External Evaluation of Various NAPAD Projects

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Facilitated by

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LIST OF ABBREVIATIONS

ASEP	Advancement for Small Enterprise Programme
BOQs	Bills of Quantity
CSOs	Civil Society Organizations
CECs	Community Education Committees
ECD	Early Childhood Development
FEWSNET	Famine Early Warning Systems Network
HH	House Holds
IDPs	Internally Displaced Persons
IEC	Information Education and Communication
IGA	Income Generating Activities
INGO	Local Non Governmental Organization
LNGO	International Non Governmental Organization
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
NAPAD	Nomadic Assistance for Peace and Development
NCA	Norwegian Church Aid
NGO	Non Governmental Organization
OVCs	Orphans and Vulnerable Children
PME	Planning Monitoring and Evaluation
SADO	Social-Life and Agricultural Development Organization
SGBV	Sexual and gender Based Violence
SRHR	Sexual and Reproductive Health Rights
TVET	Technical Vocational and Entrepreneurial Training
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNICEF	United Nations Children's Fund
WFP	World Food Program

ACKNOWLEDGEMENTS AND DISCLAIMER

This evaluation study is the outcome of a collaborative study process with NAPAD that would not have been successful without the committed involvement of several co-creators. The evaluation was commissioned by NAPAD who also financially facilitated the evaluation process. The evaluation report has been written by Mr. Tom Olila of Strategic Connections, Nairobi.

We wish to recognize the NAPAD project stakeholders/counterparts, present and past, who contributed to this study particularly for unreservedly offering crucial primary and secondary information without which this study would have not been possible. While it is not possible to mention everyone who contributed to this assignment, the author would like to extend many thanks to all those who contributed either directly or indirectly towards the preparation of this report, without their contributions, this task would have been much more onerous if not impossible.

The authors are deeply indebted to NAPAD through Mr. Abdullahi Hersi for entrusting this very important process to us. We are particularly indebted to Messers Mohamed Arai, Nur Musa, Idris and Mohamed Somo for all the professional, moral, administrative and logistical support offered during the study and or for provision of crucial evaluation information/data.

Without qualifying our findings, we draw attention to the fact that the study criteria used in this evaluation may include certain inherent limitations since for example the status may change with time. Therefore, the findings in this report are based on the current review and at the date the study was undertaken. We reiterate however that we believe the evidence obtained is sufficient and appropriate to provide a basis for our recommendations and conclusions.

Finally, it must be stressed that opinions expressed in this report are purely of the author's and are based on observations and or findings during the study. It therefore goes without saying that the author and not NAPAD takes full responsibility for any errors or omissions that may be found in the report.

EXECUTIVE SUMMARY

Our review reveals a number of positive outputs and outcomes of the various projects as well as various points of attention. This summery is based on the evaluation objectives and only highlights some of the findings. One therefore needs to read the entire report in order to appreciate the full picture.

The following general conclusions may be made with regard positive outcomes of the project and extent of realization of objectives /intended results of the various projects.

− NAPAD projects were in most cases preceded by detailed needs assessments and were generally well designed and addressed foundational issues and priority needs of the target groups and thus relevant to Somalia's development priorities.
− As pertains to project delivery and management, most of the projects were concluded within planned work schedules and budget but for circumstances that were beyond the program control (such as the construction of the toilets and rehabilitation of dams). The projects also complied to a very large extent to the defined contractual obligations including budget ceilings, activity schedules and reporting requirements.
− The quality of the projects (delivery) were in the opinion of key stakeholders quite good – according to the survey carried out during the evaluation process, 95% of the respondents perceived the quality of services as being above fair (with 19% ranking these as excellent, 63% as good and 13% as fair – only 5% regarded these as poor)
− The large extent of involvement and engagement with beneficiaries and stakeholders during the projects implementation processes including regular project monitoring visits is certainly a practice worth continuing.
− The immediate short and medium term positive effects of the project could be discerned. These included amongst others saving of human and livestock lives; enhanced literacy levels; greater levels of health, sanitation and hygiene; and in general an improvement in the standard of living due to the provision of other social amenities and food aid from agencies. The gender program on its part contributed to the empowerment of communities on human rights including how to address sexual and gender based violence (SGBV).
− NAPAD has established good working relations with most of its stakeholders. Specifically, NAPAD has made good efforts and invested time in establishing good working relationships and synergies with other international and local NGOs working in the same operational areas. NAPAD in a number of cases works in consortia with other agencies.
− Above all, NAPAD has done very well for a relatively young organization in terms of its project work. This has been attributed to amongst others the high caliber of management and leadership of the organization who are all qualified and experienced management staff who have worked with various international NGOs in the context of Somalia.

The above positive outcomes notwithstanding, we also noted a number of areas that in our opinion that NAPAD, being a learning organization ought to pay attention going forward with a view to an even more exemplary future performance:

− NAPAD has developed a planning, monitoring & evaluation (PM&E) policy document and in practice applies several tools amongst them logical frameworks, work plans, assessment sheets, program/ monthly expenditure analysis sheets, reporting templates, review meetings et cetera. However the same could benefit from further systematization in order to develop a comprehensive and structured PM&E system from projects design to data collection, organization/storage, analysis and reporting
− Whilst the top management and senior program team of NAPAD are quite qualified and experienced, the operational staff although in our opinion sufficient in number, appeared relatively less experienced.

- With regard to organizational focus, the current program and geographical scope of NAPAD appeared relatively wide in our opinion compared to the organisational age and capacity. Although the program areas have been clustered into three or so areas, the individual areas are quite vast (education; peace & conflict management; protection of human rights; water, sanitation & hygiene/environmental health; food security; gender; emergency support etc).
- Further the project documents (proposals and reports) in a number of cases were missing gender disaggregated data. Additionally other crosscutting issues such as environmental management were not always directly and deliberately addressed.
- Results matrices were to a large extent based on donor demands and or guidelines and tended to be limited to results at the outputs and only to a limited extent on outcomes level. Results at the effects, particularly impacts level and their respective indicators were rarely articulated making discerning, monitoring and or measuring results at the same level during implementation, reporting or evaluation to be relatively tedious
- There was limited structured networking and linking with other CSOs for purposes of joint learning & strategizing

Based on the findings, recommendations and lessons learnt in this report, the following generic recommendations may be drawn as inputs on future development practice of NAPAD:
- With regard to project design, there is need to enable deeper community involvement at project identification and development as well as definition of SMART results at the output, outcome and impact levels including their respective indicators.
- As far as focus is concerned, NAPAD is strongly encouraged to review its overall strategy as far as geographical and program focus pertains so as to avoid the risk of spreading itself too thin which may in turn negatively impact on organizational effectiveness.
- NAPAD shall need to look into possibilities of complementing the currently largely short-term emergency oriented support with longer term structural development projects. This can be done as part of linking emergency relief to structural development work e.g. by engaging also in rehabilitation/recovery, preparedness and structural projects during the 'normalcy' phases within the communities.
- We suggest that the current process of policies review within NAPAD be looked at more comprehensively to address issues related to resource mobilization, public relations, communications, gender et cetera. The policies need to subsequently be operationalized.
- NAPAD should systematize its M&E system/practice to include amongst others M&E frameworks with well defined results and indicators; tools for data collection, organization/ storage, analysis etc. The same should take into consideration documentation and sharing e.g. of success stories as well as capturing of baseline data.
- There is also a need for better investment in staff capacity and stability at the lower organizational levels to match the current caliber of the management.

1.0 INTRODUCTION AND BACKGROUND

1.1 About NAPAD

Nomadic Assistance for Peace and Development (NAPAD) is Community based Non Governmental development organization that operates on a non-profit basis with principles and philosophy aimed at effectively reaching its vision, mission and core values. NAPAD was founded in 2006 by a group of former senior UN and International NGO workers, who saw the need to improve local capacity of indigenous civil societies with regard to responding to the many challenges facing the war torn Somali nation.

The organization is currently registered with Somali Authorities in Gedo and Galgadud regions since 2006 and later in Kenya with the NGO Coordination Board as an NGO in 2009. NAPAD has established offices in Garbaharrey in Gedo region, Abudwak in Galgudud region, Mandera and Nairobi in Kenya. NAPAD envisions a peaceful, prosperous and self reliant Society. The Mission of NAPAD is to promote peace and development for sustainable livelihoods among nomadic communities through Advocacy, Social-economic and political empowerment. The strategic goal of NAPAD on the other hand is to contribute to the realization of lasting peace and human development in Somalia as it makes efforts to transition from a failed state through to recovery, rehabilitation and reconstruction.

NAPAD works to ensure that vulnerable and poverty stricken people in the horn of Africa, particularly the pastoral and agro-pastoral communities, have access to equal treatment for peace and quality living condition and sustainable development. This is done by helping communities to actively participate in and influencing socio-economic and political development that will benefit the disadvantaged. So far NAPAD has been serving in South and Central Somalia where it is actively engaged in such sectors as Education, Agriculture, Water and Sanitation Hygiene, Livestock development, Environment Management and Advocacy.

The organisation is governed by five well experienced, active and strong board members that have been elected/ selected on the basis of integrity, willingness to render voluntary services, professional experience regarding management of development and humanitarian entities, expertise on resource mobilization, contacts at the national, regional and international level while considering diversity in gender, geographical, community (clan) and special interest group representation. It has highly experienced officers with vast experience working with NGOs.

1.2 Operational Context

Gedo is an administrative region (*gobolka*) formerly part of the historic Upper Juba Region of Somalia. Gedo's regional capital is Garbaharrey. Gedo is a region created in 1980's and is bordered by North Eastern Province of Kenya to the West, and the Somali regions of Bakool, Bay, Jubbada Dhexe, and Jubbada Hoose further down to the East. The region consists of seven districts; Garbaharey, Luuq, Belet Hawa, Dolo, El Waq, Bardera and Burdhubo. 75% of the Gedo population is composed of pastoralists, with the other groups defined as urban dwellers, agro-pastoralists and farmers along the Juba and Daua rivers. The most populous towns in Gedo are Baardheera and Belet Hawo. Belet Hawo is the commercial gateway of the region and the neighboring regions, while Baardheera is the breadbasket of the region.

Economic and social systems in Somalia have been disrupted by over a decade of violence including petty felonies, violent armed conflicts, abduction/ intimidation of local & international workers, sexual and gender based violence etc. In recent months, this vulnerability has been exacerbated by a number of factors: the partial failure of the *gu* rains in key food-producing

regions; the economic downturn due to the ban on livestock exports; as well as inflation due to injections of new Somali shilling notes. This insecurity has displaced thousands of people who have become either internally displaced persons or crossed the border as refugees. A 2004 World Bank report "Conflict in Somalia: Drivers and Dynamics" outlines major factors affecting conflict escalation and de-escalation in Somalia as clannism, ineffective governance, resource competition, militarization (proliferation of arms), effects of regional disputes as well as negative international involvement.

These events, in turn, have led to an increased pressure on degraded rangelands, undermined coping mechanisms, created further divisions within the community and pressures on existing sub-standard social facilities. All these elements have contributed to deterioration in the civil and productive infrastructure and, as a consequence, to chronic depletion of livelihood assets and capacities to cope – subsequently majority of the population is poor and largely rely on external support for even the most basic services.

1.3   The Assignment

To mitigate the deteriorating situation in Somalia, NAPAD together with her partners have since its inception developed various emergency projects. Specifically, NAPAD has managed to implement nine different emergency oriented projects funded by different donors in Gedo and Galgudud regions of Somalia. However, because of the nature of projects NAPAD's program did so far not externally evaluated. This evaluative study was thus designed to give feedback on program achievements, resource utilization and accountability. It is also hoped that the evaluation report will contribute to organizational learning and enable NAPAD enhance impacts of its future programs based on the evaluation recommendations and lessons learned.

The main objective of this evaluation was to assess the progress of the project in achieving the planned results and intended impacts. Additionally, the evaluation sought to assess the:
1. Appropriateness of the project design (rationale, goals, objectives and strategies);
2. Effectiveness and efficiency of NAPAD's projects;
3. Outcome and outputs, strengths, and weaknesses of the project and the results achieved;

1.4   Process and Methodology

The evaluative study was organized as a collaborative action learning process with active involvement of NAPAD management, staff, beneficiaries, community leaders and cooperating CSOs/ donors. This meant that although the character of the evaluation was 'external', it involved active participation of key parties involved for purposes of shared learning and ownership. The study was thus multi-site and multi-source, utilizing multiple techniques for the collection of information and analysis. Multiple techniques have been applied during the study including group discussions, appreciative enquiry, observation, questionnaires, and interviews. The study focused on different NAPAD implemented emergency projects in Gedo.

With regard to process, the main steps undertaken during the evaluation included:
1. Entry meetings with NAPAD to concretize various aspects of the ToRs and firm up administrative and logistical elements. These also enabled us further appreciate the context within which the evaluative study was being carried out.
2. Undertook secondary data review including project documents, policy instruments, context analysis etc. Secondary materials were provided by NAPAD.
3. Based on the entry meetings and desk review, we developed a detailed evaluation process framework (program) and relevant tools for the actual evaluation.

4. Primary data was collected using three different questionnaires administered respectively on projects beneficiaries, community leaders and collaborating CSOs. Further discussions with staff and other NGOs with offices in Kenya have been undertaken to complement the data collected using the questionnaires.
5. In order to safeguard the independent character of the evaluation the primary data was compared with information obtained from other sources (mostly secondary material). The information has also been (in)directly linked to the overall evaluation framework.
6. Finally the data collected from the various sources has been analyzed and this report developed by the consultant to present the findings and recommendations.

1.5   Limitations of the Study

1. Every evaluation has its limitations and invariably time is always a one of them, this evaluation was carried out within a short time period and hence the evaluation team had to go out of their way to facilitate the same and conclude within the agreed timeframe
2. This evaluation has also been undertaken largely within budget constraints which meant that only so much time could be accorded to the process.
3. According to the evaluation design, it was proposed to interview a few of the stakeholders. It was however not possible for the evaluation team to travel to the field (South Central Somalia) to collect primary data themselves due to prevailing insecurity in the operational region. Subsequently questionnaires have been developed and administered on selected beneficiaries, community leaders (elders, chiefs) and other NGOs that know NAPAD by trained data collectors independent of NAPAD.
4. The fact that that most of the projects are emergency in nature meant that in most cases the projects design focused on alleviating immediate human suffering and did not clearly outline expected results at effects level (outcomes and impacts). It was thus quite difficult thus to undertake comparative analysis as far as project effects pertain.
5. At the organisational level, the fact that most of the program and finance staff were new meant limited institutional memory as far as the projects pertain. This was made more challenging due to the extent of project documentation (including filling system)
6. Finally, due to heavy rains in the operational area, the primary data collection had to be postponed several times as most of the area/ beneficiaries were inaccessible. This also meant that not as many respondents as was wishes could be realized.

1.6   Structure of the Report

This evaluation report is structured into four sections – the first section of the report provides introductory and background information on NAPAD, the operational context as well as the assignment, process and methodology for the same. The section also highlights the limitations for the evaluation. Section two presents the detailed findings and discussions. The findings are organized around the key evaluation questions of project design, relevance, effectiveness, quality, efficiency and sustainability. Sections three and four highlight some of the lessons learnt as well as conclusions and recommendations respectively.

2.0 DETAILED FINDINGS AND DISCUSSIONS

## 2.1 Effectiveness of NAPAD Supported Projects

This section contains a synthesis of the evaluation findings analyzed using the standard evaluation criteria of project design, relevance, delivery, efficiency, effectiveness and sustainability. Further, the section looks at organizational/ administrative aspects of the NAPAD projects including compliance with contractual obligations as well as linkages and institutional embedment.

2.1 Project Design

Project design refers to the array of activities from generating ideas to planning how these ideas could become a realizable project and entails participatory gathering, synthesizing, and analyzing information with enough objectivity and detail to support a program decision that makes optimum use of resources to achieve desired results.

The overall assessment of the evaluation team of NAPAD projects is that the same are relatively well designed and that they incorporated to a large extent several aspects of priority issues affecting their target groups. This is probably because in a number of cases, project activities are preceded by needs assessments as has been the case for instance in the cases of education and emergency food security programs funded by NCA and UNOCHA respectively. We noted however that baseline information is often only informally done during filed visits, and or interviews with communities, so far there was no documented baseline report.

NAPAD engages with potential communities and their leaders prior to project implementation. This is exemplified in the case of the education projects where some schools were not willing to accept the support unless NAPAD was willing to take over all the schools previously supported by Trocaire and guaranteed to stay on for longer periods. The responsible NAPAD staff responded by undertaking a CEC training/ sensitization that included explaining the roles, responsibilities and rights of various stakeholders. This led to more openness on the part of the communities to collaborate. NAPAD also holds one to one meetings with local authorities before start of programs amongst others to support identification of beneficiaries and facilitate consultations amongst various clans.

Fig 1: Extent of community involvement
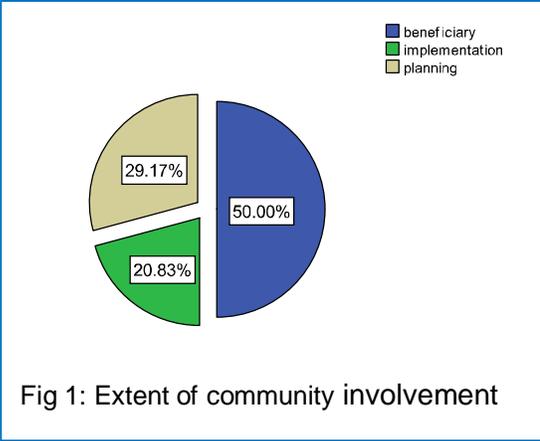
As far as task coordination pertains, we observed that NAPAD in a number of cases works in consortia with other agencies such as ASEP and SADO. In all such cases, there are always clear distribution responsibilities including allocation of operational areas amongst the agencies anchored on MOUs.

With regard to results orientation, most of the proposals developed by NAPAD contain results matrixes, commonly in the form of logical frameworks. We noted however that such results matrices were however based on donor demands and or guidelines. Further such results matrices tended to be limited to results at the outputs and to a limited extent outcomes level

whilst the indicators especially at the effects level were not articulated in all cases. The limited focus on results at effects (outcomes and impacts) levels has been justified by NAPAD as being due to the fact that most of the projects implemented were emergency oriented. This notwithstanding however, we noted cases where certain projects considered elements of longer term development e.g. distribution of handsets & seeds, cash for work etc as part of addressing structural food security challenges where it should have been possible to define results at effects level including the respective indicators.

Various proposals developed by NAPAD also looked into crosscutting issues more so gender and sustainability. Gender disaggregation of project data e.g. by sex, age etc was however not always done when projects are developed by NAPAD (in cases where projects are designed directly by donors, these aspects are usually already pre-defined/ determined including the special groups such as IDPs, mothers with malnourished children, lactating/ pregnant women and large size HHs). However we noted that gender considerations were not always factored in all projects e.g. the small distance between boys' and girls' toilets or the number of pupils per toilet hole for schools based toilets as well as absence of hand washing facilities near the toilet facilities for hygiene purposes.

Further, besides training/ sensitization on environmental issues, there are often no specific activities to address environmental concerns. There are seven monitors on the ground who assess the situation with regard to sexual and gender based abuses but such are not always integrated in all proposals rather dealt with as a separate project.

There were also noted challenges where certain situations change between the time of project design/ proposal development and actual receipt of funds/projects implementation. Due to the volatility in Somalia, communities often change lifestyles frequently to adapt to changing circumstances. This was for instance the case of project on rehabilitation of pans or seeds distribution that was to be done before the rainy season but the money came in too late; some of the allocations of seeds had to be adjusted on the ground. In such circumstances NAPAD has been forced to pre-finance the project e.g. in Galgudud. These call for more realistic setting on objectives/ work plans as well as regular reflection on actual strategies applied as the context changes[1] including regular discussions with donors on the same.

2.2 Relevance

An assessment of programme relevance examines the appropriateness and validity of project in relation to the beneficiary needs/context as well as implementing grantees' and country policies and priorities over the project period. The overall opinion of the evaluation team is that all the projects were relevant and addressed the foundational issues and priorities affecting the supported communities. Asked about the relevance of various projects, all the beneficiaries and other stakeholders were unanimous that the projects were appropriate, useful, and necessary.

The literature review done in the course of the evaluation clearly demonstrates the relevance of the support. Recent analysis by FSNAU and FEWSNET (November 2011) for instance confirms that famine will persist through December 2011 in many parts of South/Central Somalia. Tens of thousands of people have died since April and deaths are likely to continue over the coming months. Overall, food security outcomes remain the worst in the world and the worst in Somalia since the 1991/92 Famine. The ongoing famine in southern Somalia has two primary causes: the total failure of the October-December 2010 *Deyr* rains and the poor performance of the

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[1] The context in Somalia is very fluid and calls for more regular analysis and changes in strategy so that NAPAD can also adjust itself accordingly.

April-June 2011 *Gu* rains that resulted in the worst annual crop production in 17 years and extremely limited humanitarian assistance due to a combination of inadequate response by the international community and severely restricted humanitarian access.

Additionally, the education sector has been greatly affected by the recurring drought, extreme poverty and severe food shortages after the withdrawal of WFP relief that lead to population movements and springing up of new IDP settlements in remote areas with no basic services. The situation has been exacerbated by the withdrawal of Trocaire education programs from the region even though communities were unable to mobilize their resource and to initiate any form of educational programs. These have led to exploitation of children, abduction, forced labor, child soldiering and other harmful violations hence the need for (emergency) free education for IDPs/other vulnerable minority groups as well as capacity development of teachers and community education committees to mitigate these situations. Such education support creates stability and hope for the future and accords children trauma counselling services.

Less than a quarter of the Somali population has adequate and sustainable quantities of potable water for both human and livestock consumption - the same applies to hygiene and sanitation facilities. The water infrastructure has also suffered from the local socio-political events of the last decade, with many facilities being looted or poorly maintained. With regard to agriculture, Somalia is a predominantly agrarian economy where some 80% of livelihoods are directly dependent on a sustainable exploitation of the natural resources base. However these sectors have constantly been affected by recurrent drought and floods in parts of Daua and Juba rivers, where '*dhesheeg*' flood recession cropping is practiced. These natural disasters are further exacerbated by insecurity, lawlessness and inadequate policies, governance and or regulatory structures for agricultural production and trade.

A survey amongst sampled beneficiaries during the evaluation indicates that the main priorities are education (30%), Health (30%) and security (24%). As the same question, the sampled community leaders highlighted the same priorities. Those who were specific indicated the need for more school infrastructure, continuation of the school feeding program as well as more health posts as the population was increasing. These are in line with the services provided by NAPAD. The said survey further indicates that 87.5% of the respondents received mainly goods such as cash, cooking oil, sugar, maize, beans and social services such as toilets, support to health centers and schools.

As far as appreciation of NAPAD goods and services by beneficiaries pertains, the most valued support related to goods such as maize, beans and cash 85.5% followed by school based support at 11.5%. Only 1% of the respondents indicated that what they valued most was wells and toilets. The respondents gave the reason for valuing goods and cash as being a need for immediate alleviation of suffering/ and or improvement in their living conditions, 32.3% said they were poor and needy. Further, 91% of the respondents indicated that there were no other CSOs operating in their villages other than NAPAD.

2.3   Project Delivery

An evaluation of the delivery process focuses on how the projects are being/were implemented to amongst others determine the extent by which the same is on track towards the achievement of planned results including the influencing factors were. In this regard, we noted that almost all the projects had to a large extent complied with agreed budget and reporting requirements including with the set reporting schedules. It was clear to the evaluation team that the NAPAD provides good feedback and also informs of challenges faced to most of its benefactors through amongst others the progress reports.

The evaluation team further noted that the projects, particularly the emergency projects, had largely been implemented according to plan especially the budget and activity work plans with no avoidable material variances noted despite the difficult implementation conditions particularly the insecurity, rough terrain and extremist weather patterns. There were however challenges with the projects regarding construction of latrines, rehabilitation of wells & water tracking that lagged behind both due to bad weather and also because more time was spent on mobilization. Additionally, in the education project had thus far managed to only grant incentives to 54[2] teachers instead of the planned 90 as more time was needed to gain community commitment.

One of the major noted strengths NAPAD was extent of involvement of/ engagement with beneficiaries & stakeholders during the projects implementation processes. On the other hand, it was difficult to establish in all cases the extent to which beneficiaries' views/feedback on the quality and effectiveness of the services are sought in a systematic and structured manner and taken into consideration as part of learning and project improvement besides the current evaluation exercise.

A majority of the communities surveyed (56.3%) indicated that NAPAD had visited them at least 1 to 3 times per quarter while for 41.7% the frequency of visits was 4 to 6 times a quarter. Further the evaluation survey indicated that up to 71.9% of the surveyed beneficiaries received communication with NAPAD on a weekly basis.

NAPAD also undertakes regular project monitoring in the field uses and has enlisted the services of an M&E officer who champions such monitoring processes, although most of their donors can only manage 'telephone monitoring' directly with beneficiaries due to insecurity.

NAPAD has particularly gone out of the way to enlist the participation of women in various project activities. In most of the CEC trainings for instance, over 31% of the participants are women compared to the initial case during mobilization where this was less than 15%. It is the opinion of NAPAD staff that at the moment, some women are more active than their male counterparts during workshops, although admittedly this is not yet the case at the homes particularly active roles of women in decision making, resource ownership and leadership.

Fig 2: Frequency of community communication

Fig 3: Nature of community involvement

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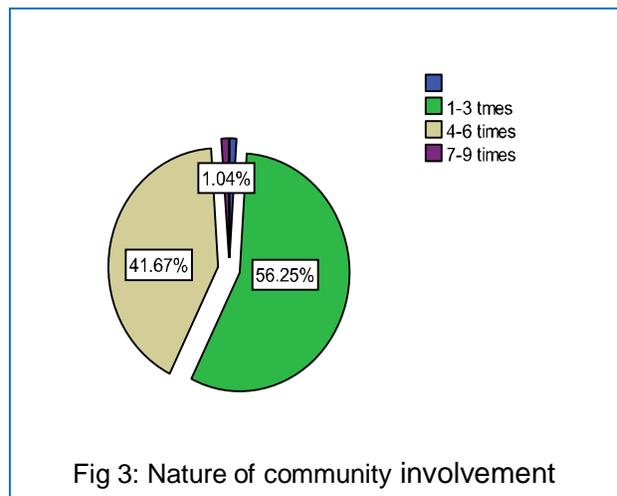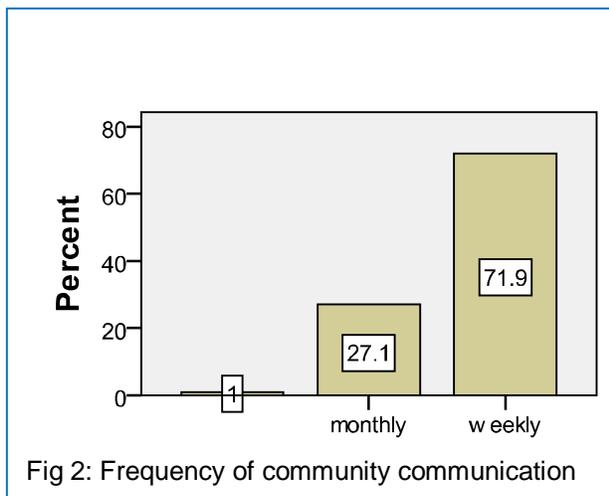
[2] Was however due to project efficiencies where only teachers with optimal students were supported

In terms of community's perception of the quality of services, 62.5% rated goods and services given by NAPAD as good. The respondents justified the ranking by arguing that community capacity enhancement especially regarding training of teachers and CECs would improve their schools while indicating that generally lives had been improved and to a great extent human/ livestock deaths averted.
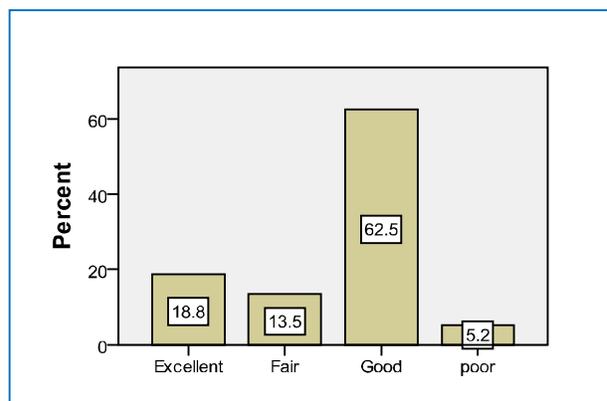
NAPAD has developed an M&E policy document[3] and in practice applies several tools amongst them logical frameworks, work plans, assessment sheets, program/ monthly expenditure analysis sheets, reporting templates, review meetings et cetera. However although these are useful means, it's the opinion of the evaluation team that the same could benefit from further systematization in order to develop a comprehensive and structured PME system as a basis for planning/design, data collection, data organization/storage, analysis and reporting. The later would also include M&E frameworks with clearly defined results at output, outcome and impact levels including the respective indicators and means of verification that are used across all NAPAD projects irrespective of the donors. Staff will also need to be trained on and or acquainted with the PME policy as most were new as of the time of this review.

As far as implementation capacity pertains, the evaluation team is of the view that the top management and program team are quite qualified and experienced. However this is contrary to the less senior (=operational) program staff of NAPAD, who although were sufficient in number, appeared relatively less experienced e.g. in terms of project design, implementation capacity and or reporting, besides being relatively new to the organization. In this sense NAPAD has to look into means of reducing staff turnover as well as general staff development strategies such as reviewing the staff terms and gunning for a balance of projects durations between longer and short term so as to attract and maintain quality staff.

2.4   Project   Effectiveness

A review of effectiveness often looks at the degree of realization of results i.e. the extent by which these have been/will be achieved and whether the program/ project is likely to contribute to the stated outcomes and impact based on immediate objectives or desired outcomes for target beneficiaries. In the context of NAPAD, the evaluation team believes that all the projects were effective in contributing, particularly to short and medium term priority needs of the target communities. However since the design of the project was not very specific on the results at the effects level, the evaluation team had to tease these out based on discussions with staff and stakeholders as well as review of the secondary data.

Certainly the largest gains from the interventions have been alleviation of human suffering due to amongst others shortage of food and water. This has indeed improved the nutrition status of the beneficiaries as minimum food requirements for the emergency affected populations were met and indirectly preventing the risk of further deterioration of the humanitarian situation (savings of life). Due to the various economic interventions, some of the community respondents indicated that their purchasing power had improved.

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[3] The policy PME policy document is amongst the policy documents that have been revised as part of this consultancy (together with that of finance, human resources and organizational constitution).

It was also noted that there have been changes in lifestyles of communities with some of the beneficiaries (previously pastoralists) who had been incorporated into farmers groups were now more active as farmers than pastoralists - this is useful as part of food security interventions but also as part of environmental/ climate change management.

When consulted about the positive changes that had taken place in their lives over the projects period, beneficiaries mentioned a number of changes amongst them better literacy levels as a result of the developed schools; higher level of hygiene due to construction of pit latrines and in general an improvement in the standard of living due to the provision of other social amenities and food aid from agencies. Further there was improvement in the livelihoods of over 10,000 farmers through provision of farm tools, fodder, cash, food stuff, trainings, education and hygiene amongst others.

On its part the gender program contributed to the empowerment of communities on human rights including how to address SGBV as well as the fact that culture and religion are different. On the other hand, immediate outputs included counseling of victims of SGBV and training of medical staff to better relate to the said victims. At the moment it was for instance evident that SGBV victims were coming out more openly to talk about their cases (= change in attitude). However we noted that these development and changes/ case studies were yet to be fully documented.

The above changes were attributed to assistance from NAPAD although community leaders were also credited with working hard to realize sustainable peace, besides some form of coordinating/overseeing CSO support. The specific contributing factors to these successes are partly attributed to individual commitments of the farmers commonly after the initial changes/ benefits were realized as well as the approach of training and awareness creation prior to intervention and the deliberate efforts to encourage self sufficiency. As an example, in the education projects, communities are sensitized that they must participate in the planning of the activities hence better appreciation of the roles and that the school belongs to them, besides being aware of all the project activities. This enhances transparency e.g. where education incentives goes directly to teachers rather that to head teachers and CECs. The support of the local authorities and in some cases availability of local resources such as water for irrigation contributed as well.

With regard to comprehensiveness of support of the emergency cycles, it is our opinion that these should be reviewed to include adoption of early warning and the establishing the capacity to respond early at the first signs of drought that are all key to the success of mitigation efforts. As pertains to institutional structure for drought management, considerations should be granted to a unified system in which preparation, early warning, response and rehabilitation are closely linked to each other and are under the same control as well as flexibility and speed of response, created in part by contingency funds earmarked solely for emergencies.

The above also means that NAPAD shall need to look into possibilities of complementing the currently largely short-term emergency oriented support with more longer term structural development projects and to become an authority in development projects beyond humanitarian response. This requires more aggressive fundraising/ resource mobilization efforts backed by solid policies and strategies for the same. We appreciate however that NAPAD is currently changing its status from a LNGO to INGO, revamping its resources mobilization strategies and thinking more holistically on how to market the organization to other potential donors.

2.5 Efficiency

By efficiency here is meant the extent to which inputs are optimally transformed into outputs, and the timeliness of implementing phases and aspects of the project relative to set time schedules. In the opinion of the evaluation team, all the projects were properly and timely implemented in all aspects but for slight timing challenges with the construction of latrines, rehabilitation of wells & water tracking that lagged behind both due to bad weather and also because more time was spent on mobilization.

The volatile context of Somalia together with the poor infrastructure makes it very difficult to achieve efficiency in the delivery of emergency aid. This is further complicated by the fact that there are no organized businesses in remote interior areas of South Central that can provide required supplies in the needed quantities. Subsequently NAPAD had to procure food and other supplies from Belled Hawo and transport it to South Central Somalia which is rather expensive.

The above challenge notwithstanding however, NAPAD has put in place several project specific initiatives to ensure efficiency at the actual project level. These include for instance:
a) Existence of a project engineer on the ground who has developed designs that help save materials as exemplified by the design of new toilets that contribute to savings of approximately Kenya Shillings 850 per toilet. The engineer also ensures that there are more accurate BOQs that guarantee that the project design is more accurate.
b) Teacher incentives for the education program were on their part granted on the basis of the teacher: pupil ratio in which case each teacher needs to have at least 40 pupils - this cut the no of teachers supported from the target of the proposal of 90 to 51 on the first month and in the second month approx 65.

2.6 Administrative /Organizational

Almost all third parties interviewed acknowledge that NAPAD has done very well for a relatively young organization in terms of its project work. This has been attributed to amongst others the high caliber of management and leadership of the organization who are all qualified and experienced besides having worked with various international NGOs. Staff also acknowledged existence of strong teamwork amongst themselves while management style was recognized as being supportive and willing to guide.

However we noted concerns about the extent of experience of staff at field level, besides almost all of them being new[4] (knowledge & experience gap between the top management and lower level staff including on issues such as reporting). This challenge is brought about amongst others by the fact most of the qualified staff always shy away from working in volatile and or remote locations. There is also room for improvement regarding certain aspects of organizational infrastructure e.g. the need for internet and internal communication mechanisms for reporting purposes, insurance et cetera – we however acknowledge that the management was making efforts to install a wireless internet system during the time of this evaluation.

With regard to resource mobilization, we noted several efforts have been tried such as writing of more proposals, visits to donors, establishment of a website, various income generating activities (IGAs) like hiring of training facilities/ guest house etc as well as training on fundraising & resource mobilization, besides the fundraising strategy document currently under review. As a result of these, NAPAD has been able to establish relations with more donors amongst them Oxfam, UNICEF, FAO, NCA, Trocaire (under discussion) and MIDCO international. The Nairobi office plays central roles in fundraising.

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[4] implies high staff turnover, commonly due to uncertainty related to the short term nature of the projects

As pertains to focus, the evaluation team is of the view that NAPAD should consider reviewing the program and geographical focus since the current scope appears relatively wide. In our opinion, although the program areas have been clustered into three or so areas, the individual areas of focus are still quite vast including amongst others Education; Peace & Conflict Transformation/ Protection of Human Rights; Water, Sanitation & Hygiene/ Environmental Health;; Food Security; Gender; Emergency support etc. Such large scope together with wide geographical coverage may in our opinion lead to overstretching the organization/ spreading too thin which may ultimately compromise the quality of results.

Finally NAPAD will have to look at its documentation practices with a view to improving the current document management system including better systems for electronic and hard copy filing and archiving.

NOTE: A detailed financial accounting systems review has been carried out as part of this consultancy. However we encourage the management to consider possibilities of undertaking a more comprehensive organizational wide assessment that looks into the whole organization including issues of governance, structure, human resources et cetera.

2.7   Institutional Embedment/Linking

The evaluation team observed that NAPAD has established good working relations with most of its stakeholders. Specifically, NAPAD has made good efforts and invested time in establishing good working relationships and synergies with other international and local NGOs working in the same operational areas. As an example, NAPAD has been a member of various consortia with amongst others NGOs, ASEP and SADO entailing joint programming on seeds and fuel distribution, water tracking, cash for work (funded by CHF) as well as farm inputs distribution in two seasons (FAO financed) and food vouchers in Belle Hawo. Other members of the consortia consulted indicated that NAPAD was an active participant and all went well but for the fact that there were no specific point persons directly responsible to managing these relations leading for instance to late reporting for consortia related activities.

Further, there are regional and national cluster meetings (livelihoods, education, WASH etc) that discuss and help prioritize the needs of various communities. These meetings also discuss allocation of roles and responsibilities as well as coordination amongst the NGOs. Various lead agents are appointed for various clusters. These coordination efforts limit the level of duplication although it is acknowledged that some small forms of replication do still take place.

With regard to linking and learning, NAPAD shares information with other agencies with whom it works. Such sharing however only happens in an informal individual level as there are no structured networking and linking with other CSOs for purposes of joint learning & strategizing implying that there is great room for improvement in this regard. As far as relations with communities pertain, NAPAD works with community liaison persons comprised of local persons of integrity who are used as community entry points including for community mobilization. Local authorities are informed on all activities.

NAPAD is also looking into how to better work on the basis of consortia to avoid negative competition and enhance coordination and focus. This also means that different organizations will focus on thematic/ programatic and or geographical focus areas. Such organization would however require a strong management or secretariat and the support of the donors. NAPAD could play a more catalytic role in this regard including consultations with key parties such as donors, NGOs, local authorities to see how to organize the same.

2.8 Sustainability/Ownership

All the projects implemented by NAPAD had a reasonable level of community participation, where applicable, during actual projects implementation which is useful for ownership as well as eventual project transition/ exit strategy. Similarly efforts were made to transfer knowledge to the community members. Committees are selected to manage various projects amongst them hygiene committees, community education committees and farmers' cooperative committees. Communities were in this regard trained on how to care for the projects.

Additionally, NAPAD makes efforts to hook onto ongoing development activities e.g. piggy backed onto educational activities that were previously supported by Trocaire but taking care of challenges that were experienced by the latter e.g. paying teachers based on the number of children each support. This is the case of education included use of intuitive means to convince parents on the need to support the schools that resulted into the present willingness of the parents to support the schools. There is however still a large challenge related to communities' dependency on relief aid that amongst others creates a huge demand on the limited available resources.

Efforts are also made to ensure that the developed facilities are of good quality. The materials used for instance in the construction of latrines has been improved to make these last longer – in this context, NAPAD provides the super structure, slab & other building materials while the community digs the pit – elders help with the identification of communities, NAPAD supports the site identification and supervision of the construction as well as sensitization of use and maintenance. As a demonstration of the level of commitment, some of the beneficiary households had to sell their goats in order to get resources to dig the pits.
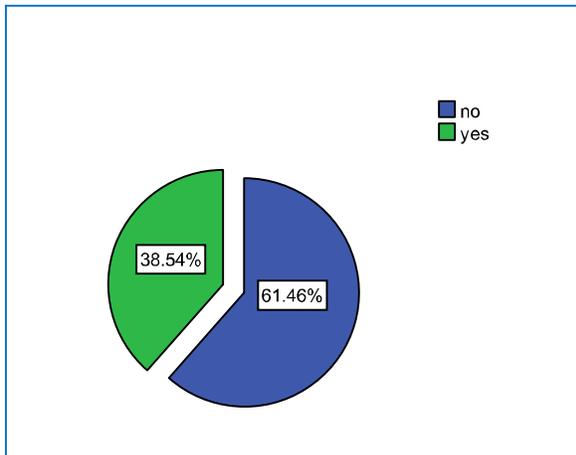
During the evaluative study, the beneficiaries were asked whether they could continue with project activities on their own in the event that the NAPAD pulled out or after end of the project. In response, 61.5% of the respondents indicated that they could not. This they justified amongst others on the level of poverty, constant attacks and family feuds, lack of capital and financial instability, livestock loss through regular droughts, inflation and poor infrastructure as well as skill gaps.

On the other hand, the 38.5% who said that they were able to sustain the NAPAD initiated activities based this on the facts that they could use natural resources like farms and livestock as they learned from NAPAD seminars/ training of local committees, enlist the support and or cooperation of other development actors as well as the fact that some were already financially stable /had small businesses while others could use the many goods that they received.

Asked about their opinion of the extent of sustainability of NAPAD projects, most of the NGOs working in the same areas felt that NAPAD's activities were highly sustainable like education which could bring long term effects in the communities. However sustainability depended on the nature of the projects and humanitarian situation - projects involving emergency situations were life saving and would not be easily sustainable.

3.0 LESSONS, CONCLUSIONS & RECOMMENDATIONS

3.1 Lessons Learnt/ Best Practices

This section summarizes some of the lessons that can be drawn from the projects as well as this evaluation process. Some of the insightful best practices have also been included.

1. Communities being dealt with have some potential that is worth tapping e.g. there are people that are committed to the community that can be empowered to work with them in the longer term. It is thus important to invest in/develop the capacity of communities and their development facilitators (including teachers) so as to ensure quality and sustainable development services

2. Emergencies of different nature should be linked to structural development work such as part of drought cycle management - as an example, support to pastoral livelihoods should be linked to early warning systems, co-ordination of the activities of different agencies and the capacity to respond early at the first signs of drought

3. The operational areas are very lacking in as far as basic essential services/ social amenities pertain – there being no structured government means that no single organization can meet all these needs. It is thus important that NAPAD connects with other (like minded) development actors so as to coordinate work as well as to enable synergies and cohesion.

4. There is need for international community (governments and related institutions) to responsibly support Somalia to establish proper governance systems including sufficient security so that development work especially that spearheaded by INGOs and LNGOs can progress smoothly.

5. An important strategy of sustainability of projects relates to the level of community involvement & preparedness (empowerment) to be in charge of the various initiated projects

6. NAPAD project activities take place within changing governance, cultural and traditional contexts which are respected and adjusted to for success to be realized.

7. Working/good relations with the reining authorities are crucial to ensuring that project activities have the backing of local people, the local administration and the community leadership. This requires a sense of adaptability and flexibility on the part of the organization

8. For emergency interventions, procurement procedures should be kept very simple and purchases should be made locally by the relevant and appropriate agencies, as and when these is possible

3.2 Conclusions

1. In the opinion of the evaluators, the project design and delivery were done relatively well notwithstanding a few challenges such as stakeholders participation during design, lack of SMART results as well as staffing challenges.

2. On the whole, the projects were quite relevant to the felt needs of the beneficiaries and or the national development Somalia as well as global development. This by extension means that the objectives set for the projects were quite valid (relevant) and in all cases responded to those in most need.

3. Further, the project realized most of the intended results especially at the output and outcomes level. These included amongst savings of human and livestock lives; better household food security; enhanced disposable household incomes; acquisition of new skills, increased productivity and improved social capital.

4. Additionally, in the course of the projects, community participation and empowerment was enlisted and organisational/institutional capacity enhanced.

5. The peer NGOs and some donors perceived NAPAD as an organization which is trustworthy, reliable, transparent, and efficient and has hardworking staffs that are able to deliver their duties well and maintain good management in running the organization.

3.3   Overall Recommendations

1. There is need to pay more attention towards project design in subsequent projects. This would include amongst others ensuring deeper community involvement at project identification and development as well as definition of SMART results at the output, outcome and impact levels including their respective indicators. Project documents should also have better specification of beneficiaries including stating the gender, age, special categories as disabled, PLWHIV etc.
2. Going forward there will be need for greater and better structured peer learning and institutional development support. All capacity development efforts should be preceded by organizational assessments to determine the existing strengths and gaps. The scope of leaning could also be broadened to have more structured reflection processes at least annually, looking at amongst others project progress as well as general organizational processes, practices and strategies etc.
3. Although different M&E tools and practices exist already, NAPAD should seriously consider systematizing the same to include amongst others M&E frameworks with well defined results (at different levels) and corresponding indicators; tools for data collection, organization/ storage, analysis etc. The same should take into consideration documentation and sharing e.g. of success stories as well as capturing of baseline data.
4. We notice with deep appreciation that NAPAD has initiated (through this consultancy) various efforts to improve its policy and strategy position particularly the review of various policy documents. We suggest that this process be looked at more comprehensively to address issues related to resource mobilization, public relations, communications, gender et cetera. Additionally, NAPAD should engage in continued context analysis of the unfolding and volatile situation in Somalia and adapt itself accordingly.
5. Linked to the resource mobilization strategy raised above, NAPAD should also strive very much to raise more funds for longer term development work to complement the current (largely) emergency projects. This can be done as part of linking emergency relief to structural development work e.g. by engaging also in rehabilitation/recovery, preparedness and structural projects during the normalcy phases.
6. There is also a need for better investment in staff capacity and stability at the lower organizational levels to match the current caliber of the management. Besides this NAPAD should consider in the coming future to improve its visibility inside of Gedo including possibilities of making the Somalia office more active in terms of running programs.
7. NAPAD is strongly encouraged to review its overall strategy as far as geographical and program focus pertains so as to avoid the risk of spreading itself too thin which may in turn negatively impact on organizational effectiveness.

5.0   ANNEXURES

5.1   Annex 1: List of Referenced Documents

1. NAPAD Constitution
2. Various project proposals
3. Various project reports
4. NAPAD organizational structure
5. Project contract documents
6. Various NAPAD policy documents (finance, human resources)
7. Famine continues; observed improvements contingent on continued response FSAU, 8/11/2011

5.2   Annex 2: List of Respondents

No	Name	Position/Organization	Contacts
1	Eng Ahmed Abdi Hassan	Project engineer, NAPAD	
2	Isaac Abdi Gedi	Public health officer, NAPAD	
3	Dhahir Abdurrahman Abdi	PO Livelihoods ASEP	
4	Abdi Ali Botan	PO Education, NAPAD	
5	Mohamed Arai	Program coordinator, NAPAD	
6	Zainab Abdi Ali	PO Psychosocial support, NAPAD	
7	Abdullahi Hersi	CEO, NAPAD	
8	Barre Mohamed	Program Officer, Trocaire	
9	Abdi Egal	Program Officer, NCA	