

NORWEGIAN REFUGEE COUNCIL

EVALUATION REPORT



Temporary Shelter and Hygiene Promotion Project in Galkaiyo, Puntland, 2011

By Martin Fisher & Jeroen Quanjer

January 2011



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REFUGEE COUNCIL

A Project Evaluation
of the

***Temporary Emergency Shelter
and Hygiene Promotion Project
in Galkaiyo, Puntland
(SOFM0905/SOFM1004)***

for
the Norwegian Refugee Council,
Oslo

January 2011

Final Report

Martin Fisher | Geneva, CH

Jeroen Quanjer | Wageningen, NL

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Table of Contents

Acronyms and Explanations	3
Specific Terminologies used	3
Acknowledgements	3
Maps of the Project Areas.....	4
Executive Summary	6
ONE Introduction & Methodology.....	8
1a: Introduction.....	8
1b: The Evaluation Framework.....	9
1c: Methodology.....	9
TWO Contextual Summaries	11
The political context	11
The security context	11
The local clan context.....	11
THREE Findings on the Project.....	12
3a) NRC's Assessment and Project Proposal.....	12
3b) Project management, monitoring and evaluation systems.....	18
3c) The qualitative and quantitative results achieved and lessons learned	20
3d) Outcome of the intervention: the effects on the beneficiaries.....	32
3e) NRC's strategies and approaches to maintain humanitarian access	36
FOUR Summary of Findings and Recommendations	37
Annex One: Terms of Reference.....	40
Annex Two: List of People Interviewed	44
Annex Three: Bibliography.....	45
Annex Four: Evaluation Team Itinerary.....	46
Annex Five: Biographies of the Team.....	47
Annex Six: Summary of Recommendations for Management Feedback	48

Cover photo: Arafat 3 settlement, Galkaiyo South – MF, 13-11-2010

Acronyms and Explanations

<i>buul</i>	a traditional Somali shelter, made from sticks, cloth materials and other available resources
CGI	corrugated, galvanized iron (sheet)
Country Office	in this context, the NRC Office in Nairobi, which directs the programming in Kenya and the three areas of Somalia
ECHO	European Community Humanitarian Office
IDP	Internally Displaced Person(s)
NFI	Non-food item
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
SIDA	Swedish International Development Cooperation Agency
ToRs	Terms of Reference
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	UN Children's Fund
UNOCHA	UN Office for the Coordination of Humanitarian Affairs
WatSan	Water and Sanitation
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme

Specific Terminologies used

Gatekeeper

The term 'gatekeeper' is used in several places in this report. In this context the word refers to an individual or a group (for example: the camp committee, a landlord, local authorities, police, a local NGO or other individuals) whose intent is to extract favours, cash or resources from the IDPs. This could either be for themselves or to buy influence within the wider community. It is usually an ongoing demand rather than a 'one-off' payment. 'Gatekeepers' from certain clans often govern IDP settlements. This is not necessarily always a negative relationship as the 'gatekeepers' are often community members themselves and part of the social fabric of a camp.

The social protection that IDPs receive depends heavily on their level of wealth. For example, when an IDP (or household) rents a house they are seen as having an income and will be less vulnerable to outside pressures.

Place Names

For sake of consistency, this report uses the spelling 'Galkaiyo' throughout for the name of the town where this project is based, which is the spelling used by NRC. There is a variety of other spellings in use for the same town, for example 'Gaalkacyo' or 'Gaalkayco' on the OCHA map on page 5, 'Galkacyo', 'Gaalkayo' or 'Galkayo' with UNHCR, and 'Galkacio' or 'Galkacyio' in various other UN documents.

Acknowledgements

The evaluation team wishes to acknowledge the assistance and hospitality provided to them by the NRC Nairobi Office and Galkaiyo Office teams, and for the briefings and practical support provided during the field mission. Particular thanks go to Zahra Muse Yasin in Galkaiyo for her valuable assistance with interpretation and translation.

They would also like to thank the UNHCR Galkaiyo Office for the accommodation and other information provided, and to the staff of all the UN Offices mentioned above for their assistance and briefings while in Puntland.

Maps of the Project Areas

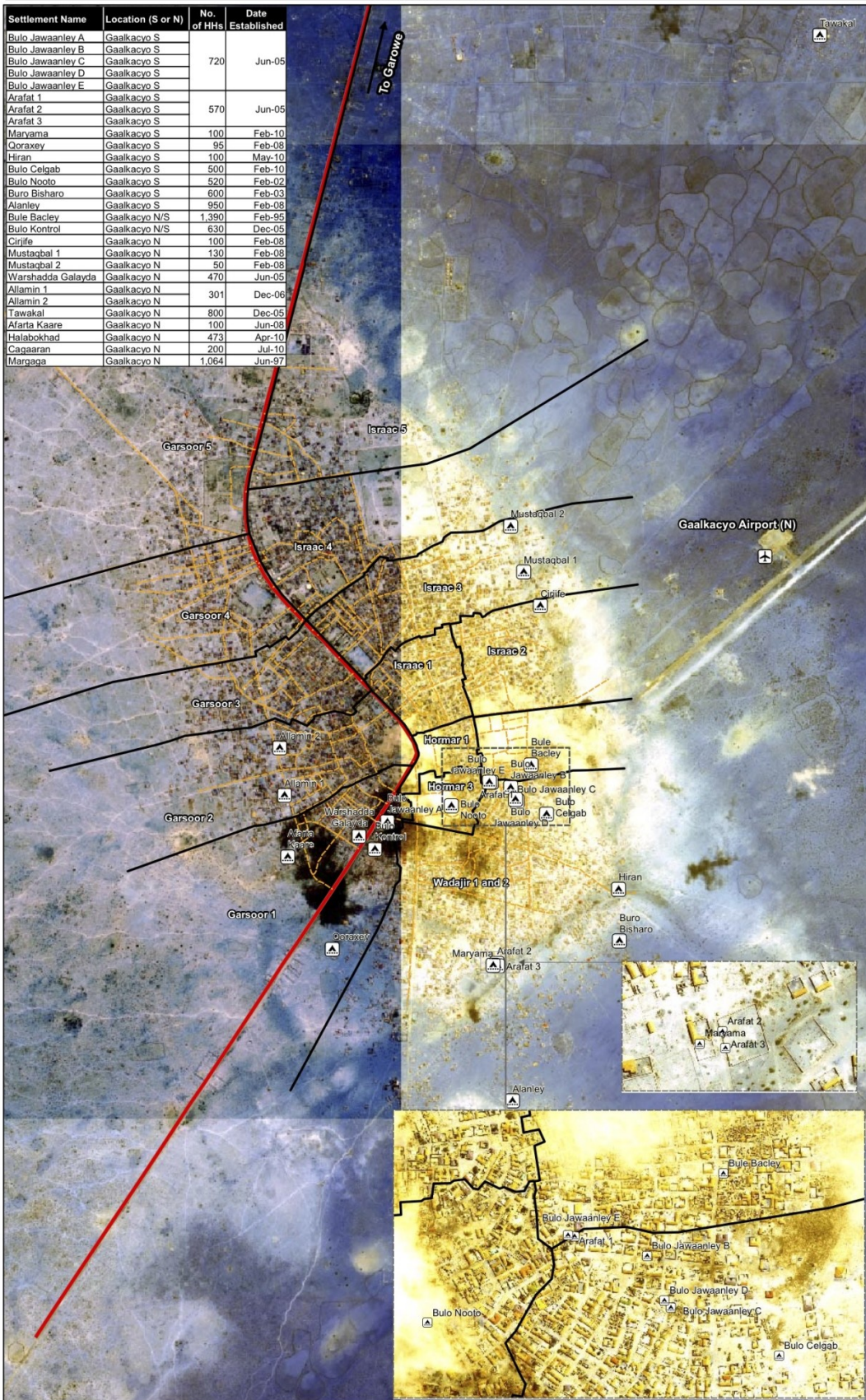


SOMALIA - Gaalkacyo Town IDPs (Mudug Region)

as of September 2010



Settlement Name	Location (S or N)	No. of HHs	Date Established
Bulo Jawaanley A	Gaalkacyo S	720	Jun-05
Bulo Jawaanley B	Gaalkacyo S		
Bulo Jawaanley C	Gaalkacyo S		
Bulo Jawaanley D	Gaalkacyo S		
Bulo Jawaanley E	Gaalkacyo S		
Arafat 1	Gaalkacyo S	570	Jun-05
Arafat 2	Gaalkacyo S		
Arafat 3	Gaalkacyo S		
Maryama	Gaalkacyo S	100	Feb-10
Qoraxey	Gaalkacyo S	95	Feb-08
Hiran	Gaalkacyo S	100	May-10
Bulo Celgab	Gaalkacyo S	500	Feb-10
Bulo Nooto	Gaalkacyo S	520	Feb-02
Buro Bisharo	Gaalkacyo S	600	Feb-03
Alanley	Gaalkacyo S	950	Feb-08
Bule Bacley	Gaalkacyo N/S	1,390	Feb-95
Bulo Kontrol	Gaalkacyo N/S	630	Dec-05
Cirjife	Gaalkacyo N	100	Feb-08
Mustaqbal 1	Gaalkacyo N	130	Feb-08
Mustaqbal 2	Gaalkacyo N	50	Feb-08
Warshadda Galayda	Gaalkacyo N	470	Jun-05
Allamin 1	Gaalkacyo N	301	Dec-06
Allamin 2	Gaalkacyo N	800	Dec-05
Tawakal	Gaalkacyo N		
Afarfa Kaars	Gaalkacyo N	100	Jun-08
Halabokhad	Gaalkacyo N	473	Apr-10
Cagaaran	Gaalkacyo N	200	Jul-10
Margaga	Gaalkacyo N	1,064	Jun-97



- LEGEND**
- IDP settlement
 - Airport
 - Major Road
 - Secondary Road
 - Gaalkacyo Sub-divisions

Creation Date: 28/09/2010
 Projection/Datum: Geographic/WGS 84
 Web Resources: <http://ochaonline.un.org/somalia>
 Email: peter@un.org
 Nominal Scale at A3 paper size: 1:25,750

Map data sources:
 IDP Settlements: OCHA, 2010
 Gaalkacyo roads: UNHCR/STAT
 Satellite Imagery: UN 2009
 All Admin. layers: UNDP-Somalia (1998)

Disclaimer:
 The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.



Source: UNOCHA

Executive Summary

What follows is an evaluation of a project in Galkaiyo, southern Puntland, implemented by the Norwegian Refugee Council (NRC) and supported by the Swedish International Development Cooperation Agency (SIDA). It forms part of a much larger NRC programme of assistance to the people of Somalia, also supported by a number of other donors.

In the area around the town of Galkaiyo, southern Puntland, there are almost 60,000 displaced people living in very basic and difficult conditions in 21 spontaneous settlements. This SIDA-funded project aimed to work with a target group of 2,000 of the most vulnerable households (12,000 people) supporting them with temporary shelter and a range of hygiene inputs.

Over the two-year period of the project, it has funded the delivery and distribution of 1,050 family tents and has paid for the construction of 470 shared latrines. It has funded 1,450 family hygiene kits and 300 environmental sanitation toolkits; to support these material inputs the project has included a number of hygiene and sanitation awareness and training sessions and several concerted settlement cleaning initiatives. All the objectives as set out in the project proposal are reported to have been achieved by the end of the period. The inputs made by the project have been appropriate, relevant and timely, even though there are considerable outstanding needs in the area.

In a context beset by security constraints, regular movements of the displaced families and a continuing influx of newly displaced people, the identification of the most vulnerable has been critical to ensure the limited resources are targeted correctly. Of the 21 IDP settlements in the Galkaiyo area, NRC has decided to work in eleven. NRC's involvement with these communities over the last three years, and their close working relationship with the authorities and the other partners in the region, has helped ensure that this knowledge is updated and access remains possible to these communities.

NRC is expected to play an emergency role – ie: responding with emergency items when families arrive in the area – as well as implement a more transitional sheltering approach, providing tents to the identified families to assist them over a longer period. Although the emergency distributions did happen wherever possible, the evaluation team found that due to limitations on the supply pipelines and often on access, the actual emergency interventions were often somewhat delayed and only carried out considerably after the beneficiaries had actually arrived. The distribution of tents was carried out after a more detailed assessment and identification of the most vulnerable members of the IDP community.

The tents supplied – similar in design to those used by other agencies and by NRC elsewhere in Somalia – are considered to be appropriate for the climatic conditions and are appreciated by the families who have received them. The current design of the tents is the result of a long consultation process, including feedback from beneficiaries. The tents are of good quality but suffer from the harsh sun and other climatic conditions, and deteriorate after 12-18 months, thus needing periodic replacement. Issues of whether the expected chemical treatment of the tents is being done adequately at the time of manufacture need to be further explored. There is a long-standing question of the sustainability of the continuing demand for tents – or whether there could be a longer-term solution to move towards more durable housing for the families, although problems over land ownership and tenure do not make this a straightforward decision.

The other major input under this project – the building of communal latrines in the settlements – has also been completed and due to budget reallocations in fact the planned number has been exceeded. The latrines are appropriate and are used and kept clean by the beneficiaries, who report this availability has improved their feelings of security and privacy, and has reduced tensions with local residents. Some changes to the original design were implemented following feedback from the

communities; some further minor changes should be considered to improve on the current model. More critical is finding a solution to the need to pump out the pits once they become full.

Complementary activities under the project – distribution of family hygiene kits and environmental sanitation tool kits, with associated hygiene and sanitation awareness campaigns – have also been completed and the sites visited during the evaluation were in a reasonable state of cleanliness. The latrines are also being kept clean.

NRC is significant partner in the field operations, and in the provision of shelter in particular. The agency is an active member of the two relevant cluster mechanisms in Nairobi and Galkaiyo, although the structure and operating of the clusters themselves, principally in Nairobi, is quite removed from the field realities. The WASH cluster does not function adequately at the field level and several serious issues still need to be resolved.

NRC's approach to shelter includes considerations about education facilities, livelihoods and durable solutions to shelter itself. Other parts of the Puntland programme have incorporated the provision of schools or extra classrooms, and NRC is already working on the provision of more durable housing on one site north of Galkaiyo. At the same time, NRC is opening up areas of activity in Adado, in the South/Central part of Somalia as access becomes more possible.

Beneficiaries interviewed during the field visit indicated that their biggest need remains the ability to earn money and become self-supporting, and the evaluation team feels that this area is not adequately supported by the various agencies and more support could be targeted towards this. On the whole, however, the beneficiaries interviewed expressed satisfaction with the inputs made under this project and were very positive about the engagement with them by the NRC. They were satisfied that the targeting had been undertaken appropriately and that the most needy of the beneficiaries were those identified to receive tents and other assistance.

By the end of the project period all activities listed in the project proposal are reported to have been completed. The following pages explore the above points in more detail and indicate a number of areas for NRC to consider in the months ahead.

NRC's leading role in the provision of shelter and hygiene support to the IDPs around Galkaiyo is widely acknowledged and appreciated in the area, and the support provided by SIDA to the project over the two-year period was appropriate and relevant and made a significant contribution to the improvement of living conditions for the targeted families.

1a) Introduction

This evaluation was commissioned by the Norwegian Refugee Council (NRC) to serve two principal purposes:

- firstly, as a commitment to the principal project donor, SIDA, to accompany the NRC Final Report on SIDA's financial support to the project. This is also one of the three project-focussed "independent real-time evaluations" as specified in the Agreement between NRC and SIDA¹;
- secondly, as a learning exercise internally both for the Puntland programme and other operational situations within the Kenya/Somalia programmes;

and with the following main objective, as detailed in the Terms of Reference ([Annex One](#)): "*... to assess the achievements made, intended as well as unintended, outcomes, capture lessons learned and suggest recommendations for improvements*".

The funds² made available to NRC by SIDA under this Agreement (NRC project numbers: SOFM0905/SOFM1004³) are part of a wider framework agreement signed between the two agencies in support of NRC's work in 13 countries. In Somalia (Puntland and Somaliland) the project covered interventions by NRC in two programme areas: a Youth Education Pack project in Somaliland, and this Emergency Shelter Response & Hygiene Promotion Project in Puntland. This evaluation looks at the second component only, specifically the shelter and non-food item (NFI) and the hygiene awareness inputs made to the IDP settlements in and around the town of Galkaiyo.

SIDA's contribution represents approximately eight percent of the NRC's total expenditure in Puntland in 2009, and 11 percent in 2010. Forty-three percent of NRC's total expenditure in Puntland in 2009 was for the shelter project, growing to 65 percent in 2010⁴.

NRC's overall interventions in the region are extensive and they also work with a number of other major donors. NRC has project operations in other parts of Puntland, in Somaliland and in South Central, as well as in the Dadaab refugee camps in Kenya, and their inputs include shelter, hygiene promotion and education programming in line with the core strategy of NRC.

The study aims to contribute towards the objectives expressed in the NRC's Evaluation Policy⁵ of conducting a number of open and independent programme evaluations each year.

The period of project implementation under review was the two calendar years 2009-2010, with the fieldwork undertaken during mid-November 2010. A full itinerary of the field visit is given in [Annex Four](#). It was therefore a 'real-time' study during the project implementation period and not all projected activities had been completed at the time of the field visit. However, during the finalization process of this report, where confirmation was received from the field indicating that the planned activities were subsequently completed, this is mentioned in the text.

Two external consultants carried out this study – biographies are given in [Annex Five](#). The technical consultant had previously worked for NRC.

¹ "Agreement between SIDA and Norwegian Refugee Council (NRC) on Support to Refugees and Internally Displaced Persons 01.01.2009 – 31.12.2010"; signed 12 June 2009

² SEK 5 million in 2009, SEK 9 million in 2010

³ SOFM0905 was the 2009 project number and SOFM1004 was the 2010 project number

⁴ This totals SEK 9.8 million (2009) and SEK 22.3 million (2010) from all donors

⁵ Norwegian Refugee Council: "Evaluation Policy – Learning from Experience", September 2006

1b) The Evaluation Framework

The guiding reference texts for this evaluation were the original project proposal signed between SIDA and NRC, outlining the objectives and expected impact of the project. Further guidance and reference was drawn from the NRC's Shelter Policy, Protection Policy, Shelter Handbook and the overall Policy Paper of the NRC.

1c) Methodology

Before commencing the fieldwork, the evaluation team produced an inception report outlining the broad questions and methodology to be followed during the evaluation, drawn principally from the ToRs.

The **methodology** for this review included the following elements:

- Clarification of the review's objectives in discussion with NRC Programme Director after arrival in Nairobi;
- Desk review of available and relevant documents was undertaken in Nairobi, and during the stay in Galkaiyo;
- Interviews with key stakeholders including NRC management staff;
- Interview with the deputy representative of UNHCR Somalia office, in Nairobi.

During the five days spent in Puntland (11 – 16 November):

- Group and individual discussions with NRC project staff;
- Meetings with UNHCR staff and local government representatives in south Galkaiyo;
- Informal meetings with UNICEF Puntland management and WASH staff;
- One field visit and interviews with beneficiaries (including camp settlement committee members) in the three sites comprising Arafat Settlement (see map) in the southern sector of Galkaiyo;
- Walking visits through three settlement sites, including inspection of tents, latrines and spontaneous shelters, spontaneous discussions with individuals and groups;
- Discussion with external contractors constructing latrines on behalf of NRC;
- Three focus group discussions were held at a venue in Galkaiyo town for security reasons – one with ten women, and two groups with ten men each;
- A second field visit to Halabokhad, a new settlement where semi-permanent housing is to be provided for IDPs who plan to settle in the Galkaiyo area (NB: no SIDA resources have been used in this settlement to date);

Direct feedback was given to NRC Programme staff throughout the fieldwork and at debriefing sessions held during the fieldwork (in Galkaiyo and in Nairobi), and at NRC HQ in Oslo.

Limitations:

- Documentation on the project was only made available to the evaluation team after arrival in Nairobi and/or in Galkaiyo, thereby permitting no pre-reading;
- The evaluators found some lack of consistency in descriptions, terminologies and figures contained in a number of the reports and documents examined;
- As is shown below, the NRC work extends to 11 settlement sites in and around Galkaiyo town. Security and access considerations only allowed a field visit to one IDP settlement where SIDA inputs had been made, called Arafat (in fact located on three separate sites), so any findings and community feedback mentioned below is drawn from limited exposure to the people living on these three sites only;
- The team's restricted field movements did not permit the physical verification of all project inputs;
- The three focus group discussions with the beneficiary representatives were held inside Galkaiyo town, with the IDPs travelling from the settlements, again due to the desire to limit exposure at camp level;

- One of these focus groups was planned to be a mixed youth group. Unfortunately, the group that arrived was all men aged between 25 and 53, so the views of the younger community members were not gathered. Even during the settlement visits few 'youth' were present as they were either at school or otherwise off the sites;
- Although what the respondents said at these meetings supported what had been seen during the earlier site visits, it turned out that those attending these sessions were receiving a *per diem* to attend, as they had had to stop any work activity for the day, so their objectivity could to an extent be challenged. The evaluator only learned this after the conclusion of the three meetings.

2a) The political context

The Puntland State of Somalia was established in August 1998, after a decision made by local political and traditional leaders following several failed national reconciliation efforts in the wake of the Somali civil war. Originally, the administration derived its legitimacy from a series of locally sponsored conferences in which the traditional council of elders (*Isimada*) played a key role.

As stipulated in Article 1 of the Transitional Federal Charter of the Somali Republic, Puntland is a part of the Federal State of Somalia. As such, the region seeks the unity of the Somali people and adheres to a federal system of government. Unlike the secessionist region of Somaliland to its west, Puntland is not trying to obtain international recognition as a separate nation. However, both regions have one thing in common: they base their support upon clan elders and their organizational structure along lines based on clan relationships and kinship. Since 1998, Puntland has also been in territorial disputes with Somaliland over the Sool and Sanaag regions.

2b) The security context⁶

There have been increasing tensions and conflict in Puntland during 2010, and tensions between the North and South of Galkaiyo continue to increase. The Galmudug state, in the South of Galkaiyo, has ordered all the organizations operating in the region to open offices in the South. In addition, the fighting between government troops and militia forces in Galaga (a village 60 kms from Bossaso town and 20 kms off the main Bossaso/ Garowe road) in July are expected to continue for some time until parties find a common understanding to resolve their differences. The Puntland authorities, fearing insecurity and Al Shabaab's infiltration into Puntland, have continued to undertake forced deportations of young men (including IDPs) from Bossaso to South-Central regions. Forced evictions of IDPs from the settlements also continue to be a major concern for the humanitarian agencies.

These events, combined with targeted assassinations of Government officials and a general atmosphere of lawlessness, have heightened security concerns and raised questions about the deteriorating humanitarian situation. Furthermore, the presence of pirates in the region has heightened the risk of kidnapping of expatriate staff.

There are risks that this might destabilize the region and surroundings even to the Somaliland side, neighbouring northern Puntland. The Somaliland Ministry of Interior announced that they would work with the Puntland authorities in relation to security along the border of the two administrations.

2c) The local clan context

The clans are the traditional authorities in Somalia. Group cohesion in a clan is based on kinship. A clan decides on and provides security and protection, sets duties of individual members and fulfils many other roles in Somali society. Every issue is seen as a collective responsibility, as opposed to an issue of households or individuals. Women and children are seen as support to the male-based clan.

The region around Galkaiyo town is divided into north and south areas. All three major clans have a presence in Galkaiyo. Therefore the city becomes attractive to people who were forced to leave their homes elsewhere in the country as many have relatives or clan associates in the area already. On arrival, displaced families usually would go to their clan members for assistance and for protection.

⁶ From the Terms of Reference

The SIDA support was for interventions to be made by the NRC project in and around the town of Galkaiyo, in Mudug State, in the very south of Puntland. NRC is one of 19 NGOs – both local and international - and UN agencies operating in the area. The town had a host population of around 200,000 people, but in recent years this has increased due to internal displacement and population movements, and another 70,000 (approx.) people have arrived into the area. Figures from UNOCHA⁷ indicated that a total of 9,863 displaced households, or approximately 59,200 individuals⁸, were currently living in the 21 settlements in and around the town of Galkaiyo in August 2010.

There continues to be a movement of people in and out of these settlements, due to changes in the conflict patterns in other parts of the country, grazing possibilities for livestock, and other general migration. Consequently, the population changes on a daily basis, the IDPs are not registered centrally and accurate numbers are hard to finalize⁹.

The main objectives for this component of the project, as set out in the SIDA proposal, were:

- to provide emergency temporary shelter support for the newly displaced persons living in the Galkaiyo settlements;
- to improve environmental sanitation and hygiene levels in the selected IDP settlements of Galkaiyo;
- to reduce incidents of fire outbreaks in the selected IDP settlements of Galkaiyo.

The beneficiary groups targeted in the Galkaiyo area have become displaced for a variety of reasons, and as such they have varying hopes and needs regarding shelter:

- People displaced by conflict ~ new arrivals who require shelter as a short term and immediate need;
- IDPs without access to land who would need portable shelters which can be dismantled and reassembled elsewhere quickly;
- Long-term displaced families in need of better living conditions;
- IDPs due to drought/ economic reasons, mainly indicating access to livelihoods and food as their primary need;
- Refugees from Ethiopia, who do not have access to land;
- Host community members, mainly having livelihoods and food as a primary need. Note that in Somaliland and Puntland there is ongoing urbanization, with associated issues of urban poverty;
- IDPs due to forced relocation out of city centres (eg: Bossaso).

The number of direct beneficiaries of these SIDA-funded inputs was quoted as 2,000 households / 12,000 individuals. In view of the major needs of the displaced populations and the fact that newly displaced families continue to arrive in the Galkaiyo region, the overall needs far outstrip the resources available. The NRC Country Office works with multiple donors to secure funding support for its range of programme activities around Somalia. With this multi-donor support, NRC aims to contribute towards the major needs within the shelter, NFI and sanitation sectors in selected camps.

3a) NRC's Assessment and Project Proposal

The Project Proposal

The NRC Country Office drew up the Project Proposal with direct input from the field teams, with additional input from the programme officer and the shelter advisor in NRC Oslo to ensure quality

⁷ Source: UNOCHA, *Galkacio District IDP Settlements (IASC endorsed 23-09-2010)*

⁸ Accepted average household size in this operation is six persons, although realistically often there are more than six people per household

⁹ During the visit of the evaluation team to the Arafat settlement, several dozen new families reported having arrived within a few days, and it is clear the influx continues.

and adherence to the strategic direction of the programme. It summarized the expected interventions, including setting out the expected results in a log frame approach.

The submission, and approval, of the framework agreement was handled between NRC in Oslo and SIDA in Stockholm. NRC has maintained ongoing contact with SIDA at the Nairobi level during the period of implementation. No project visit was made by SIDA during the period, but it was stated that none was anticipated.

Responsibility for the annual work planning and the actual project implementation rested with the NRC Galkaiyo office with support from the technical teams.

General Targeted Beneficiary Population

Currently, of the 21 IDP settlements around Galkaiyo, there are ten in south Galkaiyo (Galmudug State) and 11 in north Galkaiyo (Puntland Administration, Mudug State). Most of these are in and around the urban centre, with three straddling the 'green line' between north and south. Two of these 21 are outside the urban area, up to 50 kms away. Four new settlements became established during the first five months of 2010, mainly due to enforced relocation.

NRC currently works in 11 of the 21 existing settlement sites in the Galkaiyo area. The following table shows the number of settlements and beneficiaries per year who received the SIDA-funded inputs. The total target population of 2,000 households (12,000 individuals) was reached¹⁰, with some households benefiting from more than one single input. Certain activities – eg: the settlement cleaning campaigns and the establishment and support to the H&S committees - clearly benefited the whole community.

2009	No. of Units	Distribution	Beneficiaries	Households
Tent distributions	350 tents	2 sites	2,100	350
Latrine constructions	130 latrines	9 sites	3,900	650
Environmental Sanitation kits	100 kits	6 sites	3,000	500
Personal hygiene kits	300 kits	4 sites	1,800	300
H&S awareness training	232 trainees	4 sites + 2 municipalities + 40 school teachers	7,200	1,200
Estab. of H&S committee	46 trainees	4 sites		
Mass Cleaning campaigns	4 campaigns	4 sites		

2010	No. of Units	Distribution	Beneficiaries	Households
Tent distributions	700 tents	2 sites	4,200	700
Latrine constructions	340 latrines	9 sites	9,960	1,660
Environmental Sanitation kits	200 kits	5 sites	6,000	1,000
Personal hygiene kits	1,250 kits	4 sites	7,500	1,250
H&S awareness training	298 trainees	9 sites	8,940	1,490
Mass Cleaning campaigns	2 campaigns	2 sites		

Table 1: SIDA-funded distributions and activities, 2009-2010

(numbers from NRC activity reports)

Most of the settlements are in areas of Galkaiyo with a resident population, many of whom who are also poor and vulnerable, and in the NRC programming and assessment visits these people have also been considered for assistance using the same criteria as the displaced families. Not least, such inclusion assists in creating acceptance by the host communities.

Assessment

NRC undertook an initial assessment of the IDP situation around Galkaiyo town in 2007. Following this, five settlements were selected to work in, one in the north and four in the south. Criteria used for selection were the IDPs' ownership of land, access to the settlements (ie: security constraints)

¹⁰ The evaluators understand - from the field reports viewed - that the identified target numbers were reached, but they were not in a position to directly verify these reported figures.

and the number of households affected. Additionally, those camps housing minority groups or more vulnerable people were prioritised. At this stage the decision to work more in the south than the north was based on the fact that the IDPs in the south were considered more vulnerable: they had limited clan protection and did not own the land they were living on.

NRC carries out a camp-level assessment every year, usually done jointly with other agencies based in Galkaiyo. The latest joint mission visit (with report¹¹) was done to all 21 camps in and around Galkaiyo between May and July 2010, to “*verify the number of IDP settlements, take all coordinates for further mapping, and make a quick inventory of services available ...*”.

A detailed assessment form has been developed by NRC and is systematically used for beneficiary identification and registration purposes. This form includes 12 questions covering name and details of the interviewee; details of the household composition (gender, age, existing housing, land ownership); vulnerability (children under six, elderly and household members with disabilities); reasons for displacement; and current access to basic services (sanitation and education). Most of the inter-agency assessments use the detailed questionnaire developed by NRC, as the agencies on the ground feel that this is the best they have access to. One UN agency staff member reported that “*the IASC in Nairobi is still trying to get an inter-agency assessment tool together and until they do the NRC tool is the most appropriate one we have*”.

Specific Targeting of Beneficiaries

NRC’s commitment is to work with the most vulnerable displaced families in the settlements, and clear selection criteria have been drawn up to enable the field staff to identify these families. Priority beneficiaries include:

- those families with many children or with someone with a disability, where the head of family cannot cope and/or is unemployed;
- female-headed households with several children, no income and often supported by the wider community;
- households of three generations without sufficient shelter (although with sufficient land), and unable to work;
- households headed by orphaned siblings without external support;
- families hosting other displaced families, in need of improved or additional shelter.

Feedback at the focus group discussions indicated that the targeting done by NRC was seen as appropriate and was well understood by the communities, and they were satisfied that the poorest and most vulnerable in the settlements were those who received the priority aid. Given the resources available, there appeared to be no resentment if some families did not receive assistance.

Beneficiary registration figures from February 2010 indicated that 72 percent of interviewees were female and 28 percent were male. It was also indicated that 60 percent of households had members aged over 60 years, 49 percent had children under six, ten percent had someone with a disability, and 21 percent included pregnant or lactating women.

Shelter strategies in Galkaiyo

The two strategic objectives for the shelter cluster in Puntland¹² are:

- To provide improved living conditions and work towards durable solutions;
- To improve the emergency response capacity.

The following shelter strategy options are currently in place for Galkaiyo:

- Emergency shelter through NFI kits distribution (first pillar)
- Mid-term shelter through tent distribution (second pillar)
- Permanent housing by constructing core houses (third pillar).

¹¹ Joint UNHCR-UNOCHA-WFP Mission to IDP Settlements in Galkacyio, 12.05.10 to 14.07.10.

¹² Source: Shelter Cluster Objectives Somalia 2010: <http://www.ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docId=1125616>

Skills dissemination, fire reduction and awareness raising (on fire prevention), and settlement planning are integrated or planned around the main activity, which is the provision of shelter. NRC's shelter policy further includes livelihood opportunities, school construction and WatSan in the core activity of shelter¹³. Other types of shelter interventions (eg: supporting self-help housing [distribution of materials and tools; skills dissemination programme] and cash for shelter) have been considered but not implemented to date. The evaluators tried to find a market analysis for building skills, but it seems that none has been carried out. This type of analysis should be taken into consideration and could be carried out by the Shelter Cluster and used to inform shelter strategies.

Since its arrival in Galkaiyo NRC has provided tents and this is now the accepted standard (after long negotiations with the local population and authorities) for the medium term intervention. However, programming that takes into account additional activities such as livelihoods support and existing coping mechanisms for sheltering, and which builds on them, is not evident in this intervention, and some possible areas of engagement are mentioned later in this document. It is considered that access to livelihoods for the displaced populations is a significant need.

In support of the third pillar (and funded in this case by UNHCR), NRC in Galkaiyo is currently involved in planning for the construction of 200 permanent shelters in the new settlement of Halabokhad, some kilometers north of Galkaiyo. A school building on the site is already nearing completion and housing will be built during 2011.

Overview of current shelter strategies and possible changes

The main consideration in designing shelter solutions for the range of people displaced is their intended or likely duration of settlement. Shelter is not merely a product, but rather a continuous process. The arrows in the following table indicate possible progressions in the shelter process:

	Duration of Stay (Actual, intended or expected)		
	New arrivals and up to three months "Emergency Shelter"	Between three months and three years "Transitional Shelter"	More than three years "Permanent Housing"
Current strategy	Provision of shelter upgrade kits	Provision of tents (with vulnerability criteria for selection)	Construction of permanent "core housing" (200 units in one neighborhood)
Strategies to consider instead or in addition	Provision of shelter kits (tarpaulins, fixing materials, tools and possibly poles for structure)	Upgrading E-shelters, by adding materials (e.g. for flooring) or improving structures	
	Provision of tents for extremely vulnerable households	Provision of upgradable transitional shelters for extremely vulnerable households	Upgrading of T-shelters
	Provision of tarpaulins only for less vulnerable	Materials (e.g. roofing materials) and tools distribution to support self-help. Combined with technical guidance and skills training.	Support self-help housing. In addition support solving of land and/or tenure issues and urban planning.
			Shelter support as part of wider livelihood support
			Cash for Shelter

Table 2: Possible options looking ahead for the shelter activities

Project Alignment with NRC's Country Strategy

The components of shelter and WatSan in the SIDA project fall under the wider shelter and NFI strategy, as detailed in NRC's country strategy document¹⁴.

¹³ See NRC's Shelter Core Activity policy document

¹⁴ NRC: Country Strategy Somalia-Kenya 2009-2010

The main objective for shelter in the country strategy is *“to ensure physical protection and contribute to the reintegration of displaced people by providing them with housing, primary schools, small scale water/sanitation facilities, waste collection campaigns and hygiene promotion campaigns”*. The three objectives in the project proposal and associated activities therefore all contribute to the main shelter objective and expected impacts of the country strategy. The provision of tents and the works done on hygiene and sanitation in the settlements contribute towards the overall objective.

The Country Strategy’s Objective 2.2 *“to ensure physical protection ... by providing them with housing ...”* is clearly addressed by the main project objective of the distribution of tents, and the Country Strategy’s Objective 2.3 *“to improve the living conditions for the displaced persons”* is addressed through the project’s ‘distribution of hygiene kits’ as well as the other sanitation materials.

Emergency Response Capacity

It is clear that the overall needs currently overwhelm the available resources, even with all agencies working together. During the time of the evaluation visit, we met numerous families who had arrived three or four days earlier and who had been welcomed by other IDPs but nevertheless had no shelter (or other support provided by agencies) and were sleeping outside at night. There appears to be no mechanism that has sufficient capacity to support new arrivals, who have to spend their days and nights outside on the ground if they cannot find relatives with whom to share. There were many families in this situation in Arafat.

For new arrivals, distributions of non-food item (NFI)¹⁵ kits are the most appropriate immediate intervention for immediate needs, and these include some plastic sheeting as an initial step towards shelter. For short-term and new displacements NRC is usually also able to provide basic shelter kits (comprising 30 wooden poles, some plastic sheeting and 100 yards of rope) if they have them available in stock. The shelter kits are considered to be the emergency shelter provision and are meant to cover the short-term shelter needs of IDPs.

In sudden onset emergencies or in case of rapid influxes it is generally advisable to provide the shelter kits (as opposed to tents), because of the lower costs and therefore the possibility of wider coverage. These kits are simple but allow the possibility of upgrading the structures at a later date. Shelter kits support local shelter solutions and the issue of durability is not that prominent in the design consideration. The selection of good quality tarpaulins might mean that these self-constructed shelters are habitable for up to six months, or more.

However, in reality the distribution of these shelter kits is not done as IDPs arrive into the Galkaiyo settlements, and often only several months later following a joint assessment undertaken when there is a ‘critical mass’, and when the kits are physically available in the warehouse¹⁶. NRC stated that they have insufficient resources available to be able to respond to all such new cases on arrival, although wherever possible this does occur. Furthermore, access to the sites has to be managed for security reasons and it is only when a reasonable number of families has arrived that a joint assessment is usually undertaken.

The evaluators found that ‘emergency’ shelter - in terms of the usual understanding of the word - is not consistently provided, and families very often have to fend for themselves after arrival. Some respondents reported only receiving NFI kits after three to five months. The evaluation team would therefore suggest that true emergency response capacity is actually quite limited and the provision of the NFI and shelter kits much sooner after arrival would be an appropriate intervention, and therefore such kits would need to be kept more readily available.

¹⁵ NFI kits include basic items for living: some plastic sheeting, 2 blankets, some cooking pots/lids and a kettle, plates, knives and spoons, cups and other utensils, a sack, two collapsible jerry cans for water, salt and a mosquito net.

¹⁶ Three thousand shelter kits were procured during 2010 with UNHCR funding; 500 are anticipated for 2011. Some 12,000 NFI kits are expected for 2010/2011 funded by UNHCR and ECHO.

Tents are more of a mid-term or transitional solution and these could be distributed at a later date once a fuller assessment of need has been done. It is not only the newly-arrived families who need shelter support – many of those families who have been there for some time still do not have any adequate cover, even after some months in many cases. However the reality is that the needs far outstrip the resources available and there remain many displaced families in need.

Project Alignment with the Cluster Approach

The Shelter & NFI cluster's main objectives in Puntland¹⁷ are:

- to provide improved living conditions and work towards durable solutions;
- to improve emergency response capacity.

NRC has a shelter strategy closely aligned with this approach. They tackle short-term issues through the distribution of NFI and shelter kits - resources permitting - and work on mid-term displacement through tent distribution. The strategy is focused on the provision of materials for shelter. Where conditions allow there is work proceeding to address some more permanent solutions in conjunction with others donors.

Verbal feedback emphasized the need to focus on the beneficiaries' livelihoods options for midterm and long-term displacement as well. The UN's Consolidated Appeal Process 2010 for Somalia¹⁸ highlights this need too, as well as the importance of addressing the displacement and its underlying causes.

Within the cluster, participatory assessments are organised although they tend to deal with the overall (multi-sector) needs. Shelter and tent design is discussed at field and country level, internally (technical experts, logistics and others are consulted) as well externally in the shelter cluster. Currently NRC is fine-tuning the tent design (see below) and is aware of - and planning to address - the quality issues mentioned later.

Conclusions

It is clear from the meetings held that there are very large needs in the Galkaiyo area, and not all of them are being met despite the best intentions of the agencies present. Resources are already stretched, and new arrivals are often not assisted for a considerable time.

Targeting and beneficiary identification seems to be coherent and understood by all, and no real issues came up regarding this part of the work.

The agencies in Galkaiyo – NRC included – acknowledge the need to be able to respond effectively to influxes and emergencies, but due to resource limitations, security and access considerations and ongoing operational pressures a true emergency response is often not undertaken when required. If NRC considers its role to include being an emergency responder, then a more robust and flexible approach will have to be developed, not least in terms of having sufficient stocks available for distribution when needed. By using the words 'temporary' and 'emergency' together NRC increases expectations of its realistic emergency response capability.

The current strategy in place with NRC provides for the ongoing provision of tents as the chosen shelter input, addressing the most vulnerable parts of the community. It would be challenging to change direction at the moment, but other sheltering strategies could be considered, such as thinking along the continuum of the shelter inputs - not simply replacing tents as they wear out, but continuing to work with others on a longer-term strategy whereby a more durable solution is found and the inputs made are systematically capitalized upon over time.

¹⁷ Source: OCHA Somalia: <http://ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docId=1125616>

¹⁸ United Nations: Consolidated Appeal 2010 for Somalia

The SIDA-supported interventions are in line with the NRC policies and the country strategy, and in line with the cluster approach for Somalia. NRC is a significant partner in the delivery of shelter in the Galkaiyo area.

Recommendations

- R 1: NRC should engage with UNHCR (and other concerned agencies) to confirm an approach allowing quicker emergency response to new arrivals; this includes maintaining adequate stocks of emergency items;
- R 2: Other sheltering strategies could be considered, taking into account existing coping mechanisms and livelihood strategies. For example a programme to provide 'cash for shelter' could be very relevant for support to the long term displaced and vulnerable host communities in and around Galkaiyo;
- R 3: NRC should engage with other partners to explore the continuum of the shelter inputs - not simply replacing tents as they wear out, but continuing to work together on a longer-term strategy whereby a more durable solution is found and the inputs made are systematically capitalized upon over time.

3b) Project management, monitoring and evaluation systems

NRC oversees the Kenya/Somalia Country Programme from a Country Office in Nairobi, Kenya, where the Country Director and the Programme Director are based. Operational decision-making authority has been decentralized to the Area Managers in the four area offices (Somaliland, Puntland and South-Central Somalia, and the Dadaab refugee camps in northern Kenya. Each of the programme sectors has a sectoral manager: education, shelter etc.

NRC staff felt the division of responsibilities was clear and that there was managerial support provided when required. There appears to be a clear understanding of levels of authority, and with good internet connections, communications between the various offices and staff enables a smooth and efficient transfer of information and approvals as required. A good complement of skilled international and national staff in Galkaiyo was present and they have provided continuity during the programme activities.

NRC's Local Relationships

NRC is held in high regard by other partners in Galkaiyo in terms of being a reliable and committed partner in the overall work of assistance to the IDPs. They are seen to maintain good contact and relationships with the various authorities, and to work closely with them and the various ministries of the administration. It is also widely appreciated that NRC is set up and prepared to operate in both areas of Galkaiyo, north and south, despite the logistical problems and security challenges this creates. As an example, recent moves south of Galkaiyo into Adado – where some of the 2010 consignment of SIDA tents is to be distributed – has been built on these foundations of negotiated access.

NRC is also highly regarded by the local authorities in Galkaiyo, and by beneficiaries themselves ~ *"our mother agency"* ~ due to their clarity and openness of engagement.

Coordination with the UN Cluster System

In this type of multi-agency operational set-up, the sectoral clusters can play a useful coordination role, to ensure gaps are addressed and standards are developed for all agencies to follow. In the Puntland situation, there are two main clusters (Shelter/ NFIs and WASH) relevant to NRC's work. Cluster meetings are held at country office level, ie: in Nairobi, which most respondents felt were not always appropriate due to Nairobi's remoteness from the field, as well as other meetings held at the field level.

In Galkaiyo the main relevant cluster is 'Shelter and NFIs' led by UNHCR, with NRC being very active as the main implementing agency. Some 32 percent of UNHCR's shelter budget for 2010 goes to NRC

as its implementing partner and together they are setting the standards in this sector. In numerous interviews, it was mentioned that NRC contributed greatly to the cluster approach in general.

One critical area not being addressed adequately at the Galkaiyo level, however, is the WASH cluster, and this appears to be a significant gap. UNICEF, which would usually chair and coordinate the cluster, covers Puntland from Bossaso in the north but with only very irregular visits to Galkaiyo by the responsible staff. Although UNICEF has a physical presence (technical staff and an office) in Galkaiyo town, the staff covers Galmudug State further south and has no responsibility or inputs to the discussions on the IDP situation in and around Galkaiyo. This is, in the evaluators' opinion, a serious gap in service support. When brought up with the head of the UNICEF Puntland office, he reported one meeting had recently taken place¹⁹ ... but in reality this remains the first meeting for three years, little of substance was (apparently) discussed and no future meetings have been scheduled²⁰. The evaluators have seen no minutes of this meeting.

The two principal issues that the WASH Cluster needs to tackle are the agreement on standards and the monitoring of the WASH situation on the ground, particularly that of the maintenance of the latrines (discussed in further detail below).

The lack of agreed standards is evidenced in the settlements by different types of latrine construction (mainly differences in the superstructure) often located next to each other. The second question of how to manage the emptying of latrines is increasingly critical as the latrine pits are filling up and becoming unusable. This situation has repeatedly been reported to UNICEF with a request to find – with the agencies and community leaders – a more appropriate long-term solution to the problem, but to date this has not happened.

Several respondents reported frustration that much of the decision-making within the UN agencies was being taken in, or passed to, the Nairobi level, which was considered to be too distant from the needs on the ground to be effective in true inter-agency coordination and response in Galkaiyo. It was commented that the clusters at country level (ie: in Nairobi) are widely felt to be top heavy and process driven, while the coordination on the ground is able to be better informed and more responsive.

Fire Reduction activities

The Danish Refugee Council is the agency mainly engaged in this activity, and has taken up the lead role within the cluster. NRC does site planning before erecting tents, although the overall size of the settlements is often quite small and does not allow for much space between shelters for firebreaks. Maintaining the firebreaks is also a problem at times, due to the encroachment of IDP shelters.

All recipients of the SIDA-funded tents have been given awareness about fire prevention measures to be taken. However, given the crowded conditions and the fact that the families cook on open fires outside the tents, it is inevitable that there are occasional outbreaks of fire.

Concerns have been raised about the fire retardant properties of some tents provided in 2009 and 2010. It remains unclear, even though a stated aim of the intervention, how fire-retardant the tents actually are. Even if the canvas is fire retardant to a certain extent, most IDPs cover the tents with cardboard or other plastic or cloth material, which are flammable, to decrease the internal heat (from the sun) and to make the shelters more rain resistant. This is discussed in more detail below.

Project Monitoring

While there is a well-developed **reporting** mechanism with regular inputs starting from the field level, the evaluation team did not find evidence of a similarly robust and systematic **monitoring**

¹⁹ Meeting held on 17 October 2010, no date set for next meeting, no minutes available

²⁰ This was already a concern in 2009 – NRC had asked the shelter cluster in Nairobi to influence the WASH cluster there to become more engaged (as reported in Interim Report to SIDA, February 2010)

system, to assist with project oversight and supervision as a complementary function to the direct project monitoring.

In and around Galkaiyo, despite the desire to limit exposure of staff at the camp level, visits by project staff are regularly made, especially during and after actual distributions. For the latrine construction works, the NRC foremen make frequent site inspections to monitor the contractors. Verbal feedback from IDPs showed that after completion of works, NRC representatives are present in camps approximately once a month. The Programme Director visits Puntland from Nairobi approximately every six weeks, or more frequently if her presence is specifically requested.

NRC has developed a global Core Activity Database for project reporting and put in place systematic training on its use, but this does not specifically include monitoring activities from a national level with structured supervisory oversight of programme activities. It is important to state that there was no indication to suggest that this situation has had a negative impact on this project but it is a more general observation for possible follow-up within NRC as to how such a framework could be expected to function, and to identify responsibilities of the different management levels to implement it.

Field staff also suggested that a stronger monitoring and evaluation function would assist them in their initial project assessments, ongoing monitoring and post monitoring responsibilities, not least by having a set of developed tools available for use. Due to work and time pressures, it was suggested that it has been a challenge to evaluate what has been done, and to undertake proper impact monitoring exercises.

Conclusions

It became clear during the field mission that the NRC is well respected in the Galkaiyo area by all sides – by the authorities with which they have a good working relationship, with the other partners, and with the beneficiaries themselves. NRC is able to operate in all parts of the area and have established clear and well-understood guidelines of engagement.

NRC is a significant player in the shelter cluster and the work and engagement is appreciated. However, the WASH cluster is not appropriately coordinated, certainly at the field level, and this needs to improve to address a number of critical issues obvious in the settlements. The functioning of the cluster mechanism in general, meeting and taking decisions in Nairobi, is seen as a bit remote for the realities and needs of the field.

While reporting on all programme activities is regular and comprehensive, ongoing and structured monitoring activities and procedures were less evident.

Recommendations

- R 4: It is recommended that NRC and SIDA increase formal lobbying approaches to UNICEF in Nairobi to ensure an improved engagement in Galkaiyo, and to convene regular WASH cluster meetings tasked with finding practical solutions to a number of ongoing problems;
- R 5: NRC should review their current monitoring guidelines and procedures, and establish protocols for staff at the various levels to implement such activities on a regular basis.

3c) The qualitative and quantitative results achieved and lessons learned

As mentioned above, the inputs funded through the SIDA grant are just one component of a wider shelter/sanitation project, but the SIDA support covered some 23 percent of the total number of tents distributed in 2010 (and 37 percent in 2009), with additional supplies being funded by other donors, principally ECHO and UNHCR. Despite the scale of the joint inputs, UNOCHA reported²¹ that only 12.35 percent of the total displaced families received a tent (in the period January to August 2010) and a large need continues to exist.

²¹ Source: UNOCHA: 'Galkaiyo IDP settlements and responses, Jan-Aug 2010'

In 2009 and 2010, the following totals were funded by SIDA and other donors and provided by NRC as the implementing agency:

NRC Project in Puntland	2009	2010 (as at mid-November)	SIDA-funded tents as %age of total
Tents distributed (or planned), by donor	350 tents – SIDA 600 tents – UNHCR	700 tents – SIDA - PLANNED * 1,393 tents – ECHO - completed 1,000 tents – UNHCR – completed	2009 – 37% 2010 – 23%
Latrine constructions funded, by donor	130 latrines constructed – SIDA	260 latrines – SIDA – constructed (original planned figure) 80 latrines – SIDA - under completion*	
Sanitation kit distributed, by donor	100 kits – SIDA	200 kits – SIDA - to be distributed *	
Hygiene Kits distributed, by donor	300 kits – SIDA	1,250 family kits – SIDA - in four settlements – PLANNED *	
Hygiene and Sanitation Awareness trainings	120 beneficiaries trained in four sites, with trainings also held at schools and the two municipalities (112 additional beneficiaries)	298 beneficiaries trained in nine settlements - completed	
Mass Cleaning Campaigns in Settlements	2,920 households trained on mass cleaning campaigns in four settlements	1,390 households to be trained on mass cleaning campaign in Buco Bacley – PLANNED *	
Establishment of Hygiene and Sanitation Committee	46 beneficiaries trained and four committees formed (four settlements, 17,520 households)		

Table 2: Overview of deliverables in SIDA project, 2009/2010

* = subsequently reported as having been completed by end 2010

Tents: Design Considerations

In 2009 NRC started redeveloping a standardized tent design, which would include those distributed under the SIDA project. A detailed study²² was undertaken in mid-2009 to inform these design choices. The same type of tent is also distributed using ECHO and UNHCR funding and in other programme areas of NRC Kenya/ Somalia. The aim was to produce technical recommendations for the tents suitable for the areas where NRC works, which would simplify the ordering and supply of the tents. The original intention had been to standardize the design across all parts of Somalia, but it has proved impossible due to the range of climates they are used in, and by late 2010 two standard designs had been decided upon, one for the more humid coastal areas and one for the drier inland areas such as Galkaiyo.

The following design and other considerations were therefore taken into account:

- It was decided to go for tents as a medium-term settlement option;
- Lifespan: the aim was to have an expected lifespan of one to two years;
- Climatic circumstances: Galkaiyo has a hot (annual mean temperature of 27.2° C) and dry (annual mean rainfall <200mm) climate, with medium strength winds;
- Cultural or other preferences of intended beneficiaries: for example, number and placement of windows/openings;
- The prevailing security situation and IDP movement trends: tents needed to be easy to erect and portable (tents have the advantage that they can be erected, disassembled, and erected again in another place);
- Logistic considerations: the NRC country team wanted to standardize the design of tents for the whole Kenya/Somalia programme for efficient procurement and shipping;
- Protection issues: if the tents were of too high quality, beneficiaries could run the risk of theft or robbery. Another protection issue is the colour of the tent. It was noted that for one batch of tents the colour was too dark, which gave the appearance of military tents;

²² Joseph Ashmore et al; 'NRC Shelters in Somaliland, Puntland and South Central Somalia, 11 June 2009'

- Cost: NRC aimed to keep the cost as low as possible. Currently the tents cost USD 348 each, delivered to Galkaiyo²³;
- International standards were aimed for, such as those in the Sphere and the UNHCR handbooks;
- Coordination and agreement with the relevant cluster partners is also required.

The NRC tent is a single fly type made of cotton canvas and measures 3.8 by 3.8 metres, which gives 14.4 m² in total floor area. For a family of six persons this provides 2.4m² per person – some way below the Sphere indicator of a minimum of 3.5m² per person²⁴. Tent size is nevertheless considered to be sufficient for one family given the space constraints, despite being below the guidelines. However, new arrivals often move in with families who already have tents, which creates further overcrowding. In the first focus group meeting of ten women present, family sizes ranged from five persons (one household), seven persons (two h/h), eight persons (three h/h), nine persons (one h/h), 11 persons (one h/h) and 12 persons (two h/h). Clearly in these latter cases a single tent would become very cramped, although in some cases and where space allowed, larger families had built additional “*buuls*”, or in some cases had received extra tents. During the field visits the evaluators also observed families of three or four persons.

The tent frame is made of interlocking metal tubes, with push-pin connections for easy assembly and disassembly. The frame is sturdy. Some push pin connections failed, but this is not a significant issue.

Beneficiary involvement in the design, distribution and erection of tents

Beneficiary consultation during the whole process is reported to be difficult, because it might raise expectations and this problem is reported to be particularly prominent in Somalia. Nevertheless, NRC managed to consult with beneficiaries during the assessment and implementation phases.

Certain considerations such as the number and the placement of window openings were discussed at length with beneficiaries and this fed into the design considerations. Other things such as the tent shape and colour of the canvas have been the subjects of consultation also. One major concern frequently expressed was that when it rained the ground flooded as there was insufficient site drainage, so even if tents kept the rain off from above things inside still got wet from below, but the interviewees acknowledged that there was little to be done about this.

The tent erection is tendered out to local contractors largely due to security considerations at the settlement level, and the need for NRC to reduce its physical presence in the camps for extended periods. Contractors are trained as necessary to undertake this work, and are supervised by a roving foreman from NRC's staff. It was reported that beneficiaries (mostly women) had been employed by these contractors to help with the erection of tents although this was not witnessed during the field visit. NRC's community development workers and foremen, accompanied by the community leaders, do undertake regular monitoring of progress and quality.

Tents: Usage

All tents viewed at the sites visited had families in residence, and in several cases more than one family. Not all of these were direct beneficiaries of NRC tents as some people reported having moved into the existing tents in situ. Discussions with the beneficiaries confirmed that the tents were much appreciated by those living in them as being private space, offering some privacy and the ability to store goods and personal possessions. Many had some form of basic furniture (beds, storage units, mattresses, cooking utensils) and in one case the family tent was being used to store a recent delivery of sanitation kits prior to their individual distribution. Most had clotheslines, mosquito nets and floor mats. There was very little stored food in evidence.

One major concern was that the tents were too hot during daytime. During the actual field visits, most tents were empty of the inhabitants, many of whom were sitting outside under ‘*buuls*’ or other

²³ Source: NRC budget revision of 28/08/10

²⁴ See Sphere Handbook for Minimum Standards in Humanitarian Operations. Chapter 4, Standard 3: ‘Covered living space’, Guidance note 2.

even more basic structures. Where there was adequate space outside or between tents these flimsy structures – usually just ropes, sticks and tarpaulins – had frequently been constructed. Two beneficiary women interviewed stated that although they were friends, they always met under the shelter as it was shared space, and it was cooler to sit there than inside the tents. In Arafat 2, people had been encouraged by the settlement committee to put carton on or under the roof to protect against the heat.



One tent visited (left) had had a strong wooden doorframe constructed, and a proper solid door allowed the tent to be locked. The interviewee said it had been like that when her family had moved in, and the previous residents had done the work, but she said it made her feel safer and allowed her to lock things away, especially if she had to go to the market or for water, and at night.

Cooking (right) was done outside the tents in the alleyways and open areas. Some fire prevention awareness was evident, though so was the risk – the proximity to tents in any direction was little more than a meter and often much less.



There were reports that some of the distributed tents had been sold by families leaving the area (through voluntary or forced relocation), or sold for other reasons such as the need for cash to buy other essentials such as food. In a number of cases the tents had stayed in place but had been sold to another family, and in other cases the tents were sold and then physically removed. Beneficiaries in the Arafat 2 settlement reported local people approaching them to ask to buy their tents. NRC staff pointed out two SIDA-donated tents that had been erected close to Galkaiyo airport for use by the local police – it was not possible to verify which site these tents had come from.

Although it is difficult to determine the extent of the problem, the selling of tents raises the question of how appropriate it actually is to distribute them. Several key informants in Nairobi and Galkaiyo suggested that it is only a small percentage of tents that have been sold, and the evaluators had insufficient time to explore this point in more detail. If the selling becomes more prevalent the sheltering and other assistance programming may need to be reviewed in more depth by the responsible agencies. For example, if the tents are primarily being sold for cash to pay for other basic needs, such as additional food (especially for the more vulnerable families unable to find cash work), WFP would need to investigate and review their levels of food assistance. On the basis that a particularly vulnerable family had received the tent in the first instance, selling this primary asset for cash for buying food would indicate other critical areas of the assistance package were failing.



All tents have been marked with the logos and names of NRC and the donors, but later consignments (2010 onwards) have also had the beneficiary's registration number indelibly painted onto the canvas to allow such tracing to be done. In Halabokhad settlement²⁵, even with such identification numbers in place, two tents were seen by the evaluator in the compound of a private individual nearby – clearly bought from the beneficiaries – and NRC was able to follow this up using the registration numbers.

A related issue is that of charging rent. In certain cases IDPs have to pay rent to the landlord or gatekeeper, the amount depending on the landlord and the quality of living conditions. An unintended consequence of the provision of tents is that the rental demand can be increased, because the beneficiaries' quality of life is seen to improve, although the beneficiaries responded that they could usually manage this situation themselves.

Tents: Ordering Process

The orders for the tents gave detailed specifications on quality as well as on fire-retardant and waterproofing treatments required, as well as on delivery modes and expected dates. Tents were procured via an open international tender process, handled by the NRC Nairobi office.

At the time of the evaluation visit, the 700 tents ordered under the 2010 part of the SIDA grant had not been received in Galkaiyo, although they had arrived in the port of Djibouti and were being trans-shipped to Bossaso port in northern Puntland. The principal reason for this delay was because, when the tenders were issued, the various suppliers were asked to provide samples of the final product and one supplier asked for 100 days to do so, a request agreed to by NRC. Once the samples had been received they were in fact rejected and the resultant order was thus based on the original design. The consignment is now due to arrive in Galkaiyo by mid-November. In the original annual workplan²⁶ the delivery was anticipated by the end of July with distributions in the following three months.

It was planned that 200 tents would be distributed in Bulo Bacley settlement in North Galkaiyo, and the remaining 500 would be sent further south to Adado, in Galgaduud State, to meet urgent needs there. The beneficiary identification and registration processes have already been undertaken in both places, and beneficiaries have received their 'tent tokens' pending receipt of the consignment. The NRC Galkaiyo team was ready to distribute the tents as soon as they arrived, and it was anticipated that the distributions would be finalized well before the end of December.

The evaluation team traced the related paperwork through the logistics files for the two batches relating to SIDA-funded tents.

TENTS	Batch 1 (2009)	Batch 2 (2010)
Project Code	SOFS0905	SOFS1004
Purchase request (what specs, how many, who, date)	No Purchase Request found on file 350 tents Note: tents for different projects combined into one contract	700 tents (as part of a larger procurement with tents for South/Central) Requested by the field on 03/02/10 Total value: USD 243,670
Approval of PR (who, date)	Unknown	Approved by Programme Manager Signed approval undated
Tender notice (who, date)	04/05/2009 Newspaper advert	10/02/10 Not in documentation, but date found in newspaper advert and contract Bids opened 23/02/10
Purchase order (who, date)	08/06/09 Signed by Programme Manager, Finance Coordinator and Country Director. 350 tents Total value: USD 121,835 Contract for purchase was made on 09/09/09. Signed by Finance Coordinator and Country Director	07/06/10 Signed by Programme Manager and Finance Coordinator Contract for purchase was made on 17/06/10. Signed by Finance Coordinator and pp'd for the Country Director
Intended delivery date	15/09/09	12/09/10
Actual delivery date	07/09/09	Tents arrived in Djibouti 10/10/10. Expected delivery date in Bossaso 19/11/10 <i>[Post-script: actual arrival date in Galkaiyo 03/12/10]</i>
Reason for delay in delivery (if any), given by NRC Logistics	N/A	Initially due to long delay in receiving sample tent from supplier (see details in text). Later, the shipment went to Djibouti and supplier wanted to truck from there to Galkaiyo. NRC refused and goods were to be trans-shipped to Bossaso as a) specified in the order and b) to clear customs and gain tax-free advantages in Puntland.
Formal quality control by technical expert	No Logistics to inspect quantity and quality in Bossaso	No Logistics to inspect quantity and quality in Bossaso

²⁶ Source: NRC/PM Shelter Puntland: Shelter Activity Detailed Plan 2010, updated 26.01.10

Quality issues upon delivery	Only the number was verified	Goods not yet arrived at time of evaluation visit
Reasons for quality issues		

Table 3: Tracking of Orders for SIDA-funded tents, 2009/2010

[Post-script: During the finalisation of this report NRC confirmed that the consignment of tents was received in Galkaiyo on 03 December 2010 and all distributions (505 tents to Adado, 195 tents into Arafat settlement in south Galkaiyo) were completed by the end of that month.]

Tents: Quality and Quality Control

By interviewing key informants and beneficiaries, and by observations on the ground, the following was ascertained:

- Tents are not waterproof (indeed it is never possible to fully waterproof the canvas) - almost all beneficiaries raised this concern, although one respondent did note that the tents only started to leak during particularly heavy rains;
- More common is water flowing across the ground as insufficient site drainage is in place;
- Several reports were heard of tents having been damaged/ destroyed by fire, but no direct evidence was seen;
- Most tents inspected had tears or damage of some sort, and some were badly torn. This was mainly due to wind or tension on the canvas by the frame, or misuse by the residents. Tents from an earlier batch (with thicker canvas) had tears also, but were in a better state given their longer exposure time;
- The tents are erected in close proximity to each other and on stony/ rocky ground, so certain damage through close contact with passing people and goods is unavoidable in the cramped conditions;
- Some families had made repairs to the canvas, or other improvements such as a lockable doors or stronger supports inside.



Pictures of tents: damage and tears in canvas (in Arafat settlement, Galkaiyo)

The evaluation team discussed the issue of quality control of the imported tents with the NRC teams in Galkaiyo and Nairobi. Although detailed specifications were mentioned on the purchase orders, NRC is not in a position to technically assess if the manufacturer has actually carried out the fire-retardant and waterproofing treatments specified and/or met the requirements on cotton quality/thickness. Currently the controls are limited to simply counting the correct quantities of tents on their arrival in country.

It would appear that no independent quality control based on these specifications has been undertaken. This would be beyond the ability of the Logistics team, who can confirm actual numbers delivered but not the detailed quality. While there is no direct evidence to suggest that the treatments have not been done, there is equally no evidence to prove they have been carried out as expected – and as paid for. A number of the interviewed IDPs reported tents leaking in the rain or igniting from fire sparks which could indicate there may be a problem, but the evaluation team was neither able to verify these comments nor to determine the age or provenance of the tents in question, and therefore accepts that the treatments’ expected lifespan could have been passed. But as

NRC's tent orders run into the millions of USD per annum (SIDA funded and others), there remains the possibility that NRC is paying considerable amounts of money for a level of quality that is not necessarily being delivered.

Options do exist through professional survey companies to undertake these technical quality control tests at the time of tent production – ie: off the production line and/ or at the point of departure from the country of manufacture. The evaluation team has provided some contact details to the NRC Country Office²⁷ and to NRC Oslo with the suggestion that these options are explored further.

Tent repair options

Some tents had been repaired and a number of the displaced people said they had materials to repair tears etc in the tents, but using them was not widespread, for reasons that could not be ascertained. Some of the damage could have been easily repaired, and presents an opportunity for a small income generation project for a few beneficiaries, if they are provided with materials and tools to undertake the repairs. This would also serve to prolong the life of at least some of the tents.

Conclusions

The tents are valued and considered as private space by the beneficiaries, and used primarily for sleeping and storage of personal effects. The current tent distributed in Puntland is the result of an extended design and consultation process, and as such is probably the best option for the conditions, although this debate continues. The tent is well suited to the climate and realistically little can be done to prevent them heating up in the daytime.

There are some questions regarding the appropriate thickness of the canvas and other quality issues, as well as the degree of fireproofing and waterproofing treatments done on the canvas that were specified at the time of ordering.

Many tents showed signs of damage caused through their exposure to the elements, to the settlement conditions and/ or carelessness by the occupants, and it would seem that their lifespan is not as long as anticipated. Repair options could exist.

There were some delays to the 2010 delivery of SIDA tents but they were eventually received in early December and distributed within the project period.

Recommendation

R 6: NRC should explore with the identified specialist technical survey companies what options exist to ensure the ordered quality of canvas and additional treatments is being received, and to thereafter ensure that proper quality controls are undertaken.

LATRINES

A second component of the SIDA support was to fund the construction of latrines for the IDP communities: the proposal stated 400 community latrines over the two years. These would serve 2,000 families or 12,000 individual beneficiaries. In fact, due to budget revisions, a total of 290 latrines were built in 2009 with a further 340 due to be completed by the end of 2010.

[Post-script: all 340 latrines planned for 2010 are reported to have been completed.]

Latrine Design

The latrine consists of a pit (dug by pneumatic or hand-held drills) of about 6m³, a concrete slab and a superstructure made of a wooden frame, covered on the walls and roof with CGI sheets. Another agency is building latrines with stone or block wall superstructures, often adjacent to NRC's, and this creates some confusion – something that could have been worked through if the WASH cluster was functioning. Beneficiaries preferred the stone-built option, but the NRC design was finalised to allow the potential move of the structure if the pit becomes full.

²⁷ By email on 06 December 2010

Some latrines have hand-washing facilities consisting of a raised platform and a jerry can with tap (which are meant to be filled manually), although in all cases seen there was no water in the jerrycans.

The doors open inwards, which was a design consideration after consultation with the IDPs, thus allowing women to hold the door closed from the inside in case the bolt is missing or non-functional. When the first latrine structures (which also double as shower rooms) were constructed, the beneficiary women felt the cubicles were too small. They approached the settlement committee and then the NRC about a re-design and because of this direct feedback, subsequent structures were increased in size (from 1.44 sq m to 1.96 sq m). These newer versions were reported to be more acceptable.

Ventilation inside the cubicle is provided by cutting holes at the top of the cubicle walls. Ventilation of the pit is achieved through a 10cms diameter plastic pipe extending from the pit to just above the roofline (see picture 3 on next page). Although these latrines include many design considerations of the accepted VIP²⁸ latrine design, not all the suggested points are followed closely. As an example, the non-standard usage of the aeration pipe and the holes in the walls defeat the object regarding the elimination of insects.

Generally the provided latrines are up to an acceptable standard and, from the ones seen during the field visits, were functional and being kept clean by the women in the communities. During the interviews and field inspections some concerns arose:

- The original size of the cubicle was too small in the first design, but was adjusted subsequently;
- The latrine pits fill up quickly and emptying them is expensive (estimates range from USD 50 – USD 150 per latrine), however still considerably cheaper than building a new latrine;
- Roof connections appear weak - the roof is not tied down to the main frame with binding iron. Up to now no incidents of roofs blowing away have been reported;
- Ventilation pipes are often too short. They need to stick out at least 30cms above the highest point of the roof in order to be effective. Also they could be slightly larger in diameter;
- Some doors were loose, due to weak hinges and/or fixings;
- Hand-washing facilities provided were not in use, due to lack of water and/or taps that had been removed.



(1)



(2)

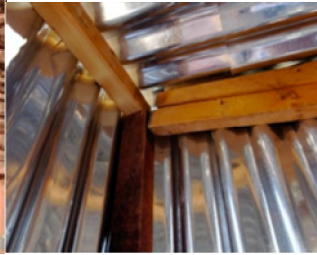


(3)

²⁸ VIP = ventilated improved pit. For design information: http://www.wateraid.org/documents/vip_latrine_poster_1.pdf



(4)



(5)

Latrines in Arafat 3 settlement

- 1) Main construction (of four cubicles side-by-side)
- 2) Internal space of 1.96 sq m per cubicle, allowing adequate showering space
- 3) External view. Note the ventilation pipe, which should be of a larger diameter and protrude 30 cms above roof level
- 4) Hand washing facilities provided, but no direct water source
- 5) Roof frame connections need strengthening

Latrines: Process of construction

NRC also uses external contractors to construct these latrines. Latrine constructions are tendered out as 'complete works' with the labour and materials included in a single contract. Every year NRC does a pre-qualification of contractors. In Galmudug State (ie: Galkaiyo South), there are six pre-qualified contractors who work for the NRC. The process is transparent and the tender openings are open to local authorities and involved contractors. Interviews with contractors and local authorities confirmed that this is handled appropriately.

During construction, NRC's community development workers and foremen do regular inspections. A standardized inspection sheet is used for this. Instalment payments are done after inspection. After completion a 10 percent retention sum is withheld for three months, which is meant to commit the contractor to undertake minor repairs in the defect liability period. After this period, the IDP community is in charge of maintenance.

Latrines: Technical Evaluation

The ground in some of the settlement sites around Galkaiyo is rocky and no drainage of liquid is possible. Some areas have more permeable ground types, but in general soakage of latrine sludge is poor, and the latrines (which double as shower cubicles) fill up quickly. Once a latrine pit is full, the cubicle is locked and not used anymore. The options then are to build new latrines or empty the old ones, but at a cost of between USD 50 – USD 150 per visit²⁹ by the 'sludge truck' the displaced communities are unable to pay for the emptying.

To drain, or not to drain...

Taking into account the scope of this evaluation it is difficult to make specific technical recommendations without further detailed research (eg: into the number of households that use the latrines, the ground conditions, fill up rates etc). However, it is clear that the main design decision is the issue of drainage of the latrines. This can only be decided on a cluster-wide level, since the decision impacts on WASH programming widely. Also, NRC alone would not have the capacity to monitor all the latrines and to undertake subsequent draining, and thus a cluster-wide approach is required.

The lifespan (capacity) of the pit is the determining factor in the overall lifetime of the latrine. This is especially the case for communal latrines where the latrine fill up rate is high (and was an issue highlighted in the settlements). The priority here is to reduce the constant demand for new latrine construction, not least as the space constraints also make it difficult to build new structures but also to avoid issues with the various landowners.

Basic methods to increase the lifespan of the pits that could be considered include (relevant for drainable and non-drainable latrines):

- Increasing pit volume, by digging deeper or making pits with a bigger diameter;

²⁹ Quoted figures vary: the beneficiaries in Arafat 2 gave this cost range; NRC would expect to pay at the lower end of this range.

- Increasing infiltration rate, by adding additional soak-away pits. Note that this is a relatively expensive solution, and not always feasible given the solid underlying rock in some areas;
- Decreasing the fill rates by:
 - Targeting behavioural change to reduce washing in the latrines;
 - Construction of separate bathing facilities.

Design options for latrines

Depending on the decision of making drainable or non-drainable latrines, the following points would be relevant to consider for the current NRC latrine design:

<i>Decision to go for drainable latrines</i>	<i>Decision to go for non-drainable latrines</i>
1. Make latrines more durable, by making stone superstructure with metal access doors. 2. Adjust pit lining and slab to new superstructure design. Note that current design of slab and lining is reinforced concrete and this may need some strengthening. 3. Add access shutter to enable drainage/evacuation of latrine pits. 4. Locating latrines becomes critical, because access of gully sucker is needed.	1. Lower cost per unit. 2. Construct simple and re-usable slabs and superstructures (e.g. dome shaped slabs or plastic prefabricated latrines). 3. Monitor fill up rates carefully and close full latrines in time. 4. Consider how to decommission filled up latrines: <ul style="list-style-type: none"> a. How to demolish and back fill latrine? b. How to reuse slab and/or superstructure? 5. Replace all decommissioned latrines.

Table 4: Design Options for Latrines

One additional suggestion worth exploring further is the possibility of a low-tech system of evacuation, which could be managed and run by the beneficiaries themselves, thus avoiding the dependence on the ‘sludge truck’. Some form of ‘appropriate technology’ is already in use with the MSF clinic in Galkaiyo for this purpose, and it may be possible to use or adapt this for use at settlement level. It may then be appropriate for NRC to make some limited capital inputs to a scheme that would allow a number of the beneficiaries to manage their own pumping, as well as provide some livelihoods inputs to a number of families. No exact details were available to the evaluation team, and NRC Galkaiyo needs to investigate further.

Conclusions

Overall the current latrines, both in design and in their construction, are acceptable and appropriate for the beneficiaries and their settlements. Some minor modifications could be useful. Direct beneficiary involvement in the design process identified a number of improvements, which were introduced.

Major issues remain about the ongoing usability of the latrines as they are filling up rapidly and no solution has yet been found to manage their evacuation. There needs to be an approach jointly agreed between all agencies working in this sector in Galkaiyo, and a decision on whether to focus on drainable or non-drainable latrines needs to be taken. There could be a locally acceptable solution already in place in Galkaiyo, and if appropriate this could potentially be managed by the beneficiaries themselves.

Recommendations

- R 7: NRC should make some minor modifications to its design of the latrine cubicles, specifically in the strengthening of the wooden joints and in the ventilation pipes;
- R 8: NRC should, with its WASH partners, try and find an appropriate solution to the problem of emptying the latrines at a cost level the beneficiaries can afford to cover;
- R 9: NRC should explore with MSF Galkaiyo the ‘appropriate technology’ solution in place at their clinic, and if feasible adapt it for wider use at settlement level.

HYGIENE and SANITATION

Two additional inputs funded by SIDA were the provision of hygiene and sanitation kits, and associated training and awareness raising.

There are some inconsistencies in the terminology used between the proposal and the various reports on these different kits, and although this has had no operational impact, it does lead to some confusion between the various project documents. What follows assumes, therefore, that the **hygiene kits** (including soap and personal sanitary items) are those put together and distributed to the beneficiaries for **personal & family hygiene**, and the **sanitation kits** (including wheelbarrows and other site cleaning tools) are those distributed to beneficiary groups to help them keep the settlements clean (ie: on-site or **environmental sanitation**).

Hygiene Kit Distribution

Under the SIDA funded project 400 personal hygiene kits (eg: called 'sanitation kits' in the proposal) were to be distributed over the two-year period. These kits were procured under a local purchase arrangement within Puntland, as the total price is within the budgetary approval level for the project manager. Two hundred kits were procured and distributed in 2009 for a value of USD 6,860. Each identified household received one kit.

The hygiene kits are composed of the following:

1. 1 stool pot
2. 1 plastic washing basin
3. 4 metres of cloth for female sanitary pads
4. 12 pieces of soap
5. 12 sachets of soap powder
6. 1 collapsible jerry can (20 litres)

Due to budget revisions during the year, a larger order was made in November 2010 for 1,250 kits for a value of USD 42,625, and their delivery to NRC was anticipated for 25 November, with distributions to the beneficiaries to be completed before the end of December.

[Post-script: Subsequent reports indicate this activity was completed by year-end.]

The components of these kits were in evidence in the camps, especially the jerry cans and the plasticware. The stool pots for the small children were much in evidence around the Arafat sites, and obviously being used, for example.

Environmental Sanitation Kit Distribution

These kits (comprising wheelbarrow, rake, brooms, pick axe and steel drums) are designed to help the IDPs keep their settlements clean and to assist with garbage collection and disposal. One hundred kits were distributed into two settlements in 2009, benefiting 500 households. In 2010, 200 kits were distributed into five settlements, benefiting 1,000 households.

During the field visit the tools were in evidence at camp level and the general state of cleanliness in the settlements was good. One recent delivery of wheelbarrows and tools was still stored in a tent on site in Arafat 3, awaiting distribution to the responsible individual IDP members.

Education and hygiene components supported by SIDA

A complementary series of training sessions was held in several camps in 2009 and again in 2010 to raise the awareness of the beneficiaries about the need to keep the surroundings clean and ordered.

Beneficiaries reported that the camp conditions were generally much better than in past years, and that all families helped out to maintain the standard. The latrine cubicles seen during the field visits were all clean also, although the hand-washing equipment adjacent was not in use due to lack of water.

Although in general the sites visited were kept reasonably clean, one of the focus groups suggested that there could be refresher training on the H&S awareness undertaken from time to time.

Six mass cleaning campaigns were also organized in several sites: four in 2009 and two in 2010, as shown in the Table 1 on page 13.

Conclusions

The project has met the objectives set out for this activity, both in terms of distribution of sanitation kits but also in the cleaning campaigns and the sanitation awareness training sessions. Beneficiaries keep the sites clean (at least those visited by the evaluation team), and all latrines appeared to be kept clean too.

The hygiene kits distributed to the families are also appreciated and in use, although the consumables have been used up by now.

Recommendation

R 10: NRC should consider refresher training at camp level on the H&S awareness issues in support of the individual beneficiaries who continue to pass the messages on hygiene and sanitation.

Finance and cost effectiveness of project

Project expenditure details³⁰ as shown in the charts below indicate clearly that the majority of the SIDA grant was used on materials (tents, hygiene kits etc) and contracted-out labour (plus materials) for latrines which directly benefited the communities. In 2009 these direct inputs amounted to 73 percent of the total SIDA budget; in 2010 it is forecast to be 91 percent.

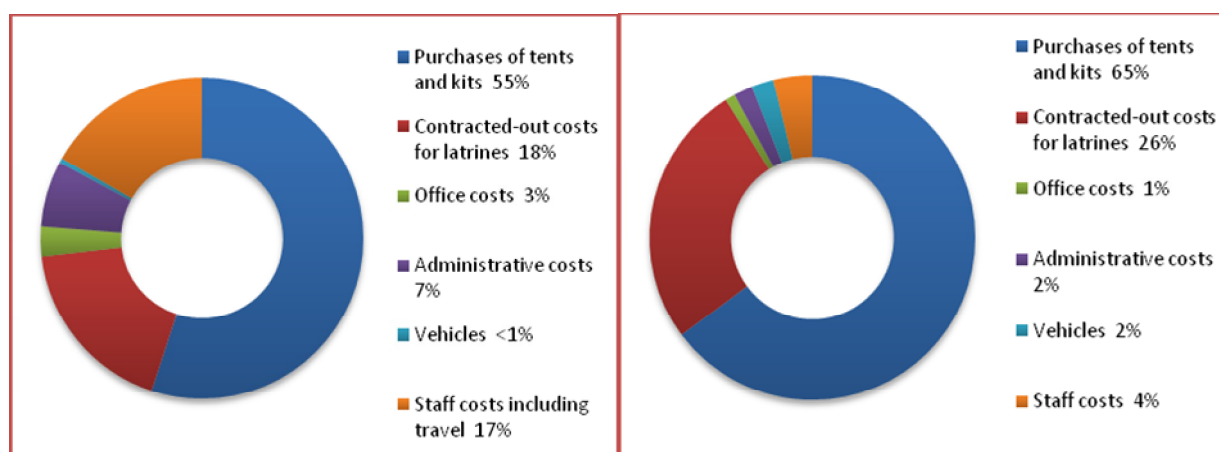


Figure 1: 2009 Expenditure of SIDA grant (actual)
Total expenditure: USD 267,044
Breakdown by category group

Figure 2: 2010 Expenditure of SIDA grant (anticipated)
Total budget: USD 413,878
Breakdown by category group

The price per tent has remained at USD 348.10 including delivery to Galkaiyo for both years and this appears to be comparable to similar purchases by other agencies. The ability to spread staffing and administrative costs between a number of donors also reduces the individual donor's coverage of these items, ensuring the majority of the funding is used directly for the benefit of the beneficiaries.

The initial 2010 budget figure was increased due to a budget reallocation and extra funds have therefore been used to purchase more personal hygiene kits (1,250 kits instead of the planned 400 kits), and additional latrine constructions. All project funds for 2010 should have been utilized by the end of the year.

³⁰ Figures taken from NRC's internal Budget Report for 2009 and Budget Revision spreadsheet for 2010 (RoE: SEK 6.30 – USD 1.00)

3d) Outcome of the intervention: the effects on the beneficiaries

It should be repeated at this point that the evaluation team's direct exposure to the beneficiaries was limited to one field visit (including moving between three adjacent sites) covering less than three hours in total, and then three one-hour focus group sessions. Most of the beneficiary interaction between the evaluation team at camp level was with the women as many of the men were out in the town trying to earn some cash at the time of the site visits. Two of the later focus groups sessions were composed of men.

There also were no older children/teenagers present at all during the site visits as they were reported to be in school - or possibly working in town. The planned focus group session for the youth did not take place, so the particular views of this group were unfortunately not heard at all.

Impact of this intervention

All material goods indicated in the proposal – tents, latrines, sanitation and hygiene kits - should have been distributed or constructed by the end of the project period. The SIDA inputs, in conjunction with those of the other donors to this project, have been appropriately used and are certainly appreciated by the beneficiaries. Those who had received tents were positive of this input, although of course not all respondents had received them. The inputs have made a significant difference to those households who have benefited, but there is an ongoing need and similar inputs will be required for the foreseeable future. The ability to have some private space, and to be able to secure the tents containing personal belongings, was widely appreciated.

Living conditions were cramped in the settlements visited but the communities have a cohesive approach to their way of living, under the settlement management committee, and no specific problems were reported concerning overcrowding. Whether this is the case in all settlements is not confirmed.

The settlements visited were being kept relatively clean and largely rubbish free (except for the ubiquitous plastic bags blown on the wind), and the latrines are used appropriately and kept clean. Although the evaluators have no direct earlier reference point, all beneficiaries interviewed remarked that the hygiene conditions are much better now than they were previously and it can therefore be assumed that the availability of the latrines and the various hygiene and sanitation awareness raising campaigns in the communities have had a positive effect. One of the men's focus groups suggested another round of hygiene awareness sessions should be held to update people's knowledge and awareness, and to target newcomers.

The capacity of the communities

The IDP communities, certainly those visited, are poor and are living in cramped and difficult conditions, but there remains a surprisingly positive sense of dignity and pride amongst them. They are not – like so often – just sitting and waiting for handouts. They will take what is available and accept what is possible, but also accept the need to go out and find work and try and earn additional cash to fill the gaps.

It is also important to note that in most cases the UN or NGOs do not run or manage these settlements - they are not camp managers or overall support agencies. The settlements - certainly those visited - have established camp committees who work to resolve the daily issues which appear, and which are the main interface with the external partners. NRC supports these indigenous structures with inputs when possible, and at the same time other groups may also be working in the same settlements.

Furthermore, the beneficiaries themselves do not expect total support from the agencies – as stated, many of the adults were off-site finding work, and there was evidently cash in the communities that was used to pay for water, additional food, education, medicines etc as necessary.

At least one community noted that after an approach to NRC by the camp committee and the construction of additional classrooms, their children were able to attend school much closer than previously, preventing issues of bullying by children from the host communities.

Feedback from the women's focus group meeting was that security in general had improved in the last year, not least as their camp committee had approached the local government to ask them to address some of the issues. It seemed that the committees were appreciated by the communities and used to resolve problems within their power, but also that they were proactive to try and find solutions in other situations (it should also be noted here that two of the focus groups sessions included a committee leader in the group.) Female beneficiaries reported they felt safer, especially at night, when going to the latrines that are now both more numerous and closer to their tents.

Lack of livelihoods opportunities

The Shelter & NFI cluster's main objective is two-fold: to provide life-saving assistance to the newly displaced and secondly to reduce vulnerability of displaced. NRC's shelter strategy is aligned with this approach. They address short-term needs with NFI kits and work on mid-term displacement through shelter kit and tent distribution. However the strategy is very much focused on the provision of materials for shelter.

In the three focus group discussions, the top priority requirement from the IDPs – ahead of food or shelter - was to have the ability to earn a living. The CAP 2010 for Somalia³¹ also highlights this need. Although some individuals had skills such as mechanics or woodworking for the men, or cooking and sewing for the women, no one interviewed reported having a stable source of income and most found daily unskilled roles to earn some cash. Many worked as porters or labourers, and often had to rent wheelbarrows/trolleys for this work, but were never sure of making enough in a day to cover the rentals and to have spare earnings. There was some small-scale trading by a few women on one site; selling rice and flour to other IDPs, or making prepared foods such as samosas for resale.

It was not assessed during this study how realistic it may be for NRC to get involved in additional livelihoods inputs, and whether the available market could sustain such ongoing expectations. Wherever possible NRC has encouraged the contractors to engage displaced people as labourers in the project work, for example in the erection of the tents and working on the construction of the latrines. While this was not directly witnessed, feedback from the beneficiaries did confirm these opportunities had been available to them.

Access to water / food / health care / education

Water points had been established in or at the edge of the settlement sites (by other agencies), but during the site visits very few of these appeared to be working, although the communities did not indicate this was a significant issue. Water – when available – is drawn from the urban supply and is sold to the beneficiaries per jerry can via water kiosks.

All respondents said that the general monthly food rations they received from WFP were sufficient for only about ten days, and the main thing their earned money went on was additional food. There was little evidence of food being stored in the shelters. Some small-scale cooking and/or food trading activities were seen, and some of the beneficiaries suggested this could be enhanced with some external inputs.

Several agencies ran mobile or static clinics in the area, accessible by the IDPs, but anything more than basic treatment was unavailable.

The feedback from the women's focus group indicated that all school-aged children do attend school, though often it is up to an hour's walk distant. This was not verified, but the clear absence of school age children and teenagers during the site visits would indicate that this is likely. It is also possible that some of the older youths were in town working.

³¹ United Nations: Consolidated Appeal 2010 for Somalia

Protection considerations

Consistent feedback from beneficiaries was that although the tents were appreciated and acceptable, their preferred choice would be to have more robust housing of wooden frames/ CGI sheeting. Although hotter this would be seen as more secure and offer better protection. However, the beneficiaries also acknowledged the constraints in this idea, principally the problems with land access and the likelihood of having to pay higher rent.

Many of the respondents indicated that if they had the chance they would return to their place of origin, and continued to keep abreast of the security situations in their home areas via mobile phone. It was equally clear that others had decided to settle in the Galkaiyo area and therefore the issue of not owning any land on which to build became a concern for them. They are very much in limbo in the current situation, unable to keep animals and become more established. Land is a major issue, and although the local government had promised to find available land, this was not happening fast.

It was commented upon that the availability and use of the latrines had reduced the incidences of conflict between the IDPs and the local residents, who had previously objected to the IDP communities' use of open spaces for bathing and toilet purposes. This level of use was also closely associated with the hygiene and sanitation education outreach work.

Numerous women remarked how they felt safer at night when using the latrines. In Arafat 3, female interviewees said the camp committee had organized a system of escorts for the women at night. They said that the construction of secure latrines in their vicinity had made a significant difference to them. Also, the fact the latrines were covered and with high walls meant they were afforded the privacy the former latrines did not give.

While the evaluation team was told of inter-clan issues and tensions between certain groups, this was not directly observed during the brief field exposure.

Gender equity - meeting the varied needs

There was strong consensus from all interviewees and at the focus group sessions that this project had made a difference to the beneficiaries' lives – it had provided a personal space especially for the more vulnerable, as well as other material and awareness inputs. All felt that the targeting was open and realistic and that the right people had benefited – these comments also coming from those who had not received specific SIDA assistance.

The men and the women were unanimous also on their priority needs: it was the ability to earn a living, to practice a livelihood. Most had some skills to offer, but were currently doing unskilled labouring jobs; others suggested that some start-up equipment (eg: hand tools, cooking materials) would help them, but the evaluation team did not ascertain if these were realistic proposals and if a real market existed for the outputs. The issue of using borrowed or leased land was also a major concern. They all would have preferred a more robust shelter, but acknowledged the land issue was a major constraint in this happening.

The women went on to list food and the inability to keep animals as problems for them. The men suggested that another critical need for the newcomers was adequate shelter followed by more regular access to livelihoods, especially for those families who had been there for a considerable time already and who were still living without shelter. They said they then needed cooking stoves, and clinic facilities.

As mentioned previously, when the original latrine cubicles were built, the women in particular considered them to be too small. A direct approach by the women to NRC to try and solve this issue resulted in subsequent structures having an increased floor space, and these were reported to be more acceptable. The latrine doors open inwards, thus allowing women to hold the door closed from the inside in case the bolt is missing or non-functional.

Provisions for the disadvantaged

No special provisions seem to have been made by NRC for disabled members of the community although these people were specifically identified during the assessment and registration processes. Certainly such special provisions could not be seen and were not highlighted by the beneficiaries, even when asked. One physically disabled man interviewed had a hand-driven tricycle wheelchair, but he lived in the back of the camp so had to negotiate the pathways and corners (and cooking fires etc) to get to his tent. A better solution would have been for the camp committee to allocate a space close to the camp entrance for him, although he did not see this as an issue.

There is at least one example of a commitment by the people to help each other within their own community: this was where a family with seven physically-handicapped people, who had moved as IDPs, were rehoused by the displaced community into a permanent structure nearby, with the rent and ongoing support for them being provided by the adjacent settlement community, and a more accessible latrine being constructed for them. It is unclear if this was a one-off case or an example of a more widespread attitude of assistance to the more vulnerable members of the community.

The Principles of "First, Do No Harm"

It appears that these principles, ie: the wider societal impact of the intervention, are well considered in the NRC programming. The work goes on in a context dominated by the clan relationships and in a setting of relative insecurity, with people who have largely fled their home areas due to mounting insecurity there. They are resilient and tough people, fully aware of the way their society functions, but still able to do certain things about it themselves.

NRC has been very clear and open about its 'rules of engagement' regarding non-interference with the communities and by all accounts is well respected because of its clear stance on issues like gatekeepers, landlords, rent, external pressures and so on. While the discussion regarding activities is open and inclusive of all interested parties, actually resolving any issues is left to the community to manage. If they all accept the conditions set out, then cooperation can go ahead; if not, then NRC does not proceed. This approach maintains the dignity and to an extent the coping mechanisms of the communities affected.

Conclusions

Beneficiaries in general felt that settlement conditions were better than two years ago in a number of areas, particularly access to latrines and general sanitation of the settlement sites. Female beneficiaries reported they felt safer, especially at night. Further rounds of hygiene and sanitation awareness campaigns would be useful to confirm the messages and to ensure newcomers are also made aware of the importance of the issues.

Livelihoods remain a critical need. Although some day-labouring jobs were available in the town, these were neither regular nor assured, and with the irregular food rations from WFP being insufficient the ongoing ability to feed the families was no better now than it was in the past. As most people had a long stay ahead of them, any chance of ensuring some self-sustainability would be beneficial. Some options could be explored though it is uncertain how sustainable such interventions would prove to be over the longer term.

Recommendation

R 11: NRC to explore the possibilities of some livelihoods interventions as part of their overall shelter approach (options being the latrine clearance as mentioned in the previous section; or tent repair teams etc).

3e) NRC's strategies and approaches to maintain humanitarian access

NRC maintains a good working relationship with all levels of stakeholders in the Galkaiyo region ranging from the local authorities to the various clan representatives and community committees.

This approach has been critical in NRC's decision to use 505 of the latest batch of SIDA-funded tents to move south of Galkaiyo into Adado – a difficult area to access, but in great need of support. Much preliminary discussion has been done with all parties in the area to ensure adequate access is granted and acceptance is assured.

New permanent housing agreement with UNHCR

The field visit to Halabokhad (although no SIDA resources have been used here) showed how more durable solutions are being considered by the agencies involved. The families here – some 473 households - were forced to leave their previous settlement, and although now located several kilometers out of town, the current site is being seen as a more permanent solution with the landowner (who lives locally) having given the land rent-free. Each household theoretically has a 10m x 10m plot, thus providing adequate space for additional structures in each compound (if necessary), and potentially some space for livelihood activities like keeping domestic animals or small-scale food production, although none was currently in evidence, and for firebreaks and access paths.

NRC is funding a school construction on the site, other agencies have funded a permanent market structure, and water points and a water distribution network via kiosks are installed. Another international NGO runs a regular mobile clinic on site. An agreement has recently been reached between NRC as implementer and UNHCR as donor for the construction of 200 permanent houses, which will begin in 2011.

Conclusion

NRC is at the forefront in Galkaiyo of identifying the areas of greatest need, and it finds practical and acceptable, but non-compromising, ways of gaining access and operating there. Its new arrangement with UNHCR will explore the feasibility of building more permanent housing in Halabokhad, which may be a blueprint for the future if land issues can be satisfactorily resolved.

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This final section summarizes the findings and recommendations presented in the previous Chapters, under the key headings.

i) Key Findings on NRC Project: Assessment, planning and implementation processes

The NRC intervention in and around Galkaiyo is significant and much appreciated by the authorities, the beneficiaries and the other partners although there continue to be unmet needs. NRC implements its temporary shelter programming in a planned and organised way working with the various partners, and is considered to be a flexible and committed partner. Given the cost of the tents and the need to replace them after 12-18 months, some exploratory work needs to be done to determine how to best capitalize on these inputs and find a more durable solution for the IDPs.

Its emergency interventions, which by definition cannot be as easily planned, do not enjoy the same efficiency, due to an uncertain supply pipeline, ongoing pressures on the team, security constraints, and the necessity to plan a coordinated input with others. These do not allow a true emergency reaction in many cases.

Recommendations

- R 1: NRC should engage with UNHCR (and other concerned agencies) to confirm an approach allowing quicker emergency response to new arrivals; this includes maintaining adequate stocks of emergency items;
- R 2: Other sheltering strategies could be considered, taking into account existing coping mechanisms and livelihood strategies. For example a programme to provide 'cash for shelter' could be very relevant for support to the long term displaced and vulnerable host communities in and around Galkaiyo;
- R 3: NRC should engage with other partners to explore the continuum of the shelter inputs - not simply replacing tents as they wear out, but continuing to work together on a longer-term strategy whereby a more durable solution is found and the inputs made are systematically capitalized upon over time.

ii. Key Findings on NRC project: Management, monitoring and evaluating systems

The NRC is well respected in the Galkaiyo area by all parties, and maintains a good working relationship with the other partners, the authorities and with the beneficiaries. This allows wide access and an acceptance by all parts of the communities, notwithstanding the security context.

With two main operational clusters being the coordination mechanism for the various partners, NRC's involvement in the shelter and NFI cluster is positive and engaged. However, the weakness of the WASH cluster and the lack of real engagement by the cluster lead are having a significant impact in Galkaiyo, and this needs to be addressed for some positive change.

There is a good level of project/ programme reporting which feeds into a developed global reporting mechanism for the NRC activities. However, ongoing and structured programme monitoring activities were not so evident except at a local level and these should be enhanced and used to complement the reporting systems.

Recommendations

- R 4: It is recommended that NRC and SIDA increase formal lobbying approaches to UNICEF in Nairobi to ensure an improved engagement in Galkaiyo, and to convene regular WASH cluster meetings tasked with finding practical solutions to a number of ongoing problems;
- R 5: NRC should review their current monitoring guidelines and procedures, and establish protocols for staff at the various levels to implement such activities on a regular basis.

iii. Key Findings on the qualitative and quantitative results achieved and lessons learned

Tents: Conclusions

The tents are valued and considered as private space by the beneficiaries, and used primarily for sleeping and storage of personal effects. The current tent distributed in Puntland is the result of an extended design and consultation process, and as such is probably the best option for the conditions, although this debate continues. The tent is well suited to the climate and realistically little can be done to prevent them heating up in the daytime.

There are some questions regarding the appropriate thickness of the canvas and other quality issues, as well as the degree of fireproofing and waterproofing treatments done on the canvas that were specified at the time of ordering.

Many tents showed signs of damage caused due to their exposure to the elements and/or carelessness by the occupants, and it would seem that their lifespan is not as long as anticipated. Repair options could exist.

There were some delays to the 2010 delivery of SIDA tents but they were eventually received in early December and distributed within the project period.

Recommendation

R 6: NRC should explore with the identified specialist technical survey companies what options exist to ensure the ordered quality of canvas and additional treatments is being received, and to thereafter ensure that proper quality controls are undertaken.

Latrines: Conclusions

Overall the current latrines, both in design and in their construction, are acceptable and appropriate for the beneficiaries and their settlements. Some minor modifications could be useful. Direct beneficiary involvement in the design process already identified a number of improvements, which were introduced.

Major issues remain about the ongoing usability of the latrines as they are filling up rapidly and no solution has yet been found to manage their evacuation. There needs to be a jointly agreed approach on this, at cluster level, and a decision on whether to focus on drainable or non-drainable latrines needs to be taken. There could be a locally appropriate solution already in place in Galkaiyo, and if relevant, this could be managed by the beneficiaries themselves.

Recommendations

R 7: NRC should make some minor modifications to its design of the latrine cubicles, specifically in the strengthening of the wooden joints and in the ventilation pipes;

R 8: NRC should, with its WASH partners, try and find an appropriate solution to the problem of emptying the latrines at a cost level the beneficiaries can afford to cover;

R 9: NRC should explore with MSF Galkaiyo the 'appropriate technology' solution in place at their clinic, and if feasible adapt it for wider use at settlement level.

Hygiene and Sanitation: Conclusions

The project has met the objectives set out for this activity, both in terms of distribution of hygiene and sanitation kits but also in the cleaning campaigns and the sanitation awareness training sessions. The sites visited by the evaluation team, and all latrines inspected, were in a relatively clean state.

Recommendation

R 10: NRC should consider refresher training at camp level on the H&S awareness issues in support of the individual beneficiaries who continue to pass the messages on hygiene and sanitation.

iv. Key Findings on the outcome of the intervention

Beneficiaries in general felt that settlement conditions were overall better than two years ago in a number of areas, particularly access to latrines and general sanitation of the settlement sites. Female beneficiaries reported they felt safer, especially at night when going to the latrines that are now closer to their tents.

Livelihoods remain a critical need. Although some day-labouring jobs were available in the town, these were neither regular nor assured, and with the irregular food rations from WFP being insufficient the ongoing ability to feed the families was no better now than it was in the past. As most people had a long stay ahead of them, any chance of ensuring some self-sustainability would be beneficial.

Recommendation

R 11: NRC to explore the possibilities of some livelihoods interventions as part of their overall shelter approach (options being the latrine clearance as mentioned on page 29; or tent repair teams etc).

v. Key Findings on NRC's strategies and approaches to maintain humanitarian access for project implementation

NRC is a key partner in the Galkaiyo area and seen very positively in southern Puntland and the northern areas of South-Central by the authorities, the partners and the beneficiaries themselves. They operate through clear and open approaches regarding engagement with particular communities, which help in maintaining dignity, self-reliance to an extent, and humanitarian access in general. NRC works to identify the areas of greatest need, and it finds practical and acceptable, but non-compromising, ways of gaining access and operating there.

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## Annex One: Terms of Reference

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### TERMS OF REFERENCE

|                                        |                                                                 |
|----------------------------------------|-----------------------------------------------------------------|
| <b>Project/Programme:</b>              | <b>NRC Somalia/Kenya Program</b>                                |
| <b>Period of Evaluation:</b>           | <b>20 working days (4 Weeks)</b>                                |
| <b>Period the Evaluation to Cover:</b> | <b>2009-2010</b>                                                |
| <b>Areas to be covered:</b>            | <b>Puntland</b>                                                 |
| <b>Project to be Covered:</b>          | <b>Temporary Emergency Shelter/Hygiene Promotion - Galkaiyo</b> |

### 1. Project Background

The Puntland State of Somalia is located in the North Eastern part of the country and it comprises of 6 regions with an estimated population of 2.8 million people. The state's administrative capital is Garowe, which is situated in the center of the region; other major towns include Bossaso, the commercial capital and main port, Galkaiyo and Gardho.

In 1998, political leaders declared Puntland an autonomous region. Historically, after the fall of Said Barre in 1991, approximately 1.2 million people fled the country. Over the years 400,000 people have returned but due to that lack of livelihood opportunities and resettlement opportunities, the majority of them continue to live in IDP settlements in vulnerable conditions due to congestion and overcrowding.

There have been increasing tensions and conflict in Puntland in 2010. Tensions between the North and South of Galkaiyo continue to increase. The Galmudug state, in the South of Galkaiyo, has ordered all the organizations operating in the region to open offices in the South. In addition the fighting between Government troops and Militia forces in Galaga (a village 60 kilometres from Bossaso town and 20 kilometres off the main Bossaso Garowe road) in July are expected to continue for some time until parties find a common understand resolving their differences. The Puntland authorities, fearing security and Al Shabaab, infiltration into Puntland have continued to undertake forced deportations of young men (including IDPs) from Bossaso to South Central regions. Forced evictions of IDPs from the settlements also continue to be a major concern for the humanitarian agencies.

These events, combined with targeted assassinations of Government officials and a general atmosphere of lawlessness has heightened security concerns and raised questions about the deteriorating humanitarian situation. Further the presence of pirates in the region has heightened the risk of kidnapping of expatriate staff.

There are risks that this might destabilise the region and surroundings even to Somaliland side neighbouring the area. The Somaliland Ministry of Interior announced that they will work with Puntland authorities in relation to security between the border of the two administrations, and this has been welcomed by Puntland.

#### ***Humanitarian Situation***

The humanitarian situation has deteriorated due to the ongoing fighting along the border of Puntland and Somaliland and the increasing number of IDPs coming from South Central, Ethiopia's Ogaden Region, and other drought affected populations migrating to urban areas. The total number of returnees and IDPs is currently estimated to be reaching 103,000 (UNHCR 2010)

There are now 23 IDP settlements in Bossaso with a total population of about 30,000 persons. Galkaiyo also has a very high concentration of IDP/returnees estimated to be around 70,000 persons. The situation for IDPs and returnees in Puntland remains critical as financial resources are limited, food security is tenuous and the vulnerable population is growing. Minority groups are particularly at risk because they lack clan and community support/protection. The weak formal authority coupled with limited resources has had a serious impact on the provision of social services such as education, shelter, health and protection to the displaced population.

In Puntland, there is an overarching need to increase support for the newly displaced through the provision of temporary shelter and Non Food Items (NFIs). The IDP situation is deteriorating due to the influx of displaced persons fleeing from Mogadishu and other parts of South and Central Somalia as well as frequent emergency situations like fire outbreaks and floods. The majority of the IDPs live in appalling conditions, in unplanned and congested settlements with no access to basic social services. As the numbers continue to increase and people continue to experience humanitarian crisis, the displaced population in utmost need of assistance also continue to grow.

The host population is also very poor. Humanitarian access is hindered by lawlessness characterized by piracy, suicide bombing, carjacking and kidnapping for ransom. In 2009 alone, there were 45 hijacking of ships carried out. Over the last year, the government has tried to restore normalcy by attempting to fight piracy and kidnapping in the region.

Its geographical location makes Puntland an attractive area for migrating to Yemen and other Middle East and Asian countries. Human trafficking is also common. NRC in Puntland also takes on a strong advocacy role to draw attention to neglected sectors that need humanitarian intervention.

## **2. Programme Overview**

NRC mandate is to assist the displaced population including returnees. In this capacity the major concentration of the programme activities is in and around urban centres in Somalia where most of the displaced population is concentrated. Therefore NRC activities are concentrated around Hargeisa, Bossaso, Galkaiyo and Mogadishu. In addition NRC is also working in all 3 camps in Dadaab.

Norwegian Refugee Council (NRC) Somalia/Kenya is a two Country Programme with four field offices in Dadaab (Kenya), Hargeisa (Somaliland), Bossaso (Puntland) and Mogadishu (South Central). NRC has been present in Somaliland since early 2004 but expanded to Puntland in 2006, South Central and Dadaab in 2007. NRC also established a coordination office in Nairobi in 2006 and moved its Country Office to Kenya. NRC has in a short time established itself as one of the leading agencies in Somalia and Kenya establishing Education, Shelter/Sanitation and Distribution projects for IDPs, Refugees and the host population in all four field locations.

The main focus of this evaluation is the SIDA funded Shelter project in Galkaiyo Puntland. Over the last two years (2009-2010) NRC has implemented shelter activities in Galkaiyo funded by SIDA which aimed at assisting 12,000 people. The following target were to be achieved:

700 households (4,200 people) are provided with new temporary shelters  
1300 households (7,800 people) benefit from 260 latrine construction  
2,000 households (12,000 beneficiaries) receiving hygiene promotion messages  
400 households (2,400 people) benefit from sanitation kits  
1000 households (6,000 people) benefit from garbage collection tools  
700 IDP households (4,200 people) provided with fire retardant shelters  
700 households (4,200 persons) improved firebreak in Galkaiyo settlements  
700 IDP households (4200 persons) sensitized on fire prevention

## **3. Reasons for the Programme Evaluation**

NRC will undertake an evaluation of the project in Galkaiyo to assess the outcome of the interventions for IDPs during the period of 2009-2010. This specific project and geographic area was chosen because, in all likelihood, Galkaiyo will in the near future receive an increasing number of IDPS from South Central Somalia. Therefore, it is critical that NRC is able to meet these growing needs with relevant and efficient programming guided by the findings of this evaluation. In addition, the findings from this evaluation will also be relevant at a general level for other NRC Somalia/Kenya shelter activities.

The evaluation will concentrate on a project review: studying the results achieved by examining the relevance of activities as well as the degree to which project has achieved its set goals. The project being evaluated will be completed by Dec 2010.

The objectives of the evaluation are as follows:

The overall objective of the evaluation will be to assess the achievements made, intended as well as unintended, outcomes, capture lessons learned and suggest recommendations for improvements.

Specific Objectives of the evaluation are:

- *To assess the outcome of the SIDA funded project on the lives of the beneficiaries in Galkaiyo;*
- *To evaluate the relevance of intervention based on the situation on the ground;*
- *To assess cost effectiveness of operations;*
- *To assess the level of gap filling and assistance that has been delivered and what role NRC was played in the meeting*
- *humanitarian needs in Galkaiyo through the activities implemented;*
- *To assess how the need for coordination and cooperation with other relevant actors are met*
- *To assess the technical solutions provided in terms of quality and appropriateness.*

#### **4. Scope of the Evaluation**

The evaluation should generate knowledge through lessons learnt and best practises in the context of implementation by:  
Reviewing NRC project; assessment, planning and implementation processes  
Reviewing NRC project management, monitoring and evaluating systems;  
Reviewing the qualitative and quantitative results achieved and lessons learned;  
Assessing the outcome of the intervention (including feedback from a random sample of male and female beneficiaries as well as in a broader social protection policy perspective)  
Assessing NRC strategies and approaches to maintain humanitarian access for project implementation.

#### **Specific questions to be included in the evaluation:**

- Has the project taken different needs among men, women elderly, disabled and single headed households into consideration?
- Are 'Do No Harm' principles being considered when undertaking activities by NRC staff?
- Is the Level of community participation acceptable?
- Has the capacity of beneficiaries been enhanced as a result of this project?
- Has the level of empowerment among communities being assisted through NRC programmes increased?

#### **5. Methodology**

The methodology of the evaluation should be based both on a review of key documents and field based research. The evaluation shall include site visits; interviews with: beneficiaries, NRC staff relevant community officials and other stakeholders. In addition, it is expected that the evaluation team holds feed-back discussions with key NRC management staff both in Nairobi and Galkaiyo.

#### **6. Evaluation team**

The evaluation will be undertaken by a consultancy with competence in shelter provision, and have a strong monitoring and evaluation background. Analytical skills, as well as knowledge of Horn of Africa and its conflicts, is also advantageous, A national facilitator/translator will be provided by NRC.

The evaluation team will relate to the Evaluation Steering Committee which has the following responsibilities:

Review and approval of the Terms of Reference (TORs);  
Make recommendations on the selection of the evaluation consultant;  
Review and approve the draft and final evaluation work-plan;  
Monitor progress of the evaluation;  
Review and approve the draft and final evaluation report;  
Prepare a dissemination strategy for the evaluation report.

The evaluation will be guided by the following ethical rules/considerations:

Openness – of information given, to the highest possible degree to all involved parties  
Publicity/public access – to the results when there are not special consideration against this  
Broad participation – the interest parties should be involved when relevant/ /possible  
Reliability, independence and Accountable– the evaluation should be conducted so that findings and conclusions are correct and trustworthy  
Timely submission – all deliverables to be presented as per the agreed work-plan to NRC  
Conduct – ensure that a professional attitude is maintained and respectful manner with staff and partners is promoted.

#### **7. Time frame**

**20 Working Days - 4 Weeks:**

#### **8. Assumptions and Requirements**

There would be a requirement for the Country Team to be engaged in the process and provide support to the evaluation consultant. The evaluation team will be provided access to all relevant documentation and to be assisted practically during the field trip.

The evaluation will require interaction between NRC staff, partners and beneficiaries Comprehensive meetings, briefing and debriefing sessions with the evaluation team would be an essential part of the process that is to be undertaken.

#### **9. Travel**

The evaluation will include field visits to Puntland to consult with staff, stakeholders and beneficiaries to collect information in accordance with the requirements stipulated in the evaluation work-plan.

## 10. Deliverables

The consultant will prepare an evaluation work-plan. The work-plan will describe how the evaluation will be carried out and in what time period; an inception report will be produced after the desk study which will be approved by the Evaluation Steering Committee and serve as an additional agreement between the parties for how the evaluation will be conducted.

In terms of the overall time-frame, the target date for completion of the draft report is 15 December, 2010 and final completion of the evaluation end-January 2011.

The evaluation report will consist of:

Executive summary and recommendations

Main text, to include index, context, evaluation methodology, commentary and analysis addressing evaluation purpose and outputs to include a section dedicated to the issue of particular lessons-learning focus, conclusion

Appendences, to include evaluation terms of reference, maps, sample framework and bibliography.

All material collected in the undertaking of the evaluation process should be lodged with the NRC Som/Ken Programme Development Unit (PDU) in Nairobi prior to the termination of the contract.

## 11. Budget

The evaluation shall be carried out within a maximum sum of USD 25,000 including, international travel costs, communication and insurances. Travel costs within Somalia will be provided and covered by NRC.

## 12. Projected Level of Effort

| <u>Activity</u>                              | <u>Number of Days</u> |
|----------------------------------------------|-----------------------|
| 1. Work-plan preparation                     | 3                     |
| Draft Work-plan                              |                       |
| Final Work-plan                              |                       |
| 2. Data collection/travel-time:              | 10                    |
| 3. Debriefing, analysis, report preparation: | 7                     |
| Draft Evaluation Report                      |                       |
| Final Evaluation Report                      |                       |
| <b>Total</b>                                 | <b>20 days</b>        |

## Annex Two: List of People Interviewed

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|                           |                                                                                                                                                                                                                                                                           |
|---------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Qurat-ul-Ain Sadozai      | NRC Programme Director Somalia/Kenya                                                                                                                                                                                                                                      |
| Hassan Khaire             | NRC Country Director, Somalia/Kenya                                                                                                                                                                                                                                       |
| Ragge Dahir Hassan        | NRC Head of Sub-Office, Galkaiyo                                                                                                                                                                                                                                          |
| Ayaki Ito                 | UNHCR Deputy Representative for Somalia (in Nairobi)                                                                                                                                                                                                                      |
| Marine Gevorgyan          | NRC Financial and Administration Manager, Somalia/ Kenya                                                                                                                                                                                                                  |
| Jama Yasin Ibrahim        | NRC Project Manager Shelter (and acting Head of Sub-Office, Galkaiyo)                                                                                                                                                                                                     |
| Kennedy Sargo             | UNHCR Associate Protection Officer, Galkaiyo                                                                                                                                                                                                                              |
| Birgitt Holz              | UNOCHA Humanitarian Affairs Analyst, Galkaiyo                                                                                                                                                                                                                             |
| Nur Ishak Kassim          | UNHCR Associate Protection Officer (and acting OIC), Galkaiyo                                                                                                                                                                                                             |
| Liban Abdirahman Ibrahim  | NRC Administration/Logistics Assistant, Galkaiyo                                                                                                                                                                                                                          |
| Abdallahi Musa            | NRC Education Project Supervisor, Galkaiyo                                                                                                                                                                                                                                |
| Abdirizak Warsame Mohamed | NRC Senior Site Engineer, Galkaiyo                                                                                                                                                                                                                                        |
| Nur Hassan Ali            | NRC Foreman, Galkaiyo                                                                                                                                                                                                                                                     |
| Nasra Moallin Elmi        | NRC Community Development Worker for Shelter, Galkaiyo                                                                                                                                                                                                                    |
| Hawa Mohamoud Said        | NRC Project Assistant for Education, Galkaiyo                                                                                                                                                                                                                             |
| Abdullahi Ahmed Ayaanle   | NRC Community Development Worker for Shelter, Galkaiyo                                                                                                                                                                                                                    |
| Ahmed Farah               | NRC Data entry and Administrative Manager, Galkaiyo                                                                                                                                                                                                                       |
| Mohamed Warsame Mohamed   | NRC Finance Officer, Galkaiyo                                                                                                                                                                                                                                             |
| Mohamed Yusuf Mohamed     | Consultant, NRC Construction Programme, Galkaiyo                                                                                                                                                                                                                          |
| Said Salaad Elmi          | Mayor of Galkaiyo South                                                                                                                                                                                                                                                   |
| Mohamed Warsame Hassan    | Community Elder, and Social Services Manager for the Administration of Galkaiyo South                                                                                                                                                                                     |
| Zahra Muse Yasin          | Interpreter/translator (and local resident of Galkaiyo)                                                                                                                                                                                                                   |
| Dimitri Papanthassiou     | UNICEF Chief of Puntland Field Office, Bossaso                                                                                                                                                                                                                            |
| Melchizedek Maithya       | NRC Area Manager, Puntland                                                                                                                                                                                                                                                |
| Martin Owiny              | NRC Logistics Officer, Nairobi                                                                                                                                                                                                                                            |
| Adrian Stuart             | NRC Programme Support Manager, Nairobi                                                                                                                                                                                                                                    |
| People in Arafat camp:    | Hawa, Batula, Binti (community leader Arafat II), Norto, Debril, Mohammed (contractor for latrine construction)                                                                                                                                                           |
| Focus Group 1:            | Ten women from the Arafat community, including Binti, the chairwoman of the settlement committee. Their families had been displaced between eight years and ten days; and comprised between five and 12 persons. They had come from a number of locations around Somalia. |
| Focus Group 2:            | Ten men from the Arafat community, including Duran, the secretary of the settlement committee. Their families had been displaced between four years and 15 days; and comprised between five and 14 persons. They had come mostly from Mogadishu.                          |
| Focus Group 3:            | Ten men from the Arafat community, mostly originating from the Mogadishu area. [This was meant to be the 'youth group' but in fact the ages here were between 25 and 53 yrs].                                                                                             |

## Annex Three: Bibliography

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*Internal Budget Report for 2009 and Budget Revision spreadsheet for 2010: NRC Nairobi*

*Gaalkacyo IDPs, Response Analysis, 08 August 2010: UNOCHA*

## Annex Four: Evaluation Team Itinerary

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### 2010

|                       |                                                                                                                                                                                                             |
|-----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Thursday 04 November  | Finalization of evaluation team recruitment                                                                                                                                                                 |
| Monday 08 November    | Team (MF, JQ) travel to Nairobi                                                                                                                                                                             |
| Tuesday 09 November   | Initial introductions & briefings, documentary research and reading                                                                                                                                         |
| Wednesday 10 November | Briefings from NRC Programme staff; meeting with UNHCR                                                                                                                                                      |
| Thursday 11 November  | Team travels with UNHAS flight: Nairobi/Hargeisa/Galkaiyo<br>Meeting with Programme staff of NRC Galkaiyo                                                                                                   |
| Friday 12 November    | Meetings with staff of UN OCHA and UNHCR (incl. security briefing)<br><i>(This was a non-working day for the staff of all agencies)</i>                                                                     |
| Saturday 13 November  | Meeting with Mayor of Galkaiyo South and his staff<br>Field visits to Arafat settlement (three sites) including interviews with beneficiaries, camp committee members                                       |
| Sunday 14 November    | JQ travels with UNHAS flight Galkaiyo/Hargeisa/Nairobi<br>Focus Group Discussions in town (MF)                                                                                                              |
| Monday 15 November    | Field visit to Halabokhad settlement (MF) – as an example of a joint-agency resettlement initiative, although no SIDA inputs have been made here to date<br>Feedback meeting with NRC staff in Nairobi (JQ) |
| Tuesday 16 November   | MF travels with UNHAS flight Galkaiyo/Hargeisa/Nairobi<br>Discussions with UNICEF Chief of Field Office, Puntland, and UN Resident and Humanitarian Coordinator for Somalia                                 |
| Wednesday 17 November | JQ departs Nairobi to Europe<br>Feedback meetings with NRC Management in Nairobi (MF)                                                                                                                       |
| Thursday 18 November  | MF departs Nairobi to Europe                                                                                                                                                                                |
| Thursday 25 November  | Preliminary Feedback meeting to NRC HQ programme staff in Oslo (MF)                                                                                                                                         |

## Annex Five: Biographies of the Team

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The Evaluation Team was composed of two external consultants recruited by NRC Oslo. A management team of three NRC officers (two in Oslo, one in Nairobi) was also formed to support and guide the process.

**Martin Fisher** (team leader) has worked in the humanitarian sector for the last 30 years, with numerous field postings in Africa, Asia and the Middle East, and with NGOs, the Red Cross Movement and the United Nations. In 1999 he moved to Geneva to take up a post as Regional Officer in the International Federation of Red Cross & Red Crescent Societies (IFRC) Secretariat, and worked in the Africa Department, MENA Department (covering the post-war Iraq emergency operation), and finally in the Tsunami Recovery team. He left the IFRC in 2006 and has worked independently since then, undertaking numerous programme reviews, evaluations and training courses for the IFRC, several Red Cross National Societies and other non-governmental agencies.

**Jeroen Quanjer** (technical consultant) has worked as a programme manager in humanitarian interventions, especially in shelter and early recovery programmes related to human settlement. He has worked in Honduras, Nicaragua, DR Congo, Sri Lanka, Uganda, Kenya and Haiti for several organizations (including the Norwegian Refugee Council). He is a structural engineer with a Masters in development sociology, specializing in facilitation, management of change and participatory methodologies. Since 2009 he has been working as an independent shelter consultant. In early 2010 he was the technical coordinator for the Emergency Shelter Cluster in Haiti, convened by the IFRC.



## Annex Six: Summary of Recommendations for Management Feedback

| <i>Rec #</i> | <i>Detail</i>                                                                                                                                                                                                                                                                                             | <i>Accepted</i> | <i>Responsibility</i> | <i>Comment / follow up / activity / due by date</i> |
|--------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|-----------------------|-----------------------------------------------------|
| 1            | NRC should engage with UNHCR (and other concerned agencies) to confirm an approach allowing quicker emergency response to new arrivals; this includes maintaining adequate stocks of emergency items.                                                                                                     |                 |                       |                                                     |
| 2            | Other sheltering strategies could be considered, taking into account existing coping mechanisms and livelihood strategies. For example a programme to provide 'cash for shelter' could be very relevant for support to the long term displaced and vulnerable host communities in and around Galkaiyo.    |                 |                       |                                                     |
| 3            | NRC should engage with other partners to explore the continuum of the shelter inputs - not simply replacing tents as they wear out, but continuing to work together on a longer-term strategy whereby a more durable solution is found and the inputs made are systematically capitalized upon over time. |                 |                       |                                                     |
| 4            | It is recommended that NRC and SIDA increase formal lobbying approaches to UNICEF in Nairobi to ensure an improved engagement in Galkaiyo, and to convene regular cluster meetings tasked with finding practical solutions to a number of ongoing problems.                                               |                 |                       |                                                     |
| 5            | NRC should review their current monitoring guidelines and procedures, and establish protocols for staff at the various levels to implement such activities on a regular basis.                                                                                                                            |                 |                       |                                                     |
| 6            | NRC should explore with the identified specialist technical survey companies what options exist to ensure the ordered quality of canvas and additional treatments is being received, and to thereafter ensure that proper quality controls are undertaken;                                                |                 |                       |                                                     |

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| 7  | NRC should make some minor modifications to its design of the latrine cubicles, specifically in the strengthening of the wooden joints and in the ventilation pipes;                                  |  |  |  |
| 8  | NRC should, with its WASH partners, try and find an appropriate solution to the problem of emptying the latrines at a cost level the beneficiaries can afford to pay;                                 |  |  |  |
| 9  | NRC should explore with MSF Galkaiyo the 'appropriate technology' solution in place at their clinic, and adapt if feasible for wider use at settlement level;                                         |  |  |  |
| 10 | NRC should consider refresher training at camp level on the H&S awareness issues in support of the individual beneficiaries who continue to pass the messages on hygiene and sanitation;              |  |  |  |
| 11 | NRC to explore the possibilities of some livelihoods interventions as part of their overall shelter approach (options being the latrine clearance as mentioned on page 29; or tent repair teams etc). |  |  |  |