresses several issues at the same time with the consequence of spreading thinly the efforts of the institution. Nagaad has succeeded to establish a good name among the donors and international organizations. However, this attraction of attention and money tend to condition the network into a project-driven mode and a role of sub-contractor rather than assuming a partner position in these commonly agreed projects.

In terms of mainstreaming, gender issues have been targeted in all the different sectors of interventions of counterparts with positive results.

9. Main recommendations

9.1. Recommendations on the strategic positioning

The following recommendations are made on the basis of the analysis of the strategic positioning through the quality of the decision-making process, the quality of the products, and the monitoring and evaluation mechanisms.

(a). Acknowledging regional differences in the analysis and development of strategic choices

The analysis of the country situation as presented in the descriptive part of this report indicated that Somalia/land is not just "a country in forgotten crisis" but "a country" made up of three distinct parts which are actively engaged in a dynamic process of reconstruction and redefinition of its geo-administrative entities. The recognition of this fact should go beyond the simple dichotomy in spelling "Somalia/land". The first emerging structure is Somaliland (without an international recognition) which has almost all its structures and policies in place. Somaliland has elected a president and a parliament. The government is formed with line ministers for each sector and has elaborated a strategy for economic recovery and poverty reduction plans. Puntland, the second emerging structure (with a different objective), also has its structures and policies. It is therefore important for Oxfam Novib to recognize the regional differences in the analysis and development of strategic choices for Somalia/land.

(b). Creating synergies among actors (public, civil society and private) for policy development and implementation

NGOs in Somaliland and Puntland have a unique opportunity to participate in designing and implementation of sector policies and structures. An important strategy is to help NGOs contribute to policy development while providing services to communities. This strategy has the advantage of saving the efforts and resources which will be later needed for policy change. It implies the development of a constructive vision to create synergies among major actors: public, private and civil society. Signs of this collaborative effort between civil society actors and the government are noticeable in Somaliland. The experience of Candle-Light for Health, Education and Environment (CLHE) with the Ministry of Education and the Ministry of Health is a good illustration.

Three benefits of this approach emerge at first sight:

- The serious minimization of at least three (3) major risks namely: government interference, financial mismanagement by counterparts, and lack of NGO accountability with the establishment of a “check and balance system”. Each actor will know its role and also ensure that the other plays its role correctly.
- The reduction of the frustration from regional imbalance and the tension between Oxfam Novib and the authorities in Somaliland and Puntland.
- The achievement in a cost-effective manner of sustainable policy and practice changes and regional strategic change objectives.

(c). Developing clear and simple strategies to support the regional distribution of resources

Oxfam Novib does not have written strategies for resources distribution according to regions. Clearly written criteria are always helpful when dealing with the public authorities and civil society actors.

(d). Developing the networks capacity in strategic planning and avoid supporting similar activities in order to encourage synergy among the networks.

The support to PHRN, WAWA and COGWO in human rights could be made more strategic and complementary. The work of PHRN in human rights overlaps with that of the two women networks in both South Central and Puntland.

(e). Without damaging the trust and autonomy of counterparts, it is important for Oxfam Novib to address the issue of credibility gap very seriously through:

- Improving the assessment of the proposals. The systematic application of the Toolbox is required to determine clear monitoring milestones; amendments to the original proposal should be incorporated into a final version which should be attached to the contract.
- Making funds transfers accordingly with the implementation of the programme (installment payment);
- Ensuring independent and qualitative project evaluations (quality assessment of the evaluation reports)
- Providing budget and technical support to counterparts to undertake participatory surveys for proposal formulation in order to ensure that community needs are identified

(f). Establishing a standardized system of monitoring

The framework developed for the monitoring of the tsunami response programmes is an important point of learning which needs to be capitalized for the benefit of the monitoring of regular programmes. This system includes clear planning and reports formats. This is necessary in a situation without external control bodies and where the “check and balance” system is weak or inexistent. It will fill the information gap in the performance registration. The core country monitoring and evaluation system should be redesigned with the participation of counterparts.

(g). Involving the Nairobi office in the planning, implementation and monitoring system of core counterparts

It is important for Oxfam Novib to operate as a single organisation. The interventions of Oxfam Novib The Hague and the Nairobi-based Oxfam programmes should complement each other. The determination of modalities of involvement and the timeframe should be considered as priority in order to ensure an effective core country programme. An initial step in this process would be the establishment of a monitoring and evaluation mechanism specifically for core counterpart programmes at the Nairobi level.

9.2. Recommendation per strategic change objective

As indicated earlier, the core country programme has failed to produce high level results except in Somaliland, it is therefore important for Oxfam Novib to:

- undertake a clear analysis per strategic change objective (actors and issues) on regional and national basis
- Support a strategic planning process with counterparts identified per strategic change objective
- Support the development of synergies at regional and national level

Sustainable livelihoods

One of the critical challenges related to natural resource management is sustainability. The current funding level of the programme of the RMSN is inadequate to make any significant contributions to the *Strategic Change Objectives*, even in the distant future. It is therefore important to:

(a). To develop a long-term commitment and a strategic approach in both programming and funding. Because of the vastness of the country, the limited capacity of the network, and the insufficient resources available compared to the needs, the programme needs to focus in both its thematic interest and target areas and communities within each zone.

(b). In order to ensure sustainability in natural resource management, community involvement and ownership are essential areas, the holistic approach to resource management.

(c). Cooperation/partnership with public or local authorities is important especially in the area of law reinforcement, local conventions for natural resource management (drafting, implementation and monitoring).

(d). Counterparts should also ensure that community-based local structures have sufficient institutional capacity to develop strategies for fundraising, management and supervision.

(e). The strategy of reduction of charcoal consumption through the use of improved mud stoves has proved effective (CLHE experience in Hargeisa). This experience needs to be reinforced through a significant improvement in the production and sustained educational component in order to induce a multiplier effect. Mass production facilities have to be invested to produce large quantities of quality mud-stoves, in addition to adequate marketing and promotion strategies. The latter are necessarily required to make any significant impact on the consumption levels of charcoal by households in Hargeisa and other similar towns.

(f). The specific experience of WOCA on food and income security in targeting women, reinforcing their farming capacity (land and equipment) is very strategic. The scale of the current programme is too low to provide any considerable effect at the level of the target villages. A significant increase in the number of the households, the equipment and the credit scale and size are required.

(g). The vocational training centre of Havoyoco in developing life skills is important for employment and job creation. It is therefore important to strengthen the sustainability of the

vocational training centre through wider community and government contributions as well as funds from donor organizations in Somaliland. Regional cooperation and coordination are strongly recommended for the purpose of standardizing syllabus and curricula as well as experience and information sharing. If proved effective the experience can be multiplied in other regions of the Somalia/land.

Health

(a). An appropriate institutional structure is suggested to be further established for the referral system in collaboration with Regional Hospitals in Hargeisa, Burao and Berbera, in addition to respective MCH centres within the coverage area. This will enable the rural-based TBAs to make effective referrals for pregnant women with complications.

(b). The production and distribution of locally made safe delivery kits throughout Somaliland was previously supported by UNICEF through CLHE. Unicef stopped the support in mid-2005 and CLHE, therefore, abandoned the production and distribution of the safe delivery kits. The TBAs interviewed during the evaluation stressed that the safe delivery kits were very important for their services. They requested CLHE to invest in the production and distribution of the safe delivery kits locally, so that the trained TBAs could pay the kits from CLHE or from the nearest MCH centre, on financially sustainable basis. This is an important strategic area, where CLHE could make a significant contribution to safe motherhood services in collaboration with Oxfam Novib and/or UNICEF.

(c). For the messages portrayed in the Circus dramas of Havoyoco to be effective, it is important to undertake follow-up studies for target groups who attend the performances and are interested to get more information or take up some practice or behavioral actions. The follow-up meetings could be used for processing of information and in-depth discussions, filling in any information gaps, clarifying issues and giving community members a chance to decide what actions they would like to take on the identified problem. This is an important step in information dissemination that should not be overlooked in an awareness creation projects, unless the circus and drama is performed purely for entertainment purposes.

Education

(a) With regards to the varying success in the strategies used, the girls' education programme required a strategic review in terms of the scholarship and the teacher training component. The number of girls sponsored (1,000/8years) is not likely to meet the education for all goals. The scholarship approach is not likely to improve the access. Supporting education institutions (similar to GECPD) with targeted objectives would contribute to increase girls' enrolment rate. The issue of female teachers' trainee high drop out needs to be analyzed (selection criteria, quality of the training programme and competence of the training center). The low employment of female teachers should also be addressed and the assumption of this component revisited.

(b). The SEPROG network should also be opened to other counterparts involved in education (HIRDA, HR, CED)

(c). Counterparts involved in second-chance education should be encouraged to adopt the non-formal education curriculum developed by UNICEF

(d). In terms of vocational training, the education project interventions have made positive contributions in providing education opportunities to both young and adult people, primarily women. There is, however, a need to investigate sustainability (full cost recovery) of education projects such as BVTC and M. Mooge Vocational and youth development centre in Hargeisa. In addition, after the literacy and numeracy classes at M. Mooge centre, there is need to introduce and encourage training on marketable skills that can enable students to obtain gainful employment.

(e). In respect to the female teacher's training, strategies such as monthly allowances to trainees have contributed to the retention rates of trainees. Such strategies need to be reinforced and replicated.

(f). Reviewing the curriculum and introducing a modular approach in the literacy/numeracy and skill training will enhance attendance and reduce the drop-out rate.

(g). In order to ensure sustainability through cost recovery, there is a need to focus on exploring possible local fundraising and financing sources from community (including the diaspora) and government stakeholders. Respective government education authorities and community committees should be given an opportunity to be involved in the overall planning, management and supervision of all the education centres. Burao Vocational Training Centre has got adequate institutional and physical infrastructure, which could make it easy for the centre to operate under sustainable cost effectiveness, given that respective community and regional education authorities are involved in the overall administration and management of the Centre.

(h). The PYL project increased the level of skills and knowledge of target youth groups in order to enable them participate in community integration and rehabilitation, awareness in human and animal health, management of natural resources and community leadership. HR should work towards strengthening the sustainability of PYL educational centres in the six villages. It should also seek wider collaboration with similar organizations that offer non-formal education services based in Somaliland as well as Puntland. Regional cooperation and coordination are strongly recommended for the purpose of standardizing syllabus and curricula as well as experience and information sharing.

(i). Contrary to its original design, the PYL programme benefits rural youth groups in villages more than the nomadic youth. The counterpart should design strategies to meet the educational needs of the original target group (nomadic youth).

Emergency aid

(a). Cash recipients have struggled to balance urgent survival needs in food and water with repayment of due debts. There were no recovery programmes for the affected communities after the emergency interventions were phased out. Oxfam Novib and its counterparts should develop appropriate interventions after every major emergency situation in order to further build community livelihoods in the recovery period and address development needs of communities affected by extreme shocks during drought emergency situations. Counterparts involved in humanitarian intervention should develop clear strategies to combine humanitarian relief projects in any emergency situation with recovery and development interventions for the affected people.

(b). The community institutions promoted by counterparts need to be consulted, with broader community participation, for further capacity-building. Their role could be expanded to incorporate other community priorities. The communities need to be empowered to forward their concerns to existing authorities and international organizations, directly by themselves.

(c). Counterparts should develop strategies for local fundraising (local contributors, Diaspora, government support, etc), to back-up international support. This will contribute to the timely response to disasters as international help usually comes late.

(d). The provision of more skill training and good management practices will also empower the sustainability of the projects' outcomes and improve both the associations and committees' capacities.

(e). As an OI lead, Oxfam Novib presence in the field needs to be reinforced. The presence of an emergency coordinator is very strategic and needs to be reinforced.

(f). At the operational level, Oxfam Novib should help regional coordinator bodies like NERAD (Somaliland) and HADMA (Puntland) in their role of coordination, monitoring. The planned Humanitarian Capacity Building EPAPA can be an opportunity to develop of the capacity of those structures.

Conflict prevention and peace-building

(a). Working on peace and human rights issues is relevant to the situations of Somalia. The PHRN programme needs to have strategic focus and results-based orientation. This requires improved capacity of the counterpart and adequate technical support from the Horn of Africa Team. Project proposals should be based on a well articulated strategy, and show clear links to each other in terms of producing accumulated effects towards the strategic objectives.

(b). Cooperation between human rights organizations and other humanitarian agencies should be promoted to develop integrated programs addressing the human rights abuses in Somalia/land

(c). The current scale of the child protection programme is very limited. Therefore, the expansion of the project scope is very necessary in order to make it highly effective

(d). Many organizations and networks are currently involved in human rights activities. Some of those institutions focus one sort of human rights such as child's rights, women's rights and so on, while others cover all kinds of human rights violations and operate in the same area. To avoid duplication of efforts, more synergies need to be created among them.

(e). As the documented cases indicate, most of the victims are either from minority communities or from poor families, and their financial status does not allow to get basic needs for the victims such as treatment, food and so on. Sometimes, it happens the family of a killed child cannot cover the funeral expense. So, provision of humanitarian support will enhance the acceptance of the target group towards the project. Additional budget support for counterparts involved in human and child rights activities is needed to provide direct financial and legal support to families and child victims that were investigated and monitored.

Social and political participation

The following recommendations for a change in the **Oxfam Novib SOCSIS capacity-building** approach are:

(a). The programme should be part of a *long-term partnership* that offers funding opportunities, through either the regular Oxfam Novib programme or special arrangements with donors. The programme should have a *grant scheme* for funding community projects to be undertaken after the completion of the training. This would also be essential for ensuring the adoption of the skills and practices acquired through the training, particularly for organizations that struggle with funding constraints;

(b). The programme should be designed to support a sustainable *networking mechanism* that can organize regular follow-ups and links with the aim of maintaining high standard practices through awards;

(c). The NGOs should be given space in participating in the project *decision-making process* right from the planning stage;

(d). Rather than considering the NGO training as an isolated and one-off engagement with a particular group of NGOs, Oxfam Novib is invited to revise its capacity-building approach. The performance of a local NGO is determined not only by its management capacity to run an organization properly, but also its capacity to serve its own community. In the current Somali context, lack of funding is an important constraint on the potentials of local NGOs to serve their society.

(e). The production of the Internal System Policies and Procedures (ISPP) manuals is a commendable job done by the local SOCSIS consultants for the NGOs, but they require to be reviewed adjusting to the working environment of individual organizations.

The capacity-building programme should, thus, have a *comprehensive long-term view*, addressing issues such as technical, material, financial and political needs on a sustainable basis. For the capacity-building efforts to be relevant and sustainable, the programme must adopt participatory approaches that recognize the right of the local NGOs to be part of the decisions that are aimed at their own development. Oxfam Novib can play a leading role in advocating for a radical change in the current donor arrangements that continue to relegate local NGOs as appendix to the international agencies system, on the grounds that local NGOs credibility and capacity are questionable, and that there is no legal framework for accountability. One way of overcoming these barriers and making donor money more accessible to local NGOs is to establish special funds through designated international NGOs. The very clear message from the Somali NGO sector is that capacity-building programmes are worth only of their added value in meeting local NGO funding needs.

Gender and women networks

Although it is very clear that Women networks are active in defending women's rights in their respective regions of intervention and have been carrying out capacity building programmes for their member organisations, the future development of the networks and their impact would depend on their own organizational capacity and programme focus. The current WAWA and COGWO activities in governance and conflict resolution overlap with those expected of PHRN.

(a). Women networks and other counterparts should be supported to integrate gender as a cross-cutting issue in all sectors. Women networks have a vital role to play in building the capacities of other actors and in monitoring the actual targeting of women and men's needs. The reduction of the burden of women engaged in various roles and men's productive and reproductive roles and responsibilities should be given specific attention.

(b). In addressing core gender issues like the power relationship between men and women, the participation of women in the decision making process at all levels, reproductive health, Female Genital Mutilation (FGM), girl child education, women's role as breadwinner, and women's employment, counterparts should design strategies to work with all stakeholders (religious and traditional leaders, business community and men). Oxfam Novib should provide the technical and financial support required for the development and deployment of such strategy.

(c). There is a need to review the programme scope and particularly to assess the effect of the capacity building component as there are strong indications that the network coordination (WAWA) suffers from inadequate skills in financial programme management and in general the quality of proposals and reporting is weak across all the three networks. It is through the appropriate technical and leadership competence that networks can fulfill their role as prominent voices of women in Somalia/land.

(d). It is important to underline that through the formation of internal theme-based sub-networks, NAGAAD has pioneered to resolve the contradictions between the growth of the network coordination office and the lack of fund resources for the individual member organizations that is experienced by all networks. However, this choice confronts NAGAAD not only with a huge operational challenge that it might not cope with its current limited

capacity, but also the risk of losing focus and sight of its core mandate. Engagement in additional sectors such as environment, health, education and food security will certainly dilute the efforts that at this stage need to be concentrated on the priorities within the issues of women rights.

- ✓ A distinction must be made between the main functions of the network as a coalition of women NGOs that aim at promoting the policy and practice impact, and those of its individual organizations that can have other developmental work interest.
- ✓ The capacity building programme needs to be reviewed and its impact assessed. It seems that a lot of workshops and training activities are happening on a continuous basis without proper planning and monitoring.

(e). NAGAAD's multiple projects (HBF, DRC, CARE, Swiss Group, ICD, International Solidarity Foundation, National Endowment for Democracy, UNICEF) are a clear sign of success it has achieved in its funding diversification policy. However, this creates also problems in determining the programme impact. Projects with different funding sources should complement each other and not overlap, as clear sub-components within a project or a programme, having relevant indicators properly developed.

ANNEXES

A. Counterparts involved in the core country Evaluation

The description only covers counterparts included in the core country evaluation. Counterparts are presented under four headings: regular counterparts, specific counterparts involved in emergency relief, SOCSIS counterparts and Linkis counterparts.

❖ Regular Counterparts (managed from The Hague)

The **Resource Management Somalia Network (RMSN)** was the first national network that brought together activists and organisations from all over the country. In February 1996, Novib organized in Mogadishu a workshop on rural development problems. As a follow-up of that meeting, a specific workshop on rangelands and conflicts among pastoral communities was held in Buran village in the Eastern Sanag in April 1996, from which the idea of networking in natural resources management was born. Eight regional teams were formed to constitute the basis of the network membership. The Coordinator heads a small number of staff composed of Administration and Finance Officer, Information Officer and Assistant Administrator.

Oxfam Novib's most recent support for RMSN's programme on holistic resource management amounted to EUR 814,866 for the period of January 1, 2003 – December 31, 2006 (four years).

Horn Relief - (also involved in emergency relief) **Puntland**

HR was formed in 1991 by Somalis in Diaspora in Minnesota USA as a lobby movement to pressure international community to stop the sale of arms to Somalia following the break out of civil war in the country. In 1996, Horn Relief undertook a strategic shift in its approach towards peace-building by establishing the close linkages between sustainable peace and the development needs of people. Horn Relief therefore established an office in Somalia, so as to work with local communities to help them address their development challenges, increase their self-reliance and in the process help them in building peace in Somalia.

Horn Relief has implemented quite a large number of relief and development projects with a budget of over \$6.5 million in the last three years alone. Horn Relief has also implemented the Emergency Relief and Drought Vulnerability Reduction (ERDVR) project funded by DFID and Oxfam Novib with a budget of \$1.28 million.

Horn Relief's main development project funded through Novib since 1997 is the Pastoralist Youth Leadership programme in Sanaag region, with a yearly budget of around EUR 115,000. HR is a member of RMSN, WAWA and PHRN.

Women Care (WOCA) (also involved in emergency relief)- **South-Central**

WOCA is a women's organisation led by women. WOCA is one of the few organisations that works in the area of food security and women empowerment simultaneously, important issues in the developing civil society in Somalia. WOCA is a member of three important networks in which Oxfam Novib has invested a lot (COGWO, PHRN and RMSN, respectively working on themes of gender, peace and natural resources). WOCA works with women displaced by the war and now returning to their home villages in the Middle Shabelle region. They are all farmers and the area has a good potential for agriculture. WOCA's strategy is to increase participation in community life as much as possible, with as priorities: to strengthen women's participation in agriculture, and their social-economic position, to set up income generating activities, to promote women's awareness about their role in society, to mobilise women for peace, to stimulate working in groups and to increase employment for women. Oxfam Novib is supporting WOCA for the implementation of the agriculture project to an amount of EUR 200,000 for a two-year period. At the same time, WOCA received support for Tsunami

rehabilitation and flooding emergency aid projects during the year 2006 for a total budget of approx. 150,000 Euros.

Horn of Africa Voluntary Youth Committee (Havoyoco) (also involved in emergency relief) - Somaliland

In 1992 a group of youths from different backgrounds and from Hargeisa, Somaliland, set up Havoyoco. Its focus is on education, empowerment and on creating opportunities for youths or children to provide for their own livelihood. The central aim for Havoyoco is to improve the socio-economic conditions of the targeted communities, to increase their awareness and participation on a number of issues of social concern to the communities of Somaliland using circus and drama as tools for dissemination of information and awareness building.

The relationship with Oxfam Novib began in 1997 when Oxfam Novib and its Ethiopian counterpart Circus Ethiopia started a circus in Hargeisa. In 1998 Oxfam Novib funded Havoyoco's organisation costs and a literacy project for youths. Oxfam Novib has also funded a soap-making centre, management and literacy courses, and income generating activities around the soap factory. Oxfam Novib's support for these activities is 353,000 Euros for three years. In addition, emergency projects for drought victims were supported, the latest one amounting to EUR 380,000.

SAACID – (also involved in emergency relief) South-Central

SAACID (pronounce Sa'eed, meaning 'to help') is a local organization founded in October 1990 by a group of Somali intellectuals with the aim of assisting marginalized communities through empowering their socio-economic status to settle their livelihood, restore peace, and create stability and secure environment. SAACID has had a decent partnership with Oxfam Novib from 1995, and since then their working relationship has been growing. The profile of the organization has advanced as SAACID's volume of work and its area of influence increased and they now have a sister organization in Australia. The Australian sister organization is a set-up that contributes means and ways of achieving the objectives and fund raising behavior of the organization. SAACID has been working in Somalia since 1990 and has had a counterpart relationship with Oxfam Novib since 1996. SAACID is a member of PHRN, COGWO and SEPROG. Oxfam Novib supports a Women's Empowerment project to the amount of 295,000 Euros for a three-year period, and an Education project under SEPROG to the amount of 168,000 Euros for three years. In addition, emergency aid was occasionally provided.

Candle Light for Health and Education (CLHE) (also involved in emergency relief)- Somaliland

CLHE was founded in 1995 as a non-profit organisation, dedicated to social and economic development for Somaliland communities. Since then, CLHE has grown in terms of its institutional and programme coverage from a modest beginning with one office room donated by another local NGO, and a staff composed of one director, supported by five volunteer social workers, with few number of staffs and limited project coverage, CLHE developed itself to effective organisation with interventions in four out of six regions in Somaliland. It has four sectoral departments viz. environment, education, health, and income generation; and from a handful of people working mainly on voluntary basis to a permanent and semi-permanent (project-based) staff of about 68 persons. CLHE is a member of RMSN and SEPROG.

The formation of the organisation coincided with an outbreak of internal civil strife in parts of Somaliland in 1994, when thousands of people became displaced in the rural areas of Burao and Hargeisa, resulting in a state of difficult humanitarian situation. Oxfam Novib supports a Health, Environment & Education project for an amount of 398,000 for three years and an Education project under SEPROG to an amount of EUR 288,000 for three years. Other funds have been provided for emergency projects.

FPENS- South-Central

The Formal Private Education Network in Somalia (FPENS) was established in Mogadishu in 1999 by 14 local and international organizations working in education sector. It has now a membership of 67 organizations. The history behind the emergence of FPENS as a network is the fact that the civil war in Somalia left behind huge loss of human life and infrastructure.

The objective behind the creation of FPENS was to get an umbrella organization for the institutions involved in the formal education and to have better coordination among these organizations in terms of information sharing and upgrading of skills and resources.

Geographical coverage of FPENS is in all the regions of Somalia and Somaliland. FPENS has a solid base and enjoys a good reputation and image within the community. The network covers several schools enrolling more than 120,000 students. The main source of its income is the contribution made by member organizations. FPENS operates partly under SEPROG, the Somali Education Promotion Group, a network founded by Oxfam Novib partners to promote girls' education. FPENS received Oxfam Novib support to the amount of EUR 167,000 for the three year-period from April 2004 to March 2007.

Tadamun Social Society (TASS) (also involved in emergency relief)- Puntland

TASS was established in 1992 in Bosaso, Puntland, by a group of Somali professionals, mostly former civil servants. The organization's aim is to "collectively work the possible manner to develop the socio-economic status of Puntland community to enable them to assert and achieve them with greater success". To achieve that the organization its area intervention covering provision of essential services (education, health, water) and relief operations to Internally Displaced People (IDPs) Oxfam Novib supported TASS education project under SEPROG to the amount of EUR 154,000 for the three year-period from April 2004 to March 2007.

Galkayo Education Centre for Peace and Development (GECPD) (also involved in emergency relief)- Puntland

The GECPD centre was founded in 1999 by a group of women educationists and professionals, as an education and resource centre for women in Puntland to help address the pressing issues of concern to women. Its mission is to empower women through education and promote and strengthen women's capacity to seek, defend and advocate for their fundamental rights in all spheres of life.

GECPD has a girl's school, boarding and several non-formal education centres. They have also done emergency projects with Oxfam Novib, for IDPs. GECPD is a member of WAWA, RMSN, PHRN and SEPROG. Oxfam Novib support for the education project under SEPROG was EUR 153,000 for the three year-period from April 2004 to March 2007. In addition, a borehole for IDPs was funded in 2006 to the amount of EUR 17,000.

Somalia Organisation for Community Development (SOCDA)- South-Central Somalia

The Somalia Organisation for Community Development Activities (SOCDA) trains local NGOs and community organisations, which often have big training needs. An important part of SOCDA's work consists of supporting and working on promoting the expertise of different network organisations, including Novib's partners PHRN, COGWO, RMSN and WAWA.

Partnership with Oxfam Novib started since inception in 1993 as an institutional support. This support has helped the organisation to be part of the reconstruction process of the Somalia/land. It has seen SOCDA growing from an initial mobile training to a well established organisation. Oxfam Novib accounts for 132,000 Euros for a two-year period.

Coalition of Grassroots Women's Organisation (COGWO)- Regional women's network in South-Central

The Coalition of Grassroots Women's Organisation (COGWO) is a Somali network of 30 women organizations committed to women's rights in South-Central Somalia. COGWO was founded in 1996 and is working closely with counterparts of Oxfam Novib, especially with the Peace and Human Rights Network (PHRN). It also has good regional and international contacts with, among others, SIHA, PAWLO and FEMNET.

COGWO is working on education, awareness raising, capacity-building of member organisations, mobilisation, lobby and networking. It uses the international human rights instruments as the basis for its work. To COGWO knowledge of women's rights under Islamic law and the different interpretations are important means of empowering Somali women to demand their rights. Oxfam Novib supported COGWO's women's rights education and promotion project for the three-year period of 2005-2008 for a total budget of 608,000 Euros.

NAGAAD – Regional women's network in Somaliland

NAGAAD is an umbrella organisation with 32 members focussing on gender issues. The members are working on education, health care, income generation and the media. Nagaad has a clearly defined structure, mandate and plan of activities. In the coming three years it will continue the previous programme and focus on women's access to economic activities, education and, most importantly, political participation. Because of Somalia's political structure is based on clan relationships, women have so far had limited access to political decision-making. The installation of a female minister last year was one of the biggest successes.

In the elections in Somaliland, Nagaad is playing an important role in monitoring the voting halls, in organising workshops on democratic elections and peace-building, and in campaigning for women's participation in politics. Oxfam Novib support amounts to EUR 404,200 for the current three-year period

WAWA – Regional women's network in Puntland

WAWA grew out of the former Bosasso Women Confederation. Fifteen women and nine organisations from Puntland created the WAWA network in March 2000. They wanted to start a lobby network for women's participation in decision-making process of both civil society and the government. The acronym is for 'We Are Women Activists' and the network is focussing on peace processes and human rights. The secretariat is presently run by one co-ordinator and two volunteers or interns.

WAWA wants to fill this gap through training and educating young women, by taking on interns for its own organisation and that of members. In this manner they are enabled to make their own choice regarding their participation in peace movements, human rights and women's rights in Somalia. WAWA's work is about training activists of affiliated organisations. They can further disseminate the new skills among their members those involved and other organisations. The Oxfam Novib contribution to the network amounted to EUR 187,000 for the three-year period up to October 2006.

Peace & Human Rights Network (PHRN) – Puntland and South-Central

The Peace & Human Rights Network (PHRN) was born during a workshop held in Mogadishu in February 1997. The theme was to analyse the conflict in Somalia. PHRN is a network aimed at empowering civil society and promoting sustainable peace in Somalia.

The 29 member organizations represent a broad spectrum of civil society, such as reporters, teachers, former militia members, human rights organisations, and women; including several partners of Oxfam Novib, such as Horn Relief, SAACID and WOCA.

PHRN provides a valuable contribution to empowering Somali civil society. At the moment PHRN is working on a programme of members actions around issues like the demobilisation of

the militia, public law, voters education, election monitoring. Oxfam Novib supports PHRN to the amount of EUR 364,000 for the two-year period from July 2005 to July 2007.

Ocean Training and Promotion (OTP) was founded in the port of Bosasso, Puntland, in 1993. In 1995, it was registered in the Netherlands as an international organisation. Its office in The Hague is working on raising the awareness of Somali girls and women in the Netherlands, and on emancipating them. As in the last three years, the office in Bosasso is working on women's emancipation, fisheries development and water supply.

The fisheries unit directs its energy and funds to training fishermen in boat repair, diving skills, fish processing and conservation. They include former militia members. OTP investigates the prevalence of illegal fishing by foreign boats in the coastal waters of Somalia, to raise the awareness of the local people on their rights to fishing grounds in the continental waters and to demand international attention to this injustice.

Oxfam Novib has supported OTP's programme and administration to the amount of 470,000 euro over the three year-period from 2002-2005. Support then decreased to EUR 87,000 for one year. In 2006, a final contribution of euro 70,000 was made, as OTP did not sufficiently qualify in its monitoring and financial reporting to continue a longer term partnership.

❖ Specific humanitarian counterparts (supported from The Hague)

HARDO (Humanitarian Agency for Relief and Development Organisation) – South-Central

HARDO is a Somali local NGO based in Hiran region, working in Somalia with CARE International, USAID and some UN Agencies like FAO and WFP. HARDO was founded in 1993 as a community committee by twenty university graduates from the agronomy and engineering sectors. HARDO has a Board of Directories consisting of 7 members, who lead different programs, which HARDO implements simultaneously at various locations and regions. HARDO has qualified and specialized staff (such as doctors, accountants, lawyers, agronomists) who implement and supervise activities to make sure that activities follow HARDO guidelines and pre-formulated policy, and contribute to the achievement of the goals of the organisation. In 2006 Oxfam Novib supported a drought emergency project for EUR 375,000 and a floods emergency project for EUR 300,000.

SRDO (Somali Relief and Development Organisation)– South-Central

SRDO was established in 1991, by a group of Somali intellectuals and local businessmen. The main reason for the establishment was to assist the displaced people in Galgadud region affected by the civil war, with a focus on women and children. The head office of the organisation is in El-Der district, but SRDO has a sub-office in Mogadishu. SRDO has been funded by several international donors such as UNICEF and ICRC, with good results. They received Oxfam Novib funding once.

SRDO is currently focusing on assisting vulnerable communities in the Galgadud region but wants to expand in the future to surrounding regions. They work very close to the communities and are very well known locally. SRDO has implemented various emergency projects (food distribution, distribution of seeds and agricultural tools) and rehabilitation projects (digging of wells and berkhads, installing of hand pumps, as well as support to schools and hospitals). SRDO also implemented a humanitarian project (related to the tsunami) with Oxfam Novib support, in the sectors of fishing (provision of material), water (digging of wells) and education (school rehabilitation). Oxfam Novib support is around EUR 63,000.

ASAL- Action in Semi-Arid Lands, Puntland

ASAL formally announced the establishment of an independent NGO in March 2005, though remaining part of the RMSN network. ASAL works in the following fields: livelihoods, biodiversity, emergencies and capacity-building/research. ASAL strives for a holistic approach

towards management of natural resources to regain a productive ecosystem, which should lead to improved livelihoods for marginalised people.

ASAL's General Assembly has the highest authority and decides organizational policies. They have a Board of Directors that runs organizational policies. The organisation is registered in Puntland and has a lot of good contacts with Somali and international NGOs in the Horn. ASAL has young, qualified people working in their office in Bosasso.

ASAL (former RMSN Bari Team) is formally established as an NGO in March 2005. As RMSN Bari Team they received several small grants from Oxfam Novib, starting in 1997. Oxfam Novib has had positive experiences with RMSN Bari Team (5 projects have been approved as from 1997). Oxfam Novib's support to ASAL's Triple Disaster project amounts to EUR 246,000.

CED- South-Central

CED (Centre for Education and Development) has been supporting communities in the project target areas since it was founded in 1992. CED operates in Mogadishu, Middle Shabelle, and Lower Shabelle as well as in Galgaduud region. CED's projects in Somalia mainly focus on emergency aid, food security, infrastructure rehabilitation, education, income generating, capacity building, and peace promotion/reconciliation.

CED has experience in humanitarian assistance. CED carried out humanitarian relief projects (relief food) and provided seeds and agricultural tools to small-scale farmers. The organisation further implemented a feeding project for malnourished children, women and poor people in Mogadishu. In the area of food security, CED implemented a crop production project for small-scale farming women, who benefited from the project through extension and training.

CED also supports primary schools through distribution of textbooks and provision of scholarships to children from poor families who are not able to pay their school fees. CED is a member of COGWO.

Oxfam Novib came into contact with CED through the SOCSIS capacity-building programme. Since 2005 direct funds from The Hague were provided for two integrated Tsunami rehabilitation programmes, for a total amount of EUR 1,194,000. In addition, support was provided for drought and floods relief projects, for EUR 400,000 and EUR 370,000 respectively.

RMCO (Regional Marine Conservation Organization)

RMCO- Puntland was established by a group of environmental activists in 1998. RMCO used to be part of the RMSN network but evolved from a RMSN team to an independent NGO (just like ASAL) in March 2005.

In these fields, RMCO has implemented 9 projects through the RMSN network, with support of Oxfam Novib. RMCO staff has good working experience in community development and environmental management. Also, RMCO staff has experience in humanitarian assistance projects. They have been active in tsunami projects of UNICEF and OTP, as well as in drought projects of Horn Relief. RMCO staff successfully participated in the SOCSIS programme. RMCO is deeply rooted in the communities and has good relations with other NGOs and the authorities. Oxfam Novib supported a Tsunami rehabilitation program for EUR 248.870.

❖ Linkis counterparts

HIRDA - Baardheere and Gedo, South-Central

HIRDA stands for Himilo Relief, Rehabilitation and Development Association. It is a non-profit organization founded in 1998. HIRDA-Somalia is linked to HIRDA-Netherlands, which is a

Diaspora organization based in The Netherlands. Projects implemented by the Himilo Relief and Development Association (HIRDA) with the cooperation of Oxfam Novib consist of development projects and relief ones as well as women empowerment. The development projects include education, health, and women empowerment whereas relief ones encompasses food distribution. In the field of education, the Association established four schools in Baardheere and Abud Wak districts, two primary schools and one secondary one in Bardere and the other one in Abudwak, and also the organization developed literacy programs targeting the adult people. In its campaigns against illiteracy, HIRDA organized afternoon and evening classes attended by adult people which are busy in the morning shift. Similarly, it provides health training courses to the young generation in the community. In its planned and unplanned projects, the Association gives higher priority to the most disadvantaged people such as disabled people and women groups.

NEDSOM – working with QardoAid, Qardo and Hafuun, Puntland

In 1999 Somalis living and working in The Netherlands founded NEDSOM with the goal to support development projects in their home country. In The Netherlands, they are also active in strengthening the contacts between the Dutch and Somalis, and they want to use this role as intermediary to do research into repatriation opportunities for Somalis living in the Netherlands. Foundation NEDSOM has the following objectives: to provide information and support to the Somali community in the Netherlands, to improve the contacts between the Dutch and Somalis using above all the media, to support education in Somalia by sending materials and transferring knowledge, to fulfil the role as intermediary between Dutch NGOs and businesses and counterparts in Somalia, and to improve living conditions in Somalia by fundraising. NEDSOM works with its counterpart QardoAid in projects in Somalia. This NGO was founded in 1999 to contribute to rehabilitation and reconstruction in the community of Qardo, in Puntland. They implement projects in the field of assisting the return of Somali refugees, rehabilitation, vocational training, and small-scale initiatives around water, livestock, agriculture, etc. Recently, NEDSOM was supported with Tsunami funds to implement a shipyard in Hafuun to the amount of EUR 417,000 for a two-year period.

❖ Nairobi supported Counterparts

About one hundred (100) counterparts were involved in the programme from the three regions. Counterparts involved participated in a capacity building programme with an attachment of consultants. They received a limited seed grant, mainly for buying equipment. The list below concerns selected counterparts for the core country evaluation.

Dr. Ismail Jumale Human Rights Organization – South-Central

Dr. Ismail Jumale Human Rights Organization was established in the memory of late Dr. Ismail Jumale Osoble, internationally respected popular Somali politician, lawyer and human rights activist who devoted all his life to make Somalia a better place where democracy and rule of law prevail until his death on 22nd July 1990. As the title tribute to the deceased leader, a group of family members, scholars, professionals and representatives of cross-section of Somali society founded the organization which was officially launched on the 22nd of July 1996, which is the 6th anniversary of his death. DIJHRO is member of PHRN and G16.

Dr. Isha Human Rights Organization (IHRO)- South Central

Isha Human Rights Organization is a non-governmental, non-political and partisan, peace and development organization committed to human rights and working with all Somali communities in general and marginalized groups in particular. The organization was officially launched in Baidoa, capital of Bay region, in 1999. According to the CEO, Mr. Abokar Sheikh Yusuf, IHRO was founded by 35 people with different backgrounds including traditional leaders and religious men. At the time when the organization was established, there were severe human

rights violations taking place in the Bay and Bakool regions and it was the solely institution stood up to intervene the critical human rights situation existing in the area.

Somali Peace Line (SPL) – South-Central

SPL was founded in October 1995. It is a non-profit making and non-political organization. Somali Peace Line has been constantly involved in the conflict mitigations of Mogadishu Districts from 1997 to the present in variable forms that all related to conflict resolutions and peace-building process.

SPL is also implementing a six-month project on advocacy and dissemination of child protection study in 10 regions in south and central Somalia funded by UNICEF, Somalia.

In 2004, SPL pioneered the formation of a large umbrella know as “Civil Society in Action”, which comprises more than 50 prominent civil society organisations.

SPL and two other organisations namely Horn Afrik Media and Dr Ismael Jumale Human Right Organization, also engaged in media and human rights, have contributed to the establishment of a coalition for defending and promoting freedom of expression. Members of this coalition include more than 41 organisations from the media, peace, human rights organisations, educational networks and professional associations. SPL is member of G16.

Girls’ Development Association (GDA) – Puntland

GDA is non governmental organisation based in Bossaso; this institution was established in the year 2000. A group of intellectual girls organised to set up this institution which resolved many obstacles and problems that affected young girls and families. The main objectives of the organisation include empowering women, especially young girls, capacity-building through trainings, literacy campaigns and skill trainings. GDA is a member of WAWA.

Somali Relief Society (SORSO) – Puntland

SORSO was founded in Bosaso on July 1991 by a group of professionals who before the outbreak of the civil war in Somalia have been living in Mogadishu holding senior government position like judges, heads of departments at different government ministers and agencies, university lecturers, etc. Most of SORSO’s founders left the region currently known as Puntland, after the completion of primary education in search of higher education, secondary and above, that were concentrated in Mogadishu. Some of the SORSO founders spent some years in overseas countries for university education and after returning to Somalia, they settled in Mogadishu, and never returned to their previous home-towns . SORSO has also become the main source of information and guide for the initial assessment missions sent by international organizations to the region after the disintegration of Somalia into clan fiefdoms in early 1991.

Somaliland Youth Development Association – Somaliland

SOYDA was founded in 2001 by youth activists in Hargeisa with the main aim of catering for social and economic services for youth groups in particular from poor and vulnerable families and communities. SOYDA members have voluntarily organized themselves to undertake essential youth services related to increasing the social and economic status of youths and children in Hargeisa. The organization has improved networking and collaboration among government authorities as well as other civil society organizations involved in youth development issues in Somaliland. With its head office in Hargeisa, SOYDA fully operates in three regions; undertaking rights-based project activities in Hargeisa, Burao and Berbera of Somaliland.

B: Terms of reference core country evaluation Somalia/Land

1. Background

This document contains the Terms of Reference for the evaluation of Oxfam Novib's country strategy in Somalia/land. The evaluation is to be conducted in 2006, including a field visit of 4-5 weeks starting in November 2006. In this introductory chapter some background information is given on Oxfam Novib; chapter 2 describes some relevant elements of the national context and chapter 3 gives an overview of the history, strategies and components of the Somalia/land strategic portfolio. The objectives of the Somalia/land evaluation are spelled out in chapter 4, whereas its scope is further refined in chapter 5. Chapter 6 describes the evaluation process to be followed and gives some broad indications on the methodology to be used. Finally, the chapters 7 to 9 will deal with some practical issues related to the evaluation: the expected outputs, the composition of the evaluation team and issues related to the management of the evaluation.

Short presentation of Oxfam Novib

Oxfam Novib is one of the major Dutch non-governmental development organisations. It works together closely with the eleven sister organisations of Oxfam International (OI). Together with them, it aspires to form a world-wide movement of people with a single, common goal: a just world, which is free of poverty for everyone.

By the end of 2004, Oxfam Novib had 330 staff (295.6 FTE) and a budget of 149 million Euros obtained from the Dutch government and about 332.000 donators. The lion share of these funds (118 million) was used to support around 800 counterparts²⁴, spread over 18 core countries, 11 regional clusters and one global cluster.

Oxfam Novib (formerly Novib) is a member of Oxfam International, a growing group of development organisations that are campaigning and supporting others for a just world without poverty.

Rights-based approach and Strategic Change Objectives

Oxfam International and hence Oxfam Novib have chosen to follow a '*rights based approach*'. Oxfam Novib works to realise indivisible, equally valuable and mutually dependent human rights, as enshrined in the International Statutes on Human Rights such as the Universal Declaration of Human Rights²⁵. Based on its vision on poverty, Oxfam International and Oxfam Novib focus their efforts on five interlinked rights, thereby distinguishing eight strategic change objectives (SCO) that are of particular relevance within the Oxfam Novib/OI program:

²⁴ Oxfam Novib has opted for to use the term 'counterparts' (and not partners or partner organisations), as the term 'partners' easily masks the inequality in terms of power between donor and receiving organisation. For more details, see: 'Oxfam Novib and its counterparts' (2004).

²⁵ These international statutes include also the International Covenant on Economic, Social and Cultural Rights, and the International Covenant on Civil and Political Rights, and the treaties that follow them (such as the Covenant on the Elimination of all forms of Discrimination Against Women, CEDAW, and the various ILO agreements).

AIM 1. Right to a sustainable livelihood

- **SCO 1.1: Food and income security.** People living in poverty will achieve food- and income security as well as greater protection of, and control over, the natural resources on which they depend.
- **SCO 1.2: Employment based livelihoods, trade and markets.** People living in poverty will achieve access to secure paid employment, dignified working conditions, labour rights and be empowered to participate in benefit from markets.

AIM 2. Right to basic social services

- **SCO 2.1: Basic health services.** People living in poverty will achieve tangible improvements in their health through increased access to affordable and adequate basic social services, clean water, sanitation and public services.
- **SCO 2.2: Education.** All children living in poverty will achieve their right to a good quality basic education, and adults living in poverty will have educational opportunities to help them overcome their poverty.

AIM3. Right to life and security

- **SCO 3.1: Emergency Aid.** A significant reduction in the number of people who die, fall sick, or suffer deprivation as a direct result of armed conflict or natural disasters.
- **SCO 3.2: Conflict Prevention.** A significant reduction in the number of people, who suffer personal or communal violence, forced displacement or armed conflict.

AIM 4. Right to be heard

- **SCO 4.1: Social and political participation.** Marginalised people will achieve their civil and political rights; will have an effective voice in influencing decisions affecting their lives; and will gain the moral support and skills they need to exercise these rights.

AIM 5. Right to an identity: gender and diversity

- **SCO 5.1: Identity. Women, ethnic and cultural minorities, and other groups oppressed or marginalised because of their identity, will enjoy equal rights and status.**

The five aims or rights and eight SCOs form the framework of Oxfam Novib's work. Within this framework Oxfam Novib sets internal and specific objectives at the project and country/regional or global cluster level. Aims 4 and 5 are both aims in their own right and cross-cutting themes that should be integrated in all interventions focussing on the other rights.

Three intervention strategies

To contribute to the objective of structural poverty eradication and equity, and in line with the rights-based approach, Oxfam Novib uses three different intervention strategies. The counterparts supported by Oxfam Novib are organisations that apply one, two or all three intervention strategies in their work.

- **Direct Poverty Eradication (DPE):** is aimed directly at improving the living conditions of people living in poverty. This aim is pursued by the targeted provision of basic services (such as health and education) and enhancing people's capacities to provide in their basic needs (such as food, shelter, water).
- **Civil Society Building (CSB):** is about strengthening plural and democratic social structures and organisations. CSB aims to realise more equitable power relationships and to strengthen the voice of marginalised groups in social, economic and political decision-making.

- **Influencing Policy (IP):** aims to change policies, processes and structures at the local, national and international level, in as far as they maintain or aggravate poverty and inequalities. On the one hand Oxfam Novib does this by funding and supporting the lobby activities of counterparts. On the other hand Oxfam Novib implements activities in co-operation with OI and other counterpart organisations.

Oxfam Novib supports counterparts that pursue one, two or all three intervention strategies in their work. In strategic portfolio management the opportunities for linking these levels and intervention strategies will be actively encouraged.

Core countries

In 2003, Oxfam Novib decided to narrow the focus of its work, in terms of both themes and countries. This led to the decision to identify a limited number of regional and global clusters and **core countries (CC)** to which a major part of Oxfam Novib's support would be directed. In total, 18 Core Countries have been selected in 2003; during the next planning period (2007-2010), there will be 19 Core Countries. Core Countries have been selected on the basis of several criteria such as the level of poverty, the activities of other donors in the country, the strengths and weaknesses of OI's network and the potential added value of new investments in the country.

For each Core Country, Oxfam Novib has developed a strategy in which the five basic rights (see above) are addressed, and which describes the results Oxfam Novib seeks to achieve in that country, in terms of significant, sustained and positive changes in the lives of people suffering from poverty, insecurity and exclusion²⁶.

Present Core Country strategies usually have a history that dates back to (sometimes long) before 2003, although the decision to manage the portfolio systematically at country level based on a country strategy paper was taken relatively recent (after the 2003 focus discussion).

Over the last years, Oxfam Novib has engaged in the development of a 'Performance Management System' that aims to develop coherent management practices and tools to improve the quality of the organisation's management and outputs. A series of tools have been developed to manage its portfolio, mainly at the project level, but increasingly at the country and regional/global cluster level also. One of these tools is the core country evaluation.

This evaluation will cover the Somalia/land core country portfolio. The evaluation will cover the period 2001-2006, with emphasis on the period 2003-2006. Expenditure for the period 2001-2006 amounts to 22.277 Mln. Euro.

The core country portfolio's origins go back to 1989. The country has been a focus of investment as of 1995. In 2003 Somalia/land got the status of core country.

2. National context (Source: Strategic Portfolio Management 2007-2010 document for Somalia/land)

Somalia/land in many ways is a country in a forgotten crisis. In 1991, when a civil war engulfed Somalia, the government collapsed and a humanitarian tragedy of unprecedented scale unfolded. The impact of state collapse on human development has been profound: massive loss of life; extensive internal migrations and people fleeing abroad, causing 'brain drain'; the collapse of political institutions; destruction of social and economic infrastructure; and the concretising of a culture of impunity and environmental damage. Somalis experience the indignities of statelessness in restrictions on regional and international travel, marginalisation in global economic transactions, and insecurity. Somalia has complex relationships with neighbouring countries, in particular Ethiopia whose interest in access to the sea ports complicates relations with IGAD and the African Union (AU).

²⁶ As already mentioned in the guidelines, most core country programs were still in development or transition at the moment of the elaboration of the guidelines, which has consequences for the application of these guidelines.

Transitional developments in the country, therefore, must be considered in the context of current and future human rights protection – such as the 98 % prevalence rate of female genital mutilation – and the need to purge the horrors of the past. Even today, assassinations of public figures continue with impunity, threatening to drive civil society activists underground. The adoption of a Transitional Federal Parliament and Transitional Federal Government remains a tenuous arrangement fraught with unresolved issues such as the status of Somaliland and unease amongst many Somalis that Islamic fundamentalist movements are gaining ascendancy, and concerns that there is no let up in the arms flow. The threat of resource-based clashes always exists, a situation that is exploited by a small number of key actors who maintain a stranglehold on resources. This is particularly true of the production and export of charcoal, livestock, fisheries and illegal drugs, the proceeds of which are funnelled back into the purchase of arms and securing the power base of warring ‘lords’. Life is cheap in Somalia/land. Security remains the single most difficult hurdle to overcome. This is true for Somalis and foreigners alike, albeit in differing degrees. Safety of personnel continues to influence decisions about donor support by the international community. As such, investment tends to be concentrated in Somaliland and the safer region of Puntland. Increasingly, humanitarian aid is also under threat from pirates and marauding attacks on food convoys.

Direct poverty alleviation remains a primary concern. An estimated 6,8 million people live in extreme poverty and show some of the worst health indicators in the world. There is no Social Watch Basic Capabilities Index available for Somalia/land. The UN estimates that more than 73% of the population lives in poverty and 43% in extreme poverty. Food insecurity is chronic and widespread. It is estimated that the percentage of the population that has access to drinkable water and sanitation is between 25%-29%. According to figures of UNICEF and WHO, Somalia has the sixth highest under-five mortality rate in the world. It has the highest rate of women dying in childbirth; life expectancy is 45. The estimated figures for HIV prevalence of 1-2%, amount to approximately 100,000 individuals living with HIV, most of whom are not aware of their status. Primary school enrolment is only 11% and secondary school enrolment is 10% for boys and 6% for girls.

Among the youth, many have known nothing but conflict and hardship for most of their lives. Many children and adolescents have suffered displacement and have observed, experienced and sometimes participated in violence. Drug use among male youth, particularly those involved in the militias, is high. Illiteracy levels among adults are non-viable, after fifteen years of rudderless underdevelopment. Even those who had attained basic literacy and those that were numerate have lost these skills due to the fact that they never use these skills anymore. The most vulnerable group is women – arguably the most disadvantaged group in the world – but also children and the numerous minority groups spread out over Somalia/land are extremely vulnerable. Women are subordinated systematically in the country's overwhelmingly patriarchal culture. About 98% of all Somali females undergo FGM. Infibulation is the form practised. Women in Somalia on average give birth to 7 (2000 est.)²⁷. The civil war claimed tens of thousands of men forcing women into new roles. A 2004 World Bank survey found that women were breadwinners in 70 percent of households in Somaliland. Traditionally, women cannot represent clans and are not even considered clan members, which limits their participation in political discussions. However, this neutrality has afforded women greater opportunities to engage in cross-clan coalition building. Women have managed to organise themselves in various networks and undertake lobby activities. During peace talks in recent years women have been recognised as a specific group around the negotiation table (sometimes called the 6th clan).

Drought, flooding, violent conflicts and the Tsunami continue to present challenges needing humanitarian responses. More than 350,000 people remain refugees, while 370,000 to 400,000 people have been internally displaced often for years. Recurrent inter-clan and intra-clan conflict triggers fresh waves of displacement. Although communities have begun to employ disaster preparedness and dispute resolution techniques, much of Somalia remains ill prepared to mitigate the effects of disasters.

²⁷ http://www.afrol.com/Categories/Women/profiles/somalia_women.htm

There are more than 80 international organisations working in Somalia of various sizes and origin. Many are focused on reconstruction and service delivery, others on direct poverty alleviation, and yet others on education and health. Largely however, these efforts are concentrated in the north (Somaliland and Puntland) where it is considered safer. In addition, in relation to EU funding and the Cotonou agreement, Somalia has been interpreted as an 'exceptional circumstance' in the framework of ACP-EU co-operation, in order to allow EC assistance to continue.

3. The Core Country Portfolio (source: Strategic story Somalia/land 2005, Strategic Portfolio Management Somalia/land 2007-2010)

Novib's involvement in Somalia/land initially started with support for the development programmes of sister NGOs including Oxfam GB and ACORD. Novib has directly worked with Somali civil society organisations since 1995. The overall objective of the programme was and still is to contribute to peacebuilding.

The difference between the regions (Somalia, Somaliland, Puntland) did not have any specific impact on Oxfam Novib strategic choices. The approach in the beginning of the intervention was based on gender as an entry point and identifying major issues which could be dealt with in a more holistic (cross-clan inclusive approach). Among those major issues were natural resources management like environmental damages caused by charcoal exploitation after the ban on Somalia cheptel, gender issues especially FGM, human rights and education. The general operational strategy was to give funds to networks to support the activities of grass roots organisations by using flexible criteria. The main networks were in resource management, women's rights, education, peace and human rights, food security.

Changes in the portfolio during the evaluation period are related to two major events:

- The "Strengthening Somali civil society" programme, operated by the Nairobi office.
- Emergency aid in response to the Tsunami

In 2001 Oxfam Novib started the "Strengthening Somali civil society" programme, which receives cofinancing from the EC. For the implementation of the programme, the EC required Oxfam Novib to open an office in Nairobi.

The Nairobi office does not have a direct role to play with the core counterparts. It is a complementary intervention, contributing to the strategic change objectives.

The perspective is to transform the office in a liaison office, that should allow Oxfam Novib to improve a.o on Fundraising, Alliance-building, Advocacy and Campaigning and OI collaboration.

Further, Oxfam Novib is the lead for Somalia on contingency planning. As a result of an assessment mission (December 2004) new counterparts were identified in non targeted areas of counterparts. Interventions range from emergency recovery to rehabilitation actions.

At present 18 regular, 4 specific tsunami and 44 counterparts participating in programmes managed by the Oxfam Nairobi office are on the portfolio.

Six out of the 18 counterparts are major networks (3 women networks, 1 on resource management, 1 on human rights and 1 on education).

The portfolio has been constant only international organisations for the rehabilitation programs have been phased out. Interventions are all over the country.

Main characteristics of the portfolio are:

- Counterparts usually work on different aims
- Capacity building, gender issues and education projects are dominant and cross cutting
- Interventions in livelihoods and emergency target farmers, fishers and pastoralists.

Oxfam Novib internal organization

Different organizational units within Oxfam Novib are dealing with Somalia/land. The **Horn of Africa team** is responsible for managing the portfolio of regular counterparts. The Oxfam Novib office in Nairobi is responsible for managing specific programs funded by EU, Global Fund, UNICEF and UN-Habitat. The **humanitarian unit** advises on humanitarian programs.

Oxfam Novib co-operates with the Somali Diaspora in the Netherlands through its **Linkis unit**. Oxfam Novib supports diaspora organisations in their initiatives, for instance in peace building activities or education on Female Genital Mutilation.

The **Global Strategies and Co-operation Department** is involved in lobby and advocacy regarding Somalia/land.

4. Objectives of the Somalia/land Core Country Evaluation

The main objective of a Core Country evaluation is to **report** in an independent and impartial way **on the achievements of the Core Country Portfolio**, particularly in terms of its contributions to the attainment of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs).

As such, a Core Country evaluation should allow:

- to provide a **basis for accountability and information**, both towards Oxfam Novib's donors, the counterparts, other development actors and the public at large;
- **feeding Oxfam Novib's strategic decision-making process in view of improving future policies and programmes**, by providing inputs for future opportunity and risk assessment and the strategic choices both at CC level, and at the level of Oxfam Novib's policy-making as a whole.

By using an approach that combines methodological rigor with involvement of stakeholders through participatory approaches, this evaluation should also **contribute to the ongoing learning process**, both at the level of Oxfam Novib and its counterparts.

Outputs Somalia/land core country evaluation

An analysis of the country context and of how this context influences (or can influence) the CCP achievements.

An assessment of Oxfam Novib's strategic positioning in the CC: this should include a description of Novib's strategic positioning in the country, an assessment with regard to the quality of the strategic decision-making process in the country and an analysis of the relevance of the strategic choices made.

An assessment of the results achieved by the CCP: focusing on the higher result levels: Strategic Change Objectives and Policy and Practice Changes, and including an analysis of (internal and external) explaining factors for the achievement or non-achievement of results.

An assessment of the contribution of Oxfam Novib: Oxfam Novib acts as a catalyst and works essentially via its counterparts. As such, its contribution is indirect. It may have contributed in a positive or negative way, to a lesser or higher degree, to the quality of the work of the counterparts and, hence, to the degree to which higher level results could be achieved or not achieved. Oxfam Novib's contribution lays, among others, in the way strategic choices are made, in the linkages between lobby and campaign efforts in The Netherlands and at international level and the programme in the CC, in the quality of the dialogue with local counterparts, in the mainstreaming of certain issues such as gender, and in the quality of cooperation with other OI partners.

The Somalia/land team and Oxfam Nairobi office want to have this evaluation done because they want to see whether the current strategy is adequate and can be made more effective.

The evaluation should challenge the underlying assumption that all activities contribute to peace building, and that working on the basis of inclusive, holistic approaches (implying networks and approaches covering all three parts of Somalia) potentially does that.

Up till now the difference between the regions (Somalia, Somaliland, Puntland) did not have any specific impact on Oxfam Novib strategic choices. The lack of clarity in the future and the continuing instability coupled with the difficulties of statelessness gives rise to the question whether this is the most effective strategy.

The successes of Somaliland and to some extent Puntland suggest that there may be some justification in Oxfam Novib focusing on the stable areas of Somalia to be working on all five aims, while working differently in the conflict-zones of South-West-Central Somalia (constant emergency situation).

The evaluation results will be used by the Somalia/land team to improve its future policies and programmes.

5. Scope of the Core Country Evaluation

The Somalia/land core country evaluation will address the following questions:

- 1. How have the achievements of the core country portfolio been influenced by the country context?*
- 2. What has been the quality of Oxfam Novib's strategic positioning in Somalia/land?*
- 3. How has the country program contributed to the achievement of Policy and Practice Changes and Strategic Change Objectives?*
- 4. What has been the contribution of Oxfam Novib to the achievements?*

See annex A.3.3. of the "guidelines" for a checklist of evaluation questions, which will be detailed further in the "approach paper" that will be written by the team leader in the preparatory phase of the evaluation and completed after the start-up workshop in Somalia/land.

It is important to take into account that ON's strategy has been based on a rights-based approach (aims/SCOs/PPCs) in a statelessness situation where the national agenda is yet to be defined and where civil society actors are part of that process (no external regulatory body).

Issues that need specific attention are:

Ad Q. 2.

Specific attention has to be paid to three important aspects of Oxfam Novib's strategy:

- Investments in building thematic networks: what have been (dis) advantages of this choice?
- Implementation of SOCSIS and other programmes by the Oxfam Novib office in Nairobi: how complementary have these programmes been vis a vis the programmes of regular counterparts supported via Oxfam Novib in The Hague?
- Role of ON as the "lead" in the OI Tsunami response

Ad Q. 3.

On aim 2: To what extent has our (exclusive focus on girls) responded to the context of Somalia/land appropriately (eg. Conflict, the huge number of male youth involved in the militia and drug use)

On aim 3: Attention will be paid to the link between relief, rehabilitation and development. Specific attention will be paid to the application of Code of Conduct principles in the OI humanitarian response (impartiality, non-discrimination in needs assessment and targeting, building on local capacities).

On aim 4: Has the focus on civil society capacity building contributed to the peace process in Somalia? Has it contributed to more democratic ways of working within and amongst organisations in Somalia?

On aim 5: Has ON made any dent in the FGM problem? Are counterparts really able to take the leap necessary to challenge the weight of the FGM taboo? How can ON help?

Ad. Q. 4.

One of the main roles Oxfam Novib has seen for itself, both via it's the Hague support to partners, and its programme from the Nairobi-office is to show to the outside world, esp. the donor community, that Somali NGOs can deliver, are trustworthy, transparent and accountable (and thus worth supporting). On the policy side, to get the major actors involved in the Somalia crisis and take Civil Society Actors voice serious, get them involved in the peace processes. In how far has this overarching objective of getting Somalia Civil Society recognised by the main actors in the country been achieved? Specific attention will be paid to how Novib has played this role vis a vis the other Oxfams, specifically in the case of the OI Tsunami response.

6. Evaluation methodology

The evaluation consists of three major phases, which are described in detail in the “guidelines for core country evaluations”. Summarised, these are the following:

1. A preparatory phase which includes:

- Preparatory steps at Oxfam Novib level (a.o. drafting Terms of Reference; selecting evaluators; composing Evaluation Steering Group)
- Introductory visits to the Oxfam Novib office in The Hague and Nairobi and to Somalia/land by the team-leader

At the end of this phase, the Terms of Reference will be finalised and the local evaluation team will be recruited.

2. A field implementation phase which includes:

- Research and preparatory activities by the local evaluation team in Somalia/land
- Field visits to counterparts.
- Start-up and restitution workshops with counterparts

At the end of this phase a draft synthesis report will be ready.

The preparatory activities by the local evaluation team will include a mapping of the “powers and policies in place”. This study will include gender specific information. The results of this work will be presented and discussed during the start-up workshop with counterparts.

The methodology used during the field visits to counterparts will consist of interviews with management and staff of the counterparts, focus group discussions with target groups and interviews with other actors (local leaders, other civil society organisations). An in-depth analysis will be conducted for three interventions (aim 1-2 and 3 respectively).

It is important to include female staff of counterparts and female community members in key meetings. If required, a female consultant should have specific discussions with female staff and community members.

In the approach paper, a specific methodology for the assessment of the results of the networks will be presented.

For the assessment of Oxfam Novib's strategic positioning structured interviews will be used. Interviews will be held with other Oxfams working in Somalia/land, other donor agencies, counterparts and local authorities.

3.A follow-up phase which includes:

- Debriefing at Oxfam Novib and fine-tuning synthesis report
- Management response to the conclusions and recommendations of the synthesis report by Oxfam Novib)

7. Expected outputs

The teamleader will produce the following **reports** in English:

1. An approach paper that addresses the “suggested contents of the approach paper” as stated in the “guidelines for core country evaluations”. Maximum: 15 pages (1 electronic copy and 1 hard copy)

2. A synthesis report that meets the quality requirements as stated in the “guidelines for core country evaluations”. The report should be structured according to the “Format for the core country evaluations “as have been indicated in the “guidelines for core country evaluations”. Maximum: 50 pages without annexes. (1 electronic copy and 1 hard copy) . Where appropriate, the information on the OI Tsunami response shall be dealt with in separate paragraphs.

The teamleader will also be responsible for organizing:

- Start-up and restitution workshops with counterparts
- Debriefing at Oxfam Novib

8. Evaluation team

The evaluation team is headed by a **senior evaluator** who is the overall responsible for the development of the evaluation design, the global coordination of the evaluation (in cooperation with the counterparts and the Oxfam Novib geographical desks), the implementation of the evaluation (at all levels, and in cooperation with all other major stakeholders), the drafting of the evaluation report and the presentation of the evaluation results to Oxfam Novib and the counterparts.

The senior evaluator is a southern consultant. He is selected at a regional level and is responsible for conducting several Oxfam Novib core country program evaluations in the region.

The senior evaluator will compose a **team**, which will be composed of 2-4 local consultants (both male and female).

The local evaluators participate in the implementation of the country level evaluations and have, in particular, an important role in preparing the actual field visits and in conducting specific research. They should also dispose of a solid evaluation experience.

See also:

Annex 5: Terms of reference for the team leader

Annex 6: Terms of reference for the local consultants

9. Management arrangements

For the Somalia/land evaluation, an **Evaluation Steering Group (ESG)** will be set up, composed of representatives of the **Somalia/land desk** (Wim de Regt) , the **regional bureau head** (Gerard Steehouwer) and the **Oxfam Novib Nairobi Office** (Joost van de Lest). **The Research & Development Unit** (Gina Castillo, livelihoods advisor) will also be part of the Steering Group. Finally, the **Humanitarian Unit** (Tilleke Kiewied), **Global Strategies and Co-operation Department** (Arjan El Fassed) and **Popular Campaigning (Linkis Team)** (Christel de Vries) will also form part of this ESG.

The **Quality and Control Unit** (Yvonne Es) will be responsible for the overall management of this evaluation.

The Evaluation Steering Group is closely associated to all phases of the process. It participates in the decision-making process related to the delineation of the scope of the evaluation, provides feedback on the evaluation design, comments on the draft synthesis report and approves the final synthesis report. The ESG also prepares the response to conclusions and recommendations. The specific roles of the different people in the ESG can be described as follows:

The overall management responsibility for the planning and implementation of the Somalia/land evaluation lies with the **Quality and Control Unit (Q&C)**. This unit is responsible for the quality and independence of the evaluations. It takes the main decisions related to the Core Country evaluations, based on advice from the Somalia/land desk and other concerned units within Oxfam Novib. It co-ordinates the discussion of the evaluation results and guarantees that agreement is reached on the follow-up to be given to the evaluation findings and recommendations.

The **Somalia/land desk** and Oxfam Nairobi office are involved in all the stages of the evaluation process. It is here that most background information related to the Somalia/land Programme is located. Moreover, the Somalia/land desk will be the most important user of the evaluation results. As such, the Somalia/land desk has several roles to play in the evaluation process: it should provide the evaluation team with all relevant background information needed (both through interviews and through the provision of documents), facilitate contacts with the counterparts and other actors in field, be consulted for important decision-making moments related to the evaluation process (such as the delineation of the scope and coverage of the evaluation and the selection of the evaluation team) and participate in some key moments of the process (e.g. the start-up and restitution workshops organised at the country level).

Representatives of the Humanitarian Unit, Global Strategies and Co-operation Department and Popular Campaigning (Linkis Team) will bring in the specific perspective of their units in this evaluation.

The involvement of **the Research & Development Unit** is mainly aimed at ensuring the linkage between the evaluation process and Oxfam Novib's processes of internal learning and policy development.

Tentative time frame

Month Step	04/05	05/06	07/08/09/10	11	12	1/2007
Preparatory steps at Oxfam Novib level (°)						
Introductory visit of team leader to The Hague						
Introductory visit of team leader to Nairobi						
Selection and recruitment local evaluators						
Preparatory visit to Core Country						
Research/preparatory activities CC level						
Start up workshop						
Actual field work						
Draft synthesis report						
Restitution workshop at CC level						
Finalisation synthesis report						
Debriefing at Oxfam Novib and fine tuning report						

10. References

1. CCP evaluation guidelines
2. Oxfam International Horn of Africa region Strategic Programme Business plan 2001-2004 (extended to 2006)
3. Strategic Story Somalia/land 2005

4. Oxfam Novib's Strategic Programme Management document for Somalia/land (2007-2010)
5. TOR team leader
6. TOR specific tasks for local consultants

C: Central themes/questions for the assessment of the quality and effectiveness of humanitarian projects

Central themes	Central questions
1. Humanitarian imperative with focus on timeliness counterpart capacity co-ordination	<p>Have needs been met in a timely manner, considering the severity of the situation?</p> <p>Has counterpart capacity been proportionate to the scale of funds and availability of time to carry out the activities effectively?</p> <p>How effectively did the co-ordination of the counterpart with local, national and/or international government actors and with other local and national NGO's within and outside the project area ensure that humanitarian needs were met and that negative impacts were minimised?</p>
2. Needs assessment and targeting in terms of non-discrimination	<p>What was the quality of the needs assessment (if any), considering the level of attention to:</p> <p><u>Equity</u>: recognising different needs on the basis of gender, caste, disability and ethnicity</p> <p><u>Protection</u>: awareness and assessment of and protection from gender based violence</p> <p>Were the selection criteria and targeting based on vulnerability and needs of people most affected?</p> <p>To what extent has the counterpart intervention avoided discrimination by district and settlement?</p> <p>To what extent did the national and local political situation (e.g. conflict) influence counterpart's ability to respond in a non-discriminatory way?</p>
3. Impartiality in terms of religion and politics	<p>Do beneficiaries or other stakeholders perceive that the counterpart has promoted a particular religious or political position?</p>
4. Appropriateness in terms of culture and custom	<p>How have programming practices demonstrated cultural sensitivity?</p> <p>How have programming practices demonstrated understanding of existing power relations?</p> <p>What strategies were adopted to balance or overcome social customs of discrimination (on basis of gender, caste, etc.)</p>
5. Build on local capacity	<p>Has the counterpart recognised and worked on the basis of traditional coping capacities, existing local resources and structures, local relevant actors, including government? Has the counterpart contributed to their strengthening?</p> <p>Has the project decreased/increased dependence of the affected people on the counterpart?</p> <p>Did the counterpart adequately facilitate advocacy of the rights of the affected people at local, national or international level?</p> <p>Has Oxfam Novib given priority to the training and development of local staff? How much learning has there been between the counterpart and Oxfam Novib?</p> <p>Does the counterpart feel strengthened by this? What other suggestions are there?</p>

6. Participation in terms of involvement of beneficiaries in project management	<p>What were the mechanisms of participation that offered beneficiaries the opportunity to influence the design, implementation and management (incl. M&E) of the project?</p> <p>What has been the level of participation of beneficiaries in the humanitarian project? (Discern between first phase and second phase response project; desegregate by gender)</p> <p>How is participation in the project perceived by the communities?</p> <p>Do beneficiaries feel that the activities the counterpart has been carrying out are most relevant to their needs?</p>
7. Accountability to beneficiaries and to donors	<p>What have been the mechanisms to communicate information to the local people on counterpart's aims and resources and to receive feedback? What have been other mechanisms of transparency and accountability to beneficiaries?</p> <p>What is the perception of the beneficiaries about the counterpart's processes of transparency, consultation, co-ordination, influence and quality of response?</p> <p>How effective has been the management structure, including leadership, systems (a.o. M&E) and procedures (a.o. financial administration and control) in providing information to Oxfam Novib and to other donor agencies?</p>
8. Sustainability in terms of reduction of future vulnerabilities	<p>How has long term dependence of the counterpart on external assistance been avoided?</p> <p>Has the counterpart increased women's and men's capacity to cope with future disasters in a sustainable and safe way?</p> <p>What is the level of physical structures that will resist disaster left by the counterpart?</p> <p>What is the destination of the beneficiaries after the end of the programme (e.g. exit strategy, link to regular programme)?</p> <p>Has the counterpart indicated and used any linkages between humanitarian response and disaster preparedness work, and between humanitarian response and development work?</p> <p>Have there been identified any negative consequences of the interventions?</p>
9. Dignity in external communications	<p>How have beneficiaries been depicted in external communications and media?</p> <p>To what extent have people been aware of the way in which their photos, stories, etc. have been used?</p> <p>Have internal and external publicity demands impacted on the nature of the humanitarian activities?</p>

D: Network assessment tool

Contents

- ❖ Network: definition
- ❖ Typology of networks
- ❖ Quality of networks
- ❖ Management of networks

Definition

- ❖ Any group of individuals and/or organizations who, on a voluntary basis, organize themselves for a common purpose, exchanging information or goods or implementing

joint activities, in such a way that individual (or organizational) autonomy remains intact

- ❖ Is a means to achieve objectives, not a goal in itself

Types of networks

- ❖ **Networking:** loose, decentralised, open access to information flow, unpredictable use of information from elsewhere
- ❖ **Networks:** more active cooperation or exchange of information, coordinating section, long term support
- ❖ **Coalitions:** single event joint campaigns among fairly different organisations. Attempted division of labour, limited life recognised and accepted
- ❖ **Alliances:** long term alliances to common ideals among very trusted partners. Regular consultation, time investment

Dynamics of collaboration

- ❖ **Hybrid:** interlocking objectives, continuous flow of information, joint management, transparency
- ❖ **Concurrent:** different but compatible objectives, regular flow of information, coexisting management
- ❖ **Disassociated:** parallel representation of conflicting objectives, occasional an unaffiliated review of strategies, low level of accountability
- ❖ **Competitive:** opposing objectives, no direct flow of information, no accountability

Other network characteristics

- ❖ Major cluster of activities:
 - Joint programmes, service delivery
 - Learning together, research
 - Advocacy
 - Management
- ❖ Geographical scope of the network
- ❖ Degree of centralisation and formalisation
- ❖ Membership:
 - Open or exclusive?
 - Diversity of participants. One discipline or multidisciplinary?

Quality of networks

- ❖ A quality network
 - is a sustainable, energising and self-regulating structure
 - creates an added value for those who are participating in it
 - is dynamic, constantly evolving, able to respond to a changing context
- ❖ Depends on how much the network is able to stimulate and facilitate the process of networking (\neq the quality of the “hub”)
- ❖ This process of networking is diffuse, somewhat unpredictable, happens in space and connection points, between autonomous participants, in both formal and informal ways
- ➔ *The quality of a network is difficult to capture or measure in tangible terms*
- ➔ *Focus on generic qualities (conditions to be fulfilled for the network to be successful)*

Clear vision and goals

- ❖ A network is a means to achieve objectives, not a goal in itself
- ❖ The vision of the network should be shared, widely accepted and understood by its participants

The commitment to a common vision and goals is the invisible glue that holds the network together

- ❖ Network goals should
 - be congruent with the members' expectations
 - serve an existing need
 - be important enough for the members to allocate resources and delegate authority to the network

Participation and democracy

- ❖ A network depends on:
 - Voluntary participation and commitment
 - The input and resources of members for the benefit of all

Contribution is the heart of any network

- ❖ Membership: appropriate to the purpose and tasks of the network
- ❖ Participation in decision-making and reflection
- ❖ Possibilities for each member to contribute, according to its capacity, possibilities and priorities
- ❖ Acknowledgement of power differences, and commitment to equality

Trust

- ❖ Networks are build up trust, both internally and externally
- ❖ Groups and individuals will participate in network activities only when they can trust that these will be used to advance the common cause

Without trust, a network cannot function

- ❖ A network cannot function if people do not know each other well, if some have hidden agendas
- ❖ Trust is sustained by:
 - Regular contact and dialogue (face-to-face)
 - Mechanisms ensuring transparency and accountability
 - By the very act of collaborating together

Leadership

- ❖ May be one person, or a team, or rotating
- ❖ Centralised or decentralised, formal or rather informal
- ❖ Good leadership:
 - Emphasis on quality of input rather than on control
 - Knowledgeable about issues, context and opportunities
 - Enabling members to contribute and participate
 - Looking for a balance between consensus-building and action
 - Understanding the dynamics of conflict and how to transform relations
 - Promoting regular monitoring and evaluation
 - Not competing with member organisations

Structure and control

- ❖ Structure: compatible with the activities, goals and scope of the network
- ❖ The structure should serve the network activities and not become more important than it
- ❖ Trade off between the effectiveness of a network and the degree of independence among the organisations constituting it
- ❖ Closed, rigidly defined networks => more predictable outcomes
- ❖ Open, self-organising networks => more uncertain but perhaps more creative outcomes

- ❖ Growth of the network => need for functional decentralisation of tasks and responsibilities (e.g. the creation of thematic working groups)

Too loose a structure ... drains potential and continuity

Too heavy a structure ... stifles initiative and innovation

Diversity and dynamism

- ❖ Sustainable networks are dynamic, flexible and alive, able to respond quickly to new situations
- ❖ Give members space to be dynamic:
 - Governance and structures are light, not strangling
 - Encourage contributions of all members, even if small
- ❖ Diversity, interaction between diverse ideas and opinions fosters creativity and dynamism
- ❖ Diversity is good; too much diversity is not: membership in function of the purpose of the network
- ❖ Pitfall: over time networks tend to become exclusive (“informal brotherhoods”), diminishing reach, reducing diversity and encouraging burn-out

Activities and outputs

- ❖ Inputs:
 - Human resources
 - Financial resources
 - ...
- ❖ Network activities
 - Multidisciplinary research groups
- ❖ Network outputs
 - Social capital (relationships)
 - Intellectual capital (knowledge)
 - Products

Management of networks

Setting up the network: ToDo's

- ❖ Agree on the purpose and overall objective of the network
- ❖ Define membership criteria, accountability and authority
- ❖ Make an analysis and plans, per area, with interested members
- ❖ Divide tasks and responsibilities
- ❖ Decide on communication network and organisational structure of the network
- ❖ Decide on rules for conflict management

Daily management: ToDo's

- ❖ Do not only concentrate on implementing activities, but also on the development of the network
- ❖ Participatory planning and decision-making
- ❖ Communication and information sharing
- ❖ Regular face to face contact between members is essential
- ❖ Flexible management and adapt over time
- ❖ Make sure not to become over-dependent on a small number of key players
- ❖ Regular, participatory monitoring and evaluation

Monitoring and evaluation

- ❖ Quality management ⇒ importance of regular M & E
- ❖ Participatory M & E ⇒ strengthens networking, learning process
- ❖ M & E ⇒ at different levels:
 - Input level, e.g.
 - ✓ The number of researchers working on a certain problem
 - ✓ The level of research expenditures from different sources
 - Output level, e.g.
 - ✓ Quantity of outputs: papers & articles, patents, instruments ...
 - ✓ Quality of outputs: citation indices, demand for services and products ...
 - Process level / quality of networking, e.g.

- ✓ Intensity and frequency of communication among actors
- ✓ Number of joint initiatives, number of meetings

E: People met

N°	Counterparts	Number of persons	Identification	Specific activity undertaken
	National level	15	Ministers Civil society	Interview
1	DIJHRO	9	Board members Staff Resource persons (victims & volunteers)	Participatory meeting Interview
2	COGWO	23	Network organisations members	Participatory workshop
3	PHRN	28	Network organisations members	Participatory workshop
4	HARDO	82	Project staff Committees Vet trainees Individuals	Interviews Focus group discussions
5	HIRDA	35	Teachers Committee members Executive team Beneficiaries Parents Committee members MCH staff Cooperative members	Interviews Focus group Discussions
6	SEPROG	8	Network organisations members	Workshop
7	CED	34	Board members Staff Other organisations Regional authorities	Workshop Interviews Focus groups
8	WAWA	34	Network organisations members	Workshop
9	SORSO	12	Board Staff	Interviews
10	TASS	13	Board Staff Target groups	Interviews Focus group discussion
11	RMCO	10	Board Staff Target groups	Interviews Focus group discussion
12	NAGAAD	35	Network members	Workshop
13	GECPD	15	Board Staff Teachers Parents Students	Interviews Focus group discussion

14	SPL	08	Board Staff Local authorities	Interviews
15	RMSN	26	Network organisations members	Workshop
16	CLHE	15	Board Staff Extension agents	Interviews
17	ASAL	14	Board Staff Target groups	Interviews Focus group discussion
18	SRDO	08	Board Staff Target groups	Interviews Focus group discussion
19	SOCDA	4	Staff	Interviews
20	SOYDA	12	Board Staff Partner organisations	Interviews
21	HORN RELIEF	20	Board Staff Target groups	Interviews Focus group discussion
22	HAVOYOCO	18	Board Staff Extension agents Target groups	Interviews Focus group discussion
23	WOCA	33	Staff team Farmer Community Committees	Participatory meeting Interviews Focus group discussions
24	SAACID	17	Staff team Education group Beneficiaries	Participatory meeting Interviews
25	FPENS	10	Staff Teachers	Interviews
26	GDA	08	Staff	Interviews
27	ISHA	20	Central Board Staff Community organizers teams Artist groups	Interviews Focus group discussion

F: List of Documents consulted

Hague

1. Counterparts files
2. Activity and evaluation reports
3. Performance registration
4. Mission reports
5. The original justification for Somalia as a core country
6. The SPM Somalia/land 2007-2010
7. Contract 2005 & 2006

Nairobi office

1. Files of the different programmes
1. Project Cooperation Agreement (PCA)
2. Project proposals
3. Project reports
4. Mapping of Somali Civil Society
5. Donor Assistance towards Somali and Somaliland (development policy and coherence)
6. Report of consultants' forum on Strengthening Somali Civil Society Organisations, Nairobi 25th April, 2002
7. Somali Civil Society Symposium, Hargeisa, February 2003
8. Terms of reference for the study on the role of traditional structures in the development process in Somalia
9. Directory of final list of selected NGOs and trainee consultants
10. Final Evaluation of strengthening of Somali Civil Society (Phase I and II) Final report March 2005

National level

1. Environmental policy, Republic of Somaliland
2. Guidelines for Health sector coordination and planning, Republic of Somaliland
3. Policy on HIV/AIDS in Somaliland
4. National Disaster Preparedness and Management policy outline for Somaliland
5. (A supplement of National Disaster Preparedness and Management Strategic Plan)
6. Presidential Proclamation N° 189/2003 of NERAD Authority
7. Disaster Preparedness and Management Strategic Plan (2005-2009)
8. Somaliland National Health Policy
9. Somaliland National Non-formal basic education policy
10. Somaliland National Policy of Education
11. Somali Reconstruction and Development framework volumes (Puntland, Somaliland and South Central), December 2006
12. Strategy for Economic Recovery and Poverty Reduction (**SERPR**), **Somaliland**
13. A socio-economic study conducted by the Puntland Development Research centre with UNDP/World bank funding in April 2004.

G: Agenda for the start-up workshop

Sunday	Analysis of the situation in the country	Actors	Method
9.00-10.30	Opening and introduction of participants Welcome address Context of the core country evaluation process : <ul style="list-style-type: none">✓ Objectives and expected outputs of the workshop✓ Context of the evaluation (Why now?)✓ Inventory of the participants' expectations	Oxfam Novib Baffo Adama	Plenary
10.30-11.00	Tea/coffee break		
11.00-12.30	<ul style="list-style-type: none">✓ Objectives and expected outputs of the evaluation✓ Main principles✓ Main steps of the evaluation✓ Main actors involved✓ Overview of the activities undertaken	Adama	Plenary
12.30-14.15	Lunch break		

14.15-14.45	Presentation of the evolution in the national context in Somali/land : structures and policies in place/ position of civil society Changes, challenges and trends	Baffo	Plenary
14.45-16.00	Discussions and conclusions	Adama	Plenary
16.00-16.30	Presentation on the gender issues : changes, challenges and trends	Mariam	Plenary
16.30-17.30	Discussions and conclusions	Adama	Plenary
Monday	Oxfam Novib intervention in Somali/land	Actors	Method
8.30-10.30	Presentation of Oxfam Novib's strategic orientations (Origin and evolution and the current portfolio) Exchange and Discussion	Adama and Oxfam Novib	Plenary
10.30-11.00	Tea Break		
11.00-13.00	Evaluation policy, concepts, framework and rationale <ul style="list-style-type: none"> ▪ Aims and strategic change objectives ▪ Policy and practice changes ▪ A country programme 	Oxfam Novib Adama	Plenary
13.00-14.00	Lunch break		
14.00-14.30	Analysis of the strategic change objectives Introduction of working groups Tasks and composition	Adama	Plenary
14.30-17.00	Major policy and practices changes per objective	Counterparts	Working groups
Tuesday	Preparation of the field work	Actors	Method
8.30-10.30	Presentation of the major Policy and practice changes (PPC) per Strategic Change Objective (SCO) (Restitution) Exchange and Discussion	Counterparts	Plenary
10.30-11.00	Tea Break		
11.00-13.00	Elaboration of the field phase methodology <ol style="list-style-type: none"> 1. Formulation of key PPCs per counterpart 2. Instruments and tools for data collection per counterpart 3. Actors/resource persons to be contacted per counterpart 	Adama	Working group facilitated by national consultants composed by assigned counterparts
13.00-14.00	Lunch Break		
14.00-15.00	Restitution of Results of the working groups	Adama	Plenary
15.00-16.00	Discussion and Conclusions	Adama	Plenary

H. Agenda for the restitution workshop

DATE AND VENUE: 17, 18 July 2007 / Ambassador Hotel

Objectives

1. Share and validate the major findings of the core country evaluation
2. Discuss and agree on the main conclusions and recommendations
3. Exchange on the overall implications of the recommendations for Oxfamnovib intervention in Somalia/land

Day 1	Presentation of the major findings	Actors	Method
8.30-10.30	Welcome address Presentation methodology, main findings on the strategic positioning, conclusions and recommendations Discussion	Baffo Adama	Plenary
10.30-11.00	Tea break		
11.00- 12.00	Main results achieved per SCO, conclusions and recommendations <ul style="list-style-type: none"> ▪ Food and income security ▪ Employment and trade ▪ Health ▪ Education Discussion	Baffo Askar	Plenary
12.00-13.00	Main results achieved per SCO, conclusions and recommendations <ul style="list-style-type: none"> ▪ Emergency aid ▪ Conflict prevention and peace building ▪ Social and political participation ▪ Identity/gender Discussion	Mariam Jamal Baffo	Plenary
13.00-14.00	Lunch and prayer		
14.00- 15.00	Discussions in groups per SCOs facilitated by national consultants Tea Break	Baffo, Jamal, Askar, Mariam	Working groups
15.00-16.30	Restitution of the main observations to be considered in the final report	Adama	Plenary
16.30- 17.00	Contribution of Oxfamnovib to the results achieved and major contributing factors	Adama	Plenary

Day 2	Main conclusions and recommendations	Actors	Method
8.30-10.30	Identification of conclusions and recommendation for further discussion Tea Break	<i>Adama</i>	Plenary
10.30-13.00	Main conclusions and recommendations Working group on identified conclusions and recommendations	<i>Baffo, Jamal Mariam Adama Askar</i>	<i>Working groups</i>
13.00-14.00	Lunch and prayer		
14.00-16.30	Restitution of the main observations to be considered in the final report	<i>Adama</i>	<i>Plenary</i>
16.30-17.00	Evaluation Conclusions	<i>Adama Oxfamnovib Counterparts</i>	<i>Plenary</i>
Cocktail			

I. Evaluation calendar

Phases	Period	Objective/outputs
Preparation Desk study in The Hague	June 06 th - 25 th , 2006	Production of the draft approach paper
Desk study in Nairobi Office	August 8 th – 13 th , 2006	Finalisation of the approach paper
Preparatory visit in Somalia/land	October 25 th – November 3 rd , 2006	Preparing the evaluation budget Putting the evaluation team in place
Preparing sector papers	November 4 th – 20 th , 2006	Two papers were produced by national consultants respectively on Power and policies in place and on Gender
Start-up workshop	26-29 th November 2006	Share the overall evaluation methodology with counterparts
Data Collection	November 29 th – January 18 th , 2007	Data collection through field visit and production of counterpart reports
Draft synthesis report finalisation workshop	24-26 th May, 2007	Finalize the synthesis report and update some counterparts reports
Restitution workshop	17-18 th July, 2007	Share the results, conclusions and recommendations with counterparts and Oxfamnovib team (Hague and Nairobi)

Final synthesis report	August 2007	Finalize the report on the basis of the recommendation of the restitution workshop Proof reading and editing
------------------------	-------------	---

J. Composition of the evaluation team

Name	Country	Area of expertise
Adama Moussa	Mali	Evaluations (programmes and projects) Gender Institutional and organizational development Teamleader of Niger, Nigeria and Somalia core country evaluations
Mohamed Abbas	Somalia/land, Puntland	Programme/project assessment Local policies
Abdulkadir Askar	Somaliland	Development Economics
Jamal Mohamed Barrow	Somalia/land, South Central	Human rights Organisational assessment
Mariam Ga'al	Somalia/land, South Central	Gender
Abdi A. Mohamed (Baffo)	Somalia/land, South Central	Network assessment Participatory assessments

List of abbreviations

ANC: Ante-Natal Care

ASAL: Action in Semi-Arid lands

AU: African Union

CAA: Community Aid Abroad, now Oxfam Australia

CC: core country

CCP: Core Country Programme

CED: Center for Education and Development

CEDAW: Convention on the Elimination of All Forms of Discrimination against Women

CEO: Chief Executive Officer

CFW: Cash for work

CHW: Community Health Worker

CLHE: Candle Light for Health and Education

COGWO: Coalition of Grassroots Women's Organisation

CRC: Convention on the Rights of the Child

CS: Civil Society

CSOs: Civil Society Organisations

DDR: Disarmament, Demobilization, Reintegration

DIJHRO: Dr. Ismail Jumale Human Rights Organization

ECRP: Emergency Cash Relief projects

EPAPA: Emergency Preparedness and Preventive Action (called EPARA as from 2007: Emergency Preparedness and Response Action)

FASU: Food Security Assessment Unit

FGM/FGC: (Female Genital Mutilation/Circumcision)

FPENS: The Formal Private Education Network in Somalia

GAM: Global Acute Malnutrition

GCAP: Global Call to Action against Poverty

GDA: Girls' Development Association

GECPD: Galkayo Education Centre for Peace and Development

GFTATM: Global Fund for AIDS, TB and Malaria

HADMA: Humanitarian Agency for Disaster Management (Puntland)

HARDO: Humanitarian Agency for Relief and Development Organisation

HAVOYOCO: Horn of Africa Voluntary Youth Committee

HIRDA: Himilo Relief, Rehabilitation and Development Association.

HR: Horn Relief

HRM: Holistic Resource Management

HURIDOCS: Human Rights Documentation System

IASC: Inter Agency Standing Committee

IDMA: Identification, Documentation, Monitoring and Advocacy)

IDP: Internally Displaced People

IGAD: Intergovernmental Agency for Development

INGOs: International Non Governmental Organisations

ISPP: The Internal Systems, Procedures and Policies

LDC: Least Developed Country SACB

MCH: Mother and child health

MOU: Memorandum of Understanding

NERAD: National Environment Research and Disaster Preparedness Authority

NFE: Non-Formal Education

NOVIB: Now Oxfam Novib,

NPA: Norwegian People's Aid

NTDC: National Toghdeer Drought Committee

ODA: Official Development Assistance

OGB: Oxfam Great Britain

OHK: Oxfam Hong Kong

OI: Oxfam International

OTP: Ocean Training and Promotion

PATAS: Participatory Reflection on Achievements and Challenges on the Capacity-Building Programme

PEPP: Puntland Education Policy Paper

PHRN: Peace & Human Rights Network

PPC: Policy and Practice Changes

PSS: Puntland State of Somalia

PYL: Pastoral Youth Leadership – PYL

RBC: Resource-Based Conflict

RDF: Somali Reconstruction and Development Framework

RMCO: Regional Marine Conservation Organization

RMSN: Resource Management Somali Network

RSCO: Regional Strategic Change Objective

RST: Regional Strategic Team

SAACID: (pronounce Sa'eed, meaning 'to help')

SACB: Somali Aid Coordination Body

SAS: Somalia Advocacy Strategy

SCOs: Strategic Change Objectives

SEPROG: Somali Education Programme

SERPR: Strategy for Economic Recovery and Poverty Reduction

SIHA: The Strategic Initiative for Women in the Horn of Africa

SLNPE: Somaliland National Policy of Education

SOCDA: Somalia Organisation for Community Development

SOCSIS: Strengthening of Somali Civil Society

SORSO: Somali Relief Society

SOYDA: Somaliland Youth Development Association

SPBP: Strategic Programme Business Plan

SPL: Somali Peace Line

SPM: Strategic Portfolio Management Plan

SRDO: Somali Relief and Development Organisation

STD: Sexually Transmitted Diseases

TASS: Tadamun Social Society

TB: Tuberculosis

TBAs: Traditional Birth Attendants

TFG: Transitional Federal Government

TFP: Transitional Federal Parliament (TFP)

UNOCHA: United Nations Office for the Coordination of Humanitarian Affairs

VCT: Voluntary Counselling and Testing

WAWA: We Are Women Activists

WFP: World Food Programme

WOCA: Women Care