



Building Partnerships for Participatory Development

A REPORT OF A WORKSHOP HELD IN HARGEISA, SOMALILAND

10th – 14th December 1995



WORKSHOP PARTICIPANTS

WORKSHOP PREPARATION FACILITATOR

Rhoda M Ibrahim ICD

FACILITATORS

Dr Adan Yusuf Abokor SORRA
Hassan Mohamed Ali SADO
Omer Edleh Suleiman ACTIONAID
Zeinab Mohamed GTZ

LOGISTICS AND ADMINISTRATION

Faiza Abdullahi SOWDA
Shukri Hariir WADA
Mohamed Elmi Adan HAVOYOCO
Hassan Jama Yassin HAVOYOCO

All of the people listed above are members of the Workshop Preparation Committee.

SPEAKERS

Mohamed A Dhimbil Ministry of Foreign Affairs
and National Planning
Suleiman Dahir Afgarshe Ministry of Information
Mohamed Sheik Abdillahi ARDA

RAPORTEURS

Mark Bradbury ICD consultant
Judith Gardner ICD

INVITED PARTICIPANTS

Abdi Musse (Save the Children Fund/
Ministry of Agriculture)
Abdi Osman (Daraweine)
Abdirahman Yusuf Artan (Yagleel)
Abdirahman Abdillahi Jumaale (SOSVO)
Abdirahman Abdillahi (Ministry of Health and
Social Services)
Adan Tarabi Oogle (Burdhaab)
Abdullahi Mohamed Hersi (SAREMO)
Ali Ismail (Ministry of the
Presidency)
Ali Yusuf (CARE)
Ahmed Abdi Ibrahim (OPA)
Ahmed Farah Askar (Ministry of Foreign
Affairs & National Planning)
Ahmed Hussein Aby (SORRA)
Asia Dahir (SOOYAAL)
Awil Said Jama (SORRA)
Fadumo Mohamed Ibrahim (WVVO)
Fouzia Haji Dahir (NDC)
Hassan 'Embassy' (ODA)
Hassan Halas (SARURA)
Ismail Muuminaar (BAT)
Ismail Essa Abraar (Ministry of Information)
Dr Mohamed Abdi Said (MOH)
Mohamed Haji Hussein (SARUURA)
Mohamed Jama Abgaal (RISDAM)
Mohamed Haji Raabi (SORRO)
Mohamed Musse Said (SOL-Life)
Mohamoud Ali Jama (SRDA)
Mohamoud Osman Resource person
Nuura Maxamuud (VETAID)
Robert Bowen (GVO)
Said Warsame Hersi (ICD)
Yusuf M. Abdillahi
Yassin Haji Mohamoud

LIST OF ACRONYMS

ARDA Awdal Rehabilitation and Development
Association
BAT Boroma Appropriate Technology
CBO Community Based Organisation
GVO Golis Voluntary Organisation
GTZ German Technical Assistance
HAVOYOCO Hargeisa Voluntary Youth Organisation
ICD International Cooperation for Development
INGO International NGO
LNGO Local NGO
MOFANP Ministry of Foreign Affairs and National
Planning
MOH Ministry of Health
NDC National Demobilisation Commission
ODA Overseas Development Administration
OPA Odweine Progress Association
PRA Participatory Rural Appraisal
RISDAM Red Sea Institute for Development
Administration and Management
SADO Sanaag Agricultural Development
Organisation
SARURA Sa'adadiin Rural and Urban Rehabilitation
Association
SORRA Somali Relief and Rehabilitation Association
SORRO Somali Relief and Rehabilitation
Organisation
SOSVO Somali Services Voluntary Organisation
SOWDA Somali Women Development Association
SRDA Shiil Rehabilitation and Development
Association
WADA Women's Advancement and Development
Association
WVVO Women's Veteran and Voluntary
Organisation

Note: This report may be reproduced freely without the consent of the publishers.

Building Partnerships for Participatory Development

A REPORT OF A WORKSHOP HELD IN HARGEISA, SOMALILAND

10th – 14th December 1995

First printing 1996
Second printing 2000

Contents

THE FACILITATORS	3	DAY 3: DEVELOPMENT FOR WHOM?	22
FOREWORD	4	3.1 FIELD VISIT TO DARAWEINE	22
BACKGROUND CONTEXT	5	3.2 AIMS OF THE DAY	22
WORKSHOP SUMMARY	9	3.3 PRA SIMULATION EXERCISE: DARAWEINE	22
A. THE WORKSHOP OBJECTIVES	9	DAY 4: FINDING SOLUTIONS	24
B. THE WORKSHOP LIFE-CYCLE	9	4.1 AIMS OF THE DAY	24
C. THE WORKSHOP PROCESS	9	4.2 REFLECTIONS ON DARAWEINE PRA EXERCISE	24
		4.3 ACTING TOGETHER	27
WORKSHOP REPORT		DAY 5: STRATEGY BUILDING	27
DAY 1: PARTNERS IN DEVELOPMENT	10	5.1 AIMS OF THE DAY	27
1.1 OPENING WORDS	10	5.2 CRITICAL ANALYSIS AND SELF-REFLECTION	27
1.2 OFFICIAL OPENING	10	5.3 MISSIONS AND VISIONS	29
1.3 INTRODUCTIONS	10	5.4 STRATEGY BUILDING	30
1.4 KEY ISSUES AND CONTRIBUTIONS	10	5.4.1 Force Field Analysis	
1.5 AIMS OF THE DAY	11	5.5 OUTCOMES: COMMITMENTS MADE	30
1.6 VISIONS AND MISSIONS OF KEY ACTORS IN THE DEVELOPMENT PROCESS	11	5.6 WORKSHOP EVALUATION	32
1.6.1 Government: The Ministry of Foreign Affairs and National Planning		5.7 CLOSING REMARKS	32
1.6.2 Somaliland NGOs: Challenges and Opportunities		5.8 THANKS AND ACKNOWLEDGEMENTS	33
1.6.3 International NGOs: An Alternative Approach to Development			
1.6.4 The Somaliland Media and its Role in National Development			
1.7 STRENGTHS AND OPPORTUNITIES	13	ANNEXES	
DAY 2: DEVELOPMENT FOR WHOM?	15	ANNEX 1 WORKSHOP PREPARATION	34
2.1 AIMS OF THE DAY	15	Annex 1a Methodology	34
2.2 WHAT IS PARTICIPATORY RURAL APPRAISAL?	16	Annex 1b Workshop Agenda	36
2.3 PRA AND PASTORAL COMMUNITIES	17	ANNEX 2 PRESENTATIONS (DAY 1)	37
2.4 OVERVIEW OF PRA TOOLS	17	Annex 2a The Ministry of Foreign Affairs and National Planning, Republic of Somaliland	37
2.5 PRA AND PARTICIPATION	18	Annex 2b Somaliland NGOs: Challenges and Opportunities	39
2.6 DANGERS OF PRA	18	Annex 2c ACTIONAID Somaliland	43
2.7 PRA SIMULATION EXERCISE: HARGEISA	19	Annex 2d The Role of the Media in National Development	45
		ANNEX 3 WORKSHOP EVALUATION	47
		Annex 3a Evaluation Form	47
		Annex 3b Participants' Evaluation	47
		Annex 3c Facilitators' Evaluation	48

ABOUT THE FACILITATORS

Dr Adan Yousef Abokor is a qualified physician. Between 1977 and 1979 he worked at Digfer Hospital, Mogadishu, before being appointed Director of Hargeisa Group Hospital in 1980. In 1981 he was arrested for organising a self-help group in Hargeisa to improve conditions in the Hospital, and was held for eight years in solitary confinement as a Prisoner of Conscience by the Barre regime. Since 1990 he has held the respective posts of Vice President and Executive Director of the Somali Relief and Rehabilitation Association (SORRA) in Hargeisa. He has been active in peace and reconciliation in Somaliland, at the Boroma Peace Conference in 1993, and the Harshin Reconciliation Conference in 1995. He trained in Participatory Rural Appraisal (PRA) at Clark University, USA, and was a trainer for a PRA exercise in Northeast Somalia in 1994. He is a co-author of 'PRA with Somali Pastoralists', published by Clark University.

Hassan Mohamed Ali is a qualified teacher. From 1983 to 1989 he worked with ACTIONAID Somalia in Sanaag region until he was displaced by the war. He is currently Executive Director of a local Non-Governmental Organisation (NGO), the Sanaag Agricultural Development Organisation (SADO). He is a practitioner of PRA and has provided training in PRA for Oxfam UK/Ireland field staff in Hargeisa. Utilising PRA methods, he has undertaken an extensive study of 'Range Management in Erigavo District' for ACTIONAID, the report of which is published by VetAid.

Omar Edleh Suleiman is a qualified teacher and a trained trainer. Before the war he taught at the Somali Institute for Development Administration and Management in Mogadishu. Since 1993 he has been working for ACTIONAID in the Sanaag region of Somaliland, with whom he has undertaken training in PRA.

Zeynab Mohamed Hassan has a Bachelor of Science (BSc) degree in mathematics and physics. She has worked as a teacher in primary and secondary schools, and prior to the war held various posts within the former Ministry of Education. These included Bay Regional Coordinator for women's education, Director of income generating programmes in the Women's Education Institute, and Supervisor of women's income generating programmes in the Institute of Adult Education, Mogadishu. Between 1992 and 1994 she was the Programme Coordinator for the Somaliland Women's Development Association (SOWDA) in Hargeisa. She has attended training programmes on women's rights, NGO management, women in

development and curriculum development, with the Fund for Peace, Oxfam America, UNESCO and UNICEF. She has authored materials on adult education techniques, hand sewing, child care and nutrition, and social mobilisation against circumcision. She is currently the Gender Officer with the German Technical Development Administration (GTZ) in Hargeisa.

Rhoda Mohamoud Ibrahim, a development practitioner with over 13 years experience at both community and programme policy level, has been working with the Somali community within the country and diaspora. She is committed to promoting human rights and conflict prevention work within the LINGO/CBO sector.

ABOUT THE SPONSORS

International Cooperation for Development (ICD), the technical cooperation department of CIIR, recruits experienced professionals to share their skills in development projects in Africa, the Middle East, Latin America and the Caribbean. Since 1991, ICD has been supporting local NGO programmes in Somaliland. In August 1995, ICD recruited **Ms Rhoda M Ibrahim**, as a resource person to support local NGOs and Community-Based Organisations (CBOs) in Somaliland. Since November 1995, ICD has placed an experienced health trainer who will be providing technical assistance to the Ministry of Health.

VetAid is an international NGO which works with smallholder farmers and pastoralists, who depend on livestock production for their livelihoods. Since 1992, VetAid has been supporting the work of ACTIONAID in Sanaag region to provide appropriate animal health care services for pastoralists. In October 1995, VetAid established a presence in Somaliland in order to extend its support to local institutions working in pastoral development.

ICD is grateful to the **National Demobilisation Commission** and **GTZ** for additional support.

ABOUT THE AUTHOR

Mark Bradbury has worked in Somalia and Somaliland since 1988. He was Country Director for ACTIONAID between 1988 and 1990 and again in 1992. He has also undertaken assignments in Somalia and Somaliland for Oxfam and ICD, and carried out research on Somali approaches to conflict resolution. He has facilitated training workshops on conflict-handling skills in Somaliland, Tanzania and Pakistan.

Foreword

Recently, the term 'capacity-building' for local Non-Governmental Organisations (NGOs) has become fashionable among international assistance agencies in Somaliland. However, the term has been used without consultation with those who are ultimately meant to benefit from it. Nor is there any coordination or common understanding among the assistance agencies as to what kind of capacity building is being offered. This has led to confusion and an overlapping of resources.

In September 1995, a team from ICD (International Cooperation for Development), arrived in Hargeisa with the intention of consulting and supporting local NGOs in Somaliland. The mission met some of the leading indigenous NGOs to discuss their priorities for capacity building. Most of those consulted expressed the opinion that lack of coordination among development partners is one of the major constraints to development in Somaliland. They expressed concern that 'NGOs' and 'development' were on the verge of becoming purely rhetorical terms, with little clarity as to their theoretical meaning or practical content. Furthermore, despite the rehabilitation and reconstruction of public structures by local NGOs, their commitment to community participation was far behind what it should be.

Reflecting on this situation, members of several local NGOs, in particular SADO and SORRA, realised there was a need for a consultative workshop to:

- identify and determine the roles of different partners in development;
- introduce Participatory Rural Appraisal techniques to local NGOs as one approach to community participation; and to
- build strategies for participatory development.

The idea for such a workshop was enthusiastically supported by Rhoda Ibrahim, the ICD NGO resource person. A Workshop Preparatory Committee was formed consisting of members of SADO, SORRA, HAVOYOCO and WADA (see Annex 1b for full list of local NGOs represented), and preparations took place in November and early December. The workshop, 'Building Partnerships for Participatory Development', was held in Hargeisa from 10th - 14th December 1995. It brought together over 40 individuals representing Government, local NGOs, international NGOs, and

community organisations from all regions of Somaliland.

This workshop was different to earlier workshops in several key aspects:

- 1 The workshop was conceived and facilitated by local Somali development workers.
- 2 Local NGOs from all the regions of Somaliland were represented, together with government institutions, international NGOs and donors.
- 3 Participants were specifically selected for their experience and commitment to community development.
- 4 The workshop's objective was to end, not with an empty list of recommendations, but with firm commitments to put into practice the solutions and strategies identified during the workshop.

We are very much convinced that this workshop will bring positive changes to capacity-building approaches in Somaliland and will make a positive impact on building future partnerships between the various actors in the country's development.

We are aware that some local organisations may be disappointed not to have participated in the workshop. This workshop was just a first step. We sincerely hope that other organisations will join us in future workshops.

We would like to thank Rhoda Ibrahim for her support in helping to make the workshop a reality, our co-facilitators Omar and Zeynab, and members of the Preparatory Committee: Mohamed and Hassan from HAVOYOCO, Shukri from WADA, and Faiza from SOWDA, for organising the logistics so well. We thank the Minister of Foreign Affairs and Planning, Mohamed A Dhimbil, for giving his time to open and close the workshop. We thank Judith Gardner (ICD) and Mark Bradbury for their help in planning and structuring the workshop, and writing the workshop report. We are very grateful to ICD and VetAid for sponsoring the workshop. Finally, we express our thanks to all the participants for their excellent participation which helped create the conducive and open learning environment that made the workshop such a success.

Dr Adan Yousef Abokor
Hassan Mohamed Ali
December 1995

The Workshop in Context

The Somali Conflict

In 1991, the Somali state collapsed as civil war engulfed the capital Mogadishu, and the military regime of Mohamed Siad Barre was overthrown. When the political and military factions which toppled Barre could not agree to form a united government, the war degenerated into an even more protracted and deadly conflict causing huge loss of life, massive population displacements, and the widespread destruction of services and infrastructure. The disruption caused to the rural food economy led to famine and mass starvation in southern agro-pastoral areas in 1992. Vocal international NGOs and the media shamed the international community into making an unprecedented humanitarian intervention between 1992 and 1994. UN military protection forces were deployed to secure the delivery of humanitarian assistance to populations in need.

The human, cultural, economic and political costs of the war have been enormous. In 1988, in the early days of the war, an estimated 50,000 people were killed in northwest Somalia, and 600,000 people fled to Ethiopia. Some 25,000 were killed in only four months of fighting in Mogadishu between 1991 and 1992. By that time, an estimated 1.5 million people were displaced throughout Somalia.

Already weakened by lack of investment, mal-administration, corruption and state suppression, the war resulted in the total collapse of all state institutions – the civil service, army, police and judicial system, educational and health services, banking, and communications systems. All public facilities and many private ones were destroyed. In Hargeisa alone an estimated 60,000 houses were demolished. At a community level, population displacement and the manipulation of kinship (clan) identities, caused the break up of communities and families, and destroyed long-standing reciprocal relations between neighbouring clans, between former friends and colleagues, and even husbands and wives, parents and children. The war has tragically eroded traditionally-accepted codes of behaviour, common values and trust.

Reconciliation, Peace-building and Reconstruction

The massive international humanitarian response in Somalia was primarily focused on the southern part of the country. Regions such as the northwest and northeast were generally neglected. Here, out of the

ruddle of war, people have begun their own process of rebuilding new civil structures. In 1991, the northwest regions ceded from Somalia to form an independent state – the Republic of Somaliland, although international recognition has been withheld. Traditional clan-based institutions of elders, combined with fledgling governmental and non-governmental organisations, have emerged to take some responsibility for governance, security and reconstruction, at a community and national level. In 1993, at the 'Borama Grand Conference on National Reconciliation', the responsibilities of these various institutions for governance, security and development were defined in a National Charter.¹

However, the re-establishment of a functioning state and the restoration of peace has not been without problems. Lack of international recognition has meant that the country is not eligible for bilateral aid, only short-term humanitarian assistance. Since November 1994, Somaliland, for a while the most stable area in the Somali region, has been afflicted by a new civil war. This war has set back reconciliation and much of the progress in reconstruction made over the previous three years. At the end of 1995, there was some optimism that this conflict may be drawing to a close.

International Responses

The institutional and structural causes of the Somali conflict have largely been ignored by the international community. The massive humanitarian response focused on the provision of basic services and commodities to populations in need. In the process, civic and civil structures were allowed to erode. The UN military intervention ended in 1994, and consequently humanitarian assistance to the region has declined. As the humanitarian crisis is deemed to have ceased, international agencies have begun to devote more attention to the institutional and structural aspects of the conflict and engage in efforts to rebuild institutions of civil society.

Capacity-building Initiatives

In Somaliland since 1993/4, Oxfam America, CARE International, the Life and Peace Institute, the German Government through GTZ, and the British Government through the Overseas Development

¹ Bradbury, M. (1994) *The Somali Conflict: Prospects for Peace*. Oxfam Research Paper no.9. Oxford: Oxfam UK/I.

Administration (ODA), have all been supporting 'capacity-building' programmes. ICD has also identified institutional strengthening and capacity-building as the main focus of its technical assistance programme. Indigenous NGOs have been the primary focus of all these programmes, although Save the Children Fund, GTZ, ICD, and some UN agencies have also given support to governmental administrative structures. However, as the organisers of the workshop argue in their Foreword, there is little coordination or common understanding of what is meant by capacity-building among international assistance agencies.

Two ideas usually lie behind capacity-building programmes. First is the notion that the effectiveness and efficiency of development projects is dependent on the well-functioning of institutions implementing those projects. Strengthening local NGOs will therefore improve the effective implementation of projects. Second is the notion that 'vulnerability' and 'capacity' are interrelated. Poverty and vulnerability are seen to arise from lack of organisational capacity or institutional strength, as much as from lack of access to or control over material resources, or from poor physical well-being. Development generally, therefore, is perceived as a process of increasing people's capacity to reduce their vulnerability.

The first of these ideas tends to underlie capacity-building programmes with NGOs in Somaliland. The emphasis is on strengthening organisations through training programmes in 'organisational development' to implement projects defined by international agencies. In this way NGOs become sub-contractors in the international aid system.

The expansion of the indigenous Somali NGO sector

Local NGOs are not new to Somalia. They have a history that stretches back to the early 1980s, the Ogaden war, and the advent of structural adjustment policies and their accompanying welfare safety nets. The recent proliferation of local NGOs in Somaliland and Somalia is, however, a direct result of the war. The local NGO sector has emerged in response to the collapse of government, public services, civic structures and the loss of human and material capital. In Somaliland most local NGOs have been founded by Somali professionals who have been displaced by the war and are now living in communities where they have family roots. Limited job opportunities and a genuine concern to

meet urgent rehabilitation needs has led to the creation of local NGOs as a means of accessing resources for their communities. The lack of an internationally-recognised government has also meant that international assistance agencies have sought out local NGOs as indigenous partners to work through.

As the paper by Mohamed Sheik Abdillahi (Annex 2b) makes clear, local NGOs have played a significant role in the country's rehabilitation to date. As well as implementing many crucial projects, they have been vocal advocates for assistance to different regions of the country, thus ensuring a more equitable distribution of aid. They have also been active in peace and reconciliation efforts, providing logistical, secretarial and moral support for the important peace conferences in Sheik (1992), Boroma (1993), Sanaag (1993) and Harshin (1995). Women's organisations, in particular, actively promoted peace and reconciliation efforts in 1992 and 1993, and the protection of the rights of women.

Who is responsible for development in Somaliland?

NGOs (local and international) are not lone actors in Somaliland's recovery and the re-emergence of civil society. The efforts of community-based councils of elders in peace and reconciliation, the efforts of Government in the re-establishment of security and basic public services, and the investment of private business in some essential public services, indicates that governmental, non-governmental, and community-based institutions all have a role and future stake in rebuilding a 'civil' society.

In December 1995, ICD assisted a committee of local NGOs in organising a workshop in Hargeisa, which brought together representatives of Government, local NGOs, the media and international agencies to discuss some of these ideas and contribute to development practice in the country. The title of the workshop, 'Building Partnerships for Participatory Development', made 'partnerships' and 'participation' the core themes of the workshop.

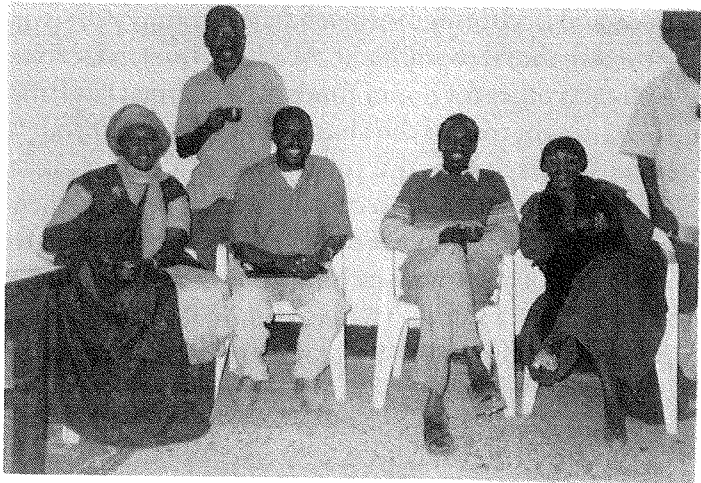
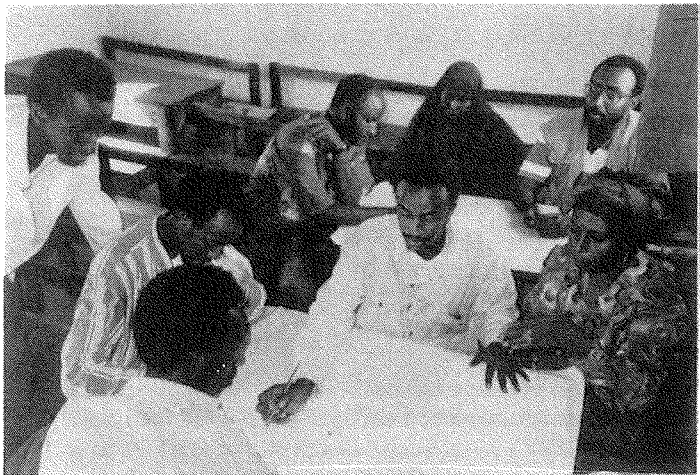
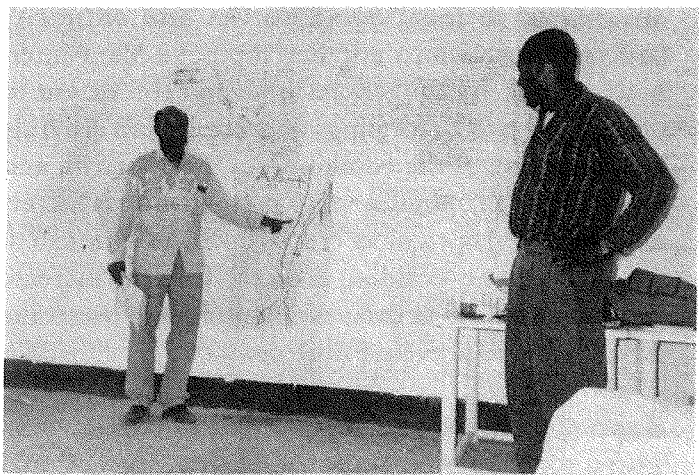
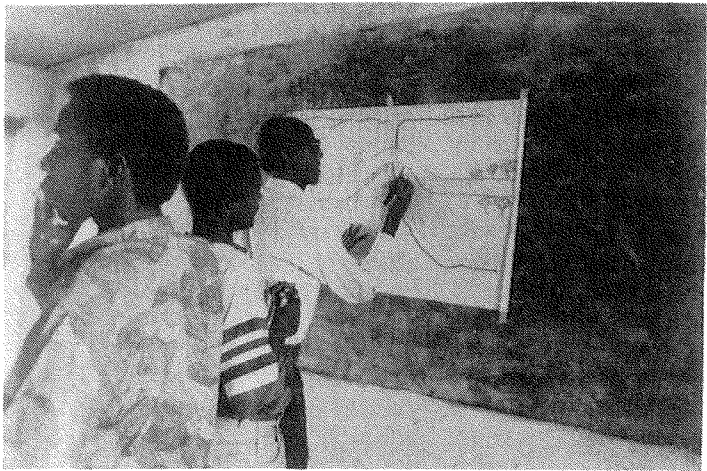
A fascinating debate emerged on the first day of the workshop regarding the nature of development policies in Somaliland. It was noted that in much of Africa, development policies are passed down from the top, rather than emerging from or in response to needs at the grassroots. This was certainly the case under the military regime of Siad Barre. In a break with the past,

the Somaliland National Charter adopted at the 1993 Boroma Conference, defines the responsibilities designated to local communities and authority structures for security and development. Many international and local agencies question the extent to which local NGO groupings of professionals are truly representative of the communities they work in, and whether their commitment to participation is merely rhetorical. Perhaps a more crucial question is the extent to which capacity-building of local NGOs can increase the ability of rural or urban communities to overcome poverty, and to prevent future conflicts.

Building partnerships for participatory development

The uncoordinated response of the international community in Somaliland has done much to create tensions and competition among the local organisations and institutions involved in the country's reconstruction and development. At a local level, NGOs vie with each other for donor funds. At a national level, the Government resents the channelling of funds through local NGOs, while the local NGOs in turn resent Government attempts to coordinate and regulate their activities. Somaliland's recovery centres on the need to build political consensus on a common vision and a common set of values. The workshop sought to address this by helping to build and strengthen partnerships among the main actors in the country's reconstruction and development.

Workshop participants



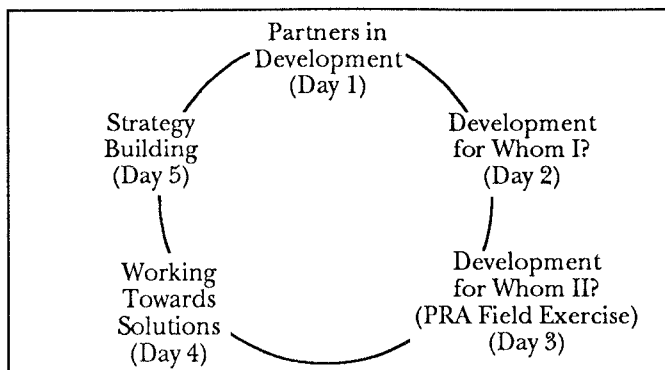
Workshop Summary

A. THE WORKSHOP OBJECTIVES

To bring together people from local NGOs, CBOs, international NGOs, and Government, as well as individual development practitioners and researchers, in an environment of effective and open communication:

- to exchange and share experience and ideas about the development process and practice in Somaliland in order to achieve a common understanding;
- to enhance the skills and awareness of participatory approaches in development practice (including PRA);
- to create and strengthen links and develop a strategy for future working relationships among development partners;
- to contribute to understanding and thinking on approaches to development in Somaliland through the production of a workshop report in English and Somali to share the workshop's outcomes with relevant organisations, NGOs, Government Ministries and other groups.

B. THE WORKSHOP LIFE-CYCLE



C. THE WORKSHOP PROCESS

• **Day 1 – Partners in Development** introduced key development ‘actors’, the Government, local NGOs, international NGOs and the media, and gave a representative from each the opportunity to present their institution’s ‘mission’ and ‘vision’. An attempt was made to distinguish and clarify appropriate roles, and to look at the comparative strengths and opportunities of each institution. For most participants, this was the first forum in which they had heard representatives from both Government and NGOs discuss and debate their institutions’ different visions and objectives, and their potential for collaboration and partnership.

• **Days 2 & 3 – Development for Whom?** aimed to question some of the assumptions that lay behind the visions and missions, and to focus participants on their relationship with the communities and people whom they support. Participants were introduced to the theory and methodology of Participatory Rural Appraisal (PRA) as a means of exploring participatory approaches to development planning and to raise questions of equity in decision making. On Day 3, the workshop participants travelled 30kms outside of Hargeisa to visit the rural community of Daraweine, in order to practice using some of the PRA tools introduced the previous day. For many, this experience with the community brought home the rhetoric and reality of much development practice.

• **Day 4 – Moving Towards Solutions** began with participants reflecting on the previous day’s field visit, the application of PRA and its relevance to the work of different development partners. Through the medium of a role play, the participants explored the constraints and confusion surrounding the relationships between the various development actors and the implications of this for development, rehabilitation and emergency interventions. With heightened awareness of the problem and its consequences, work moved on to identify strategies to improve the situation so as to promote a more positive working relationship among development partners.

• **Day 5 – Strategy Building** enabled the participants to end with an agreed way forward. The question for the day was ‘how do we develop a strategy for future working relationships among development partners?’. Local NGOs identified core characteristics and values of organisations calling themselves humanitarian NGOs. Exploring whether local NGOs in Somaliland can achieve a common vision, participants used a ‘force field analysis’ to distinguish the forces and factors which can both prevent and promote a common vision. Having identified those constraints which NGOs can themselves address, the workshop concluded with participants proposing the next steps for building partnerships for participatory development. Practical commitments were undertaken by all the organisations represented at the workshop with regard to: improved communication, collaboration, the exchange of skills and the establishment of regional forums for local NGO coordination. A commitment was also made to hold a follow-up workshop within six months.

Day 1 Partners in Development

1.1 OPENING WORDS

Dr Adan opened the workshop by extending a warm welcome to Mohamed A Dhimbil, the Minister of Foreign Affairs and National Planning (MoFANP) and all the participants. He explained how this workshop was different to other previous workshops.

Firstly, the workshop brought together a rich mix of participants from all five regions of Somaliland and included representatives of government, local NGOs, international NGOs, the Somaliland media and other professionals.

Secondly, the participants were personally selected by the Workshop Preparatory Committee, on the basis of their long experience and commitment to development, and as people who would contribute openly and constructively to the workshop.

Thirdly, the workshop was conceived and organised by, and would be facilitated by, Somali professionals.

1.2 OFFICIAL OPENING

The Minister of Foreign Affairs and National Planning officially opened the meeting. He thanked ICD for supporting the workshop and bringing together the participants. He saw the workshop as a chance for the participants to exchange their views on development, so that each of them could clearly see their role in the process of reconstruction. He encouraged all the participants to actively contribute to the workshop and, through this, reach an understanding that 'we are all working together as a family'. The workshop would provide an opportunity to try and narrow the gap between each other and to overcome any misunderstandings. He noted the appropriateness of the workshop title. The word 'partnership' stressed the need to all work together; 'participatory' emphasised that everyone had a role to play in the workshop and in the rehabilitation and development of the country.

1.3 INTRODUCTIONS

With over 40 participants coming from different regions of the country, some time was spent on introductions. Participants introduced themselves to each other in pairs and then to the wider group. For some, this was quite an emotional experience. There were old friends who had not seen each other for several years because of the war. Others had known each other as teachers and pupils. A full list of participants is found in Annex 1b.

1.4 KEY ISSUES AND CONTRIBUTIONS

After the organisers had presented the workshop objectives to the participants, people were divided into Base Groups (see annex 1a) and asked to do the following:

- identify two key issues that you would like the workshop to address;
- identify two key contributions you intend to make to the workshop.

The responses are summarised in the box below.

KEY ISSUES:

- what is participatory development
- planning and management of development programmes
- capacity building for local NGOs
- specific problems facing Somaliland: environment and peace
- how to find a balance between collaboration and diversity of people in development
- how to include marginalised and powerless groups in the development process
- assisting rural communities to have a participatory role in their own development
- the role of different development institutions in the advancement of participatory development approaches
- the role of NGOs
- building partnerships between local NGOs, international NGOs and government

CONTRIBUTIONS:

- views on the role and responsibilities of NGOs
- views on how to better coordinate development activities
- actively participate in discussions, question, comment
- discuss experiences of PRA
- experience of group members
- compose an entertaining role play
- remind participants of the workshop ground rules
- host the team at Daraweine.

1.5 AIMS OF THE DAY

The war has touched all parts of the country and all sections of society. There are many organisations, institutions and individuals who are already actively involved, or have a stake in and wish to be involved, in the reconstruction of the country. These include local authorities, local NGOs, community groups, professionals, as well as international assistance agencies, be they NGOs or UN agencies. They come to the task with different responsibilities, skills, philosophies, interests, agendas, goals and objectives. In pursuance of these, there is often little communication, interaction or sharing of ideas and experience. While diversity is important for creativity, it can lead to a conflict of interests and competition.

The aim of the first day of the workshop was to identify the different 'actors' involved in the rehabilitation and reconstruction of the country, to achieve an understanding of their visions and missions, and to explore their relationship with other development actors. This was done through the presentation and discussion of four papers by a representative of the Government, a local NGO, an international NGO, and the media respectively. (For the full text of these papers, refer to Annex 2).

1.6 VISIONS AND MISSIONS OF KEY ACTORS IN THE DEVELOPMENT PROCESS

1.6.1 Government: The Ministry of Foreign Affairs and National Planning

The Minister of Foreign Affairs and National Planning presented a paper which set out the objectives and responsibilities of the Ministry in terms of planning and implementing the rehabilitation of the country. These responsibilities had been approved by the Council of Ministers.

The Minister emphasised that the role of government was to guide the country's development by formulating social and economic development policies and plans. The Government had a responsibility to meet the nation's aspirations for employment opportunities, standards of living and basic services. The Ministry was constrained by a lack of resources (including human resources) and data. This would take time to build up. Achieving these ends required the collaboration of local and international NGOs. In pursuance of its objectives the Ministry had instituted sectoral coordination meetings, through which it is intended to formulate Somaliland's first National Plan.

The Minister's paper stimulated discussion on a number of key issues:

- **Coordination and Implementation:** It was suggested that the paper described the Government as a 'do-all' agency, leaving no room for NGOs or the business community. The Minister was asked to clarify whether the Government saw itself as an implementor or coordinator. If it was as an implementor, this was contrary to the National Charter formulated at the Boroma Conference in 1993, which gave responsibilities for implementation to local communities. The Minister reiterated that the government's role was not to implement, but to guide policy.

- **Cooperation with other partners:** The Minister emphasised again that the Ministry faced many constraints. It did not have the capacity alone to implement social and economic national planning. He asked that local NGOs cooperate with the Ministry in this task. For example, a mass of data was lost during the war. Local NGOs could assist the Ministry to collect data from any documents they may possess. Shortage of human resources was also a problem within the Ministry. The Minister was seeking assistance from local and international sources to rectify this, but realised that it would take time.

- **The responsibilities of the MoFANP and the Ministry of Rehabilitation:** The role of the MoFANP was to coordinate, while the Ministry of Rehabilitation was responsible for implementation.

- **Rural-Urban Disparity:** It was suggested that one of the major failures of the Barre government was to get a correct balance between rural and urban development. Today many of the development agencies are located in the urban areas, while rural areas are still neglected. The Minister was asked whether the Government had a vision so that it could avoid past mistakes. The Minister agreed that the country's development depended on the rural areas ('development begins at home'). However, it would take time to redress this imbalance.

- **'Top-down' or 'Bottom-up' Development:** One participant observed that by 'social development' we usually mean development from the 'grassroots'. However, in Africa, this in reality usually means top-down development. The question is whether, as a new country, Somaliland now has an opportunity to bring these approaches together. The Minister suggested that there was a need to choose something in between. The problems of 'top-down' approaches to development were all too obvious under Barre's regime. However, going to the other end – extreme decentral-

isation – may create confusion. While the principle of decentralisation set out in the National Charter is admirable, without a common vision there is a danger that society will fragment. There must be participation, but there must also be consensus and some form of acceptable regulation and coordination.

1.6.2 Somaliland NGOs: Challenges and Opportunities

Mohamed Sheik, Director of the Awdal Rehabilitation and Development Association (ARDA), presented a paper on the challenges and opportunities facing local NGOs.

The paper provided a useful history of Somali NGOs prior to the war. Somaliland NGOs were as new as the country, a product of the conflict. Most NGOs had been formed by Somali professionals who were displaced by the war and found themselves living in rural communities where they had family ties. Limited employment opportunities and the desire to do something to rehabilitate their country led to the formation of several NGOs. The creation of these NGOs was also prompted by the need of international agencies to work through alternative local partners in the absence of an internationally-recognised government. Local NGOs had achieved a great deal, but they were weak in several areas and their relations with other partners and communities had become fraught with tensions. Internal competition had prevented collaboration among local NGOs. As funding for rehabilitation in Somaliland has now declined, local NGOs are increasingly facing a crisis of identity. It was likely that most would go through a process of transformation, during which some will collapse and disappear, while others will change and survive.

Mohamed Sheik's paper provoked discussion on a number of interesting issues:

- **The future of indigenous NGOs:** The paper suggested that local NGOs are providing services which were formerly provided by government. Furthermore, some NGOs have disappeared as their staff have found other sources of employment. A question was raised about what strategies NGOs should pursue in the future as the economy improves. Mohamed suggested that the major reason for the growth of the NGO sector had been the ease of access to resources. Many NGOs will die a natural death in the future as funding dries up. However, there will always be a role for socially-committed local NGOs, although their roles will change and become more complex.

- **NGOs and politics:** It is usually written into their constitutions that NGOs are non-political organisations. A question was raised as to how feasible this is in a society which is politically divided? Mohamed suggested that, in reality, this was impossible. NGOs do not work in a vacuum. NGOs have a role to play in peace and reconciliation and this inevitably involves politicking. NGOs are, and have to be, political, but not in a sectarian sense.

1.6.3 International NGOs: An Alternative Approach to Development

Omar Edleh presented ACTIONAID Somaliland's approach to development. He emphasised that the paper was a statement of ACTIONAID Somaliland's development principles and a description of its own vision of development. It did not represent the position of other international NGOs, and was not intended to challenge the Government's, local NGOs' or other international agencies' perspectives on development.

ACTIONAID first began working in Sanaag region in 1986, supporting rural community development. The war caused the programme to close in 1989. In 1992, ACTIONAID returned to Sanaag to support the rural population in the rehabilitation of water resources and improved animal health care systems. In 1993 it supported a major project to rehabilitate the water supply of Erigavo town. ACTIONAID works closely with the regional committees of elders and has, in the past, provided support to 'grassroots' regional peace and reconciliation initiatives. It has also provided support to local NGOs in the region, through training in PRA.

ACTIONAID's approach emphasises participation and local decision-making. As a development organisation with charitable motives it exists to serve its 'clients'. It therefore respects local priorities and local interpretations of problems. It works with local skills and resources to support self-governance and self-reliance. It recognises the complexity of rural livelihoods and believes that local resources are best managed by those who depend upon them. It is committed to supporting local problem-solving capabilities, by strengthening local institutions, while addressing the needs of women and the poor.

Rather than growing in size, ACTIONAID chooses to work through local forums, thus increasing local capacity. In the future ACTIONAID plans to continue supporting work in the sectors of water, pastoral development, food security and distance education, as well as continuing to support processes which strengthen peace and reconciliation.

The paper was followed by a short discussion:

• **International NGOs and local partnerships:** There was a view that while this workshop was about building partnerships, many international agencies did nothing to actively promote such partnerships. For example, the European Union had recently stopped all local NGOs from using the ECHO flight, while international agencies continued to use it. Omar was asked whether ACTIONAID worked with a counterpart who would take over its role when it left. Omar said that ACTIONAID in fact works with several local NGOs, providing them with training. The organisation also works closely with the Erigavo NGO Coordinating Committee appointed by elders.

• **International NGOs and local clients:** One participant described how many international NGOs easily become dependent on and influenced by local clients and 'protectors' (*abaan*). These are people from whom they rent vehicles or houses. If communities are unhappy with the agency, they are unable to do anything about it because the agency is protected by the *abaan*. However, if the *abaan* is unhappy they can easily get rid of the NGO.

• **Educational priorities:** A question was asked as to why ACTIONAID had chosen to focus on 'distance learning' for secondary school leavers and students, when there was such a widespread need for basic education. Omar responded that the decision had come from elders.

• **Factors affecting distribution of international assistance:** A question was raised as to why international agencies had neglected the eastern regions and were concentrated in the west. Accessibility and security were given as two reasons. It was also suggested that international agencies preferred to work close to each other. International agencies are also influenced by the lobbying of people from an area. It was suggested that there was a need to distinguish between physical presence and support. UNICEF and Save the Children Fund, for example, currently support programmes in all five regions of the country.

1.6.4 The Somaliland Media and its Role in National Development

Mr Suleiman Dahir Afgarshe, an experienced radio broadcaster with the BBC Somali Service and Radio Hargeisa, and an advisor to the Ministry of Information, presented a paper on the role of the media in development.

Suleiman described the importance of the media in society and its ability to influence people. It is the

'sacred right' of people, he argued, to be informed about plans that are being made for them and about decisions which affect their lives. He outlined the responsibilities of the media to provide independent, accurate and timely information. The media offered different actors in development the opportunity both to gauge the feelings of a large number of people, and to extend ideas and information to them. He said, however, they rarely use the media creatively, only for their own publicity purposes. The media can play a vital role in national development, peace, demobilisation and the revitalisation of cultural traditions. However, the media in Somaliland is bereft of resources – trained men and women, equipment and finance. If its role had been recognised and supported, he argued, many of the current problems besetting the country would have disappeared.

The paper provoked a lively discussion on:

• **The impartiality of the media and its relationship to government:** Participants recognised the power of the media to affect people's minds and ideas; television enables us all to know what is happening around the world. However, some believed that the media is not neutral. The previous regime invested the largest share of the national budget in the military and the second largest share in the Ministry of National Guidance. Privately-controlled media can be equally powerful and not necessarily neutral. The question is how to develop a national media and ensure it is not used against the people it is supposed to serve. Suleiman was asked whether he was advocating for government or private-controlled media. He responded by suggesting that no human being can be neutral on any issue. Everyone has preferences for what they want to hear. The BBC selects from hundreds of news items it receives a day, what it considers to be 'international' news. He said that he himself chose not to broadcast items which shamed national values and culture. As far as government control of the media was concerned, while the current government does allocate finance to the radio, most of this goes on paying staff. Meanwhile there is only one tape recorder! Government control of the media is therefore limited.

1.7 STRENGTHS AND OPPORTUNITIES

The workshop went on to consider in more depth the relative roles of the development partners. Participants broke into four groups to consider the following question:

- Referring to the presentations, what are the strengths of these development partners and the

opportunities for them to contribute to the reconstruction and development of the country?

The groups' responses are given in the boxes below.

GOVERNMENT

Strengths:

- government has an interest in partnership
- it is aware of its own constraints
- it has the basic organisation of government in place
- there is a desire to mobilise resources

Opportunities:

- to pursue and invest in peace and reconciliation
- to win the support of the people to establish local government structures in regions and districts of the country
- to step-up demobilisation and reintegration initiatives

In addition it was pointed out that the Government has instituted a minimum wage (which is more than the Government in Britain has!). Opportunities require resources and given the resource constraints on the Government, there is a question over whether or not these opportunities really exist. Human resources do exist both within and outside government and could be called upon if the Government took the initiative. However, it was felt that the Government can only utilise these resources if it has the support of the people.

LOCAL NGOS

Strengths:

- less bureaucratic than other partners
- closer to the grassroots
- flexibility to implement different programmes
- can make use of minimum resources to maximum benefit
- can be a catalyst for development
- are advocates for development of communities
- invest in the development of human resources

Opportunities:

- to be more accessible to donors
- to increase mobilisation of local and international resources
- better positioned to win the trust of the community
- to empower the poor
- disseminate information and communication within and outside the country
- to enhance their role in peace

INTERNATIONAL NGOS/UN

Strengths:

- resources
- management and technical know-how
- experience
- access to donors
- communication systems

Weakness:

- lack of local know-how
- biased (show superiority)
- waste resources
- say but do not do capacity building
- refusal to acknowledge presence of government
- lack of coordination within and between international and local NGOs
- short term projects

Opportunities:

- conducive environment for reconstruction (ie donors will give money)
- available human resources
- no regulations at all on their work
- easy access to:
 - top government officials
 - community elders
 - opinion makers of society
- to assist with the rehabilitation of the country

Constraints:

- conflict/ insecurity in certain areas
- poor infrastructure
- lack of coordination
- dependent upon and influenced by certain individuals

The notion that international NGOs lack local knowledge was contested by some Somali representatives of international NGOs. Most of the international agencies do have a great deal of experience; some are long-established organisations. In addition it was noted that they do have the opportunity to work across clan boundaries, in a way that Somali NGOs and Government representatives may not. With the resources at their disposal, they also have the opportunity to make a change. However, one has to ask whether the amount of resources invested have brought about the changes we see today, or whether these changes have come about through local efforts. Finally, it was felt that because their projects are short term, international NGOs give no thought to sustainability.

MEDIA

Constraints:

- limited capacity of radio (limited coverage, airtime, and poor reception)
- lack of trained professionals (production)
- lack of material resources
- untimely (late) news

Strengths:

- provides a wide range of educational coverage on topics such as health, agriculture
- provides information on on-going development programmes
- provides information on Government development policies and priorities
- provides entertainment programmes for motivation (development) purposes

Opportunities:

- to support the cultural homogeneity of the country
- to support the revival of national values through on-going peace and reconciliation efforts
- a growing potential of people trained in the media
- government financial allocations for the media are increasing
- private participation and support of the media is increasing
- to be an agent of positive change towards development

Further discussions focused on the role of the media as a vehicle for change, and as a 'watch-dog' in society. While it was recognised that the capacity of the media to influence the situation in the country is limited by the fact that there are only two radio stations working (in Hargeisa and Boroma), the media was criticised for its tendency to focus only on tragic news. It does little to promote the exchange of useful information, for example on development issues. Less attention is given to reporting on and promoting 'peace' and 'prosperity' than, for example, political fighting or camel thieving!

Suleiman's paper argued that the media should be neutral. However, participants felt that the media exaggerates political hostilities, and thus undermines its claim to provide balanced reporting. It was suggested that there needs to be a balance between reporting false information or suppressing news, and omitting news and information which could provoke hostilities.

Day 2 Development for Whom?

Reflections on Day 1

'the topics are pressing issues...the workshop was needed.'

'the frankness of the participation is good...it is nice to see people engaged in something together.'

'these are the right people to be selected.'

'people are meeting people they have not seen for years.'

'the papers were good...we needed more time for discussion.'

'the participation of women was poor.'

'there was much criticism of international NGOs and too little of local NGOs.'

2.1 AIMS OF THE DAY

The objective of the second day was to begin to develop a clearer definition of 'development' by addressing the question: 'who is development for?'

Workshop participants were introduced to Participatory Rural Appraisal (PRA), as one approach to participatory development. The idea was to test some of the assumptions behind the Visions and Missions of the various actors in development as outlined on Day 1.

Since the mid-1980s, the approach and methodologies of PRA have, in many countries, become an almost standard part of non-governmental and some governmental community and rural development programmes. However, it was little known in Somalia before the war. The fact that it is only now being introduced in Somaliland, is an indication of the isolating effects of six years of war. The fact also that several international agencies, notably ACTIONAID, CARE and GTZ are providing training in PRA, is indicative of a confidence that rehabilitation and development is a feasible goal in Somaliland itself, and

in some parts of Somalia. It also signifies a new approach to development in Somaliland – with more emphasis on community participation and involvement.

PRA training programmes usually take place over several days or longer. Participants at this workshop were only given an introductory taste of PRA and its comparative advantages. In preparation for a visit to the rural community of Daraweine on Day 3, the participants were taken through a simulation exercise in order to practice the PRA techniques they had been introduced to in the morning.

The following section provides a summary of PRA, but for more detailed information about PRA tools and techniques please refer to specialist manuals.¹

2.2 WHAT IS PARTICIPATORY RURAL APPRAISAL?

PRA developed from Rapid Rural Appraisal (RRA), a research technique developed in the late 1970s and early 1980s by researchers in international development as an alternative, and complement to, conventional surveys.

PRA is a method for learning from and with communities. A key feature of PRA is its use of multi-disciplinary teams which include community members. Technical teams with a single focus or limited range of skills often only see one side of a problem. An exclusively male or female team could overlook half of a community.

While having a multi-disciplinary team of 'experts' live in the field for a period of time is often not cheap, PRA practitioners argue that it is a cheaper form of data collection than more conventional survey methods. Structured surveys can be a quick means of generating data. However, the analysis can take a long time. Practitioners assert that PRA can reveal qualitative information, at least as accurate, in a shorter time. The reason is that community members are part of the team and data collection and analysis is done in the field. PRA, however, is not necessarily rapid. It takes time to understand changing attitudes and processes.

The choice of methods used depends on the kind of information required. While it can be argued that PRA reveals little about the wider, macro-economic environment within which communities live, the

WHAT IS PARTICIPATORY RURAL APPRAISAL?

PRA is an intensive, systematic but semi-structured learning experience carried out in a community by a multi-disciplinary team which includes community members. It can be used for:

- needs assessments
- feasibility studies
- prioritising development activities
- implementing development activities where new information needs to be collected
- monitoring and evaluating activities

It requires attitudes favouring:

- participation
- respect for community members
- interest in what they know, say, show and do
- patience (not rushing or interrupting)
- listening, not lecturing
- humility
- methods which empower community members to express, share, enhance and analyse their knowledge

question PRA practitioners ask is whether communities actually need and can use such sophisticated data. PRA cannot replace more formal survey techniques. However, if the main objective is to learn about community attitudes and opinions then PRA is an appropriate method.

PRA VERSUS OTHER RESEARCH METHODS

Participatory Appraisal	Questionnaire Research
• short time	• long time
• low cost	• high cost
• flexible	• fixed
• high participation	• low participation
• on-the-spot analysis	• analysis in the office
• little statistical analysis	• statistical analysis
• semi-structured interviews and group discussion	• formal questionnaire and individual interviews
• multidisciplinary team	• enumerator
• non-hierarchical	• hierarchical
• best for learning and understanding rural people's opinions, behaviours & attitudes	• best for gathering representative data and statistics

Finally, PRA can be used for all parts of the project cycle, from the design stage to evaluation.

¹ The PRA training materials used in the workshop are taken from: *PRA with Somali Pastoralists: Building Community Institutions for Africa's Twenty-First Century*, a case study based on fieldwork carried out in Jeded village, Gardo District, Northeastern Somalia. Published by Clark University, USA, December 1994; and Theis, J. and Grady, H.M. (1991) *Participatory Rapid Appraisal for Community Development. A Training Manual Based on Experiences in the Middle East and North Africa*. Published by the International Institute for Environment and Development and Save the Children Federation, London.

2.3 PRA AND PASTORAL COMMUNITIES

Although PRA was developed from research in sedentary rural farming communities, it has been used in many different fields, including research into pastoral life, in urban environments, impact assessments of natural disasters and attitudes to health practices. ACTIONAID uses PRA extensively in its work with pastoral communities in Sanaag region. PRA has also been used to design development projects in pastoral nomadic communities in North East Somalia, where some of the training material for this workshop was drawn from.²

All societies are complex, and development workers should not assume that they know everything about the communities, whether rural or urban, with whom they work. Each community has a *resource* base, on which community members apply different skills. A farmer, herder or trader will apply different *skills* to the same resource. People's ability to utilise a resource, often depends on their position of *power* and influence.

Rural communities are also dynamic. Pastoral communities in Somaliland, for example, have changed dramatically over the past few decades and the war has caused even more rapid change. The greater emphasis placed on breeding livestock for export has prompted a change in the breeds of livestock favoured by herders. This has an impact on the environment, on eating habits and the health of pastoralists. PRA can help to understand the complexity and dynamic nature of societies. Its starting point is the knowledge that community members have about their social, economic, political and natural environment.

The features of PRA which enable development workers to better understand the complexity of any community, and incorporate that community's knowledge of their own environment into the work, were outlined for participants.

Mapping Garbage

In Erigavo, the local NGO SVA (Sanaag Voluntary Association) wanted to do something about the garbage problem. They drew a map of the town and identified households nearest to the garbage sites. SVA then asked those living nearest to garbage how they wanted to solve the problem. Each household decided to take responsibility to clear their area. The areas around those houses are now clean.

MAIN FEATURES OF PRA

Triangulation:

A means of cross-checking information using:

- multi-disciplinary teams, including men & women, insiders and outsiders.
- a variety of sources of information (people, places, events).
- a mixture of techniques and tools.

Flexibility and Informality:

- plans and research are revised and modified as the field work proceeds.

In the Community:

- learning from and with community members (participatory)
- activities are done jointly with community members

Optimal Ignorance:

- avoiding unnecessary information
- knowing what is not worth knowing

On-the-Spot Analysis:

- undertaking analysis in the field itself

Offsetting Biases and being Self-Critical:

- seeking out the poorest, women, disadvantaged
- avoid only talking to the better-off, educated, articulate and men
- looking for remote areas
- being aware of seasonal biases
- being aware of one's own biases

2.4 OVERVIEW OF PRA TOOLS

PRA incorporates a range of oral and visual techniques and tools to facilitate community involvement in all aspects of data collection and analysis, project design, implementation, monitoring and evaluation. Some of the common ones include:

- **Spatial mapping:** can include natural resource maps, opportunities and services maps, village household maps, or transects, depending on the nature of the enquiry.
- **Temporal maps and trends:** these can include seasonal calendars, or historical time-lines, and can be used to show how the environment and priorities have changed over time.
- **Institutions:** various kinds of diagrams can be used to describe the different institutions existing in a community, and their relative influence and power in decision-making.

² Op. cit.

- **Ranking:** various forms of ranking can be used to identify priority needs. These are usually done with different community members, such as men and women, old and young people who often have different priorities.

The development agency or the research team should select the most appropriate techniques for the given task, as well as experiment and adapt methods as necessary. The crucial point is that the maps should be drawn *by the community* and, like the ranking, done through group discussion.

THE RANGE OF PRA TECHNIQUES & TOOLS

- Secondary data review
- Direct observation
- Semi-structured interviewing
- Focused group discussion
- Preference ranking and scoring
- Pairwise and matrix ranking
- Wealth ranking
- Analysis through group discussion
- Diagrams
- Mapping and modelling
- Transect walks
- Seasonal calendars
- Time trends
- Historical profiles
- Livelihood analysis
- Oral histories
- Workshops
- Stories
- Case studies
- Proverbs

2.5 PRA AND PARTICIPATION

A major aim of PRA is to overcome some of the shortcomings of 'top-down' approaches to development, whereby projects are planned and implemented by outside agencies (government and NGOS), with the minimal consultation and participation of community members. Community members are unlikely to take responsibility for such projects unless they are involved in designing them, or they are appropriate to community needs.

Local NGOs sometimes assume that they do not need to spend time in the community, as they are part of it. However, as most NGOs are urban-based, they are also 'outsiders' even to the nearest rural community. They often make assumptions based on their own interpretations and understanding of problems.

'I was displaced from Mogadishu by the war. I thought I knew my community, but I was wrong. We found that people knew their priorities better than those who came from the town. The situation is changing fast. These PRA tools were designed in other cultures. What we need to do as intellectuals or local NGOs is to take these tools, test them and find out if they are applicable.'

Said Warsame

GVO (Gollis Voluntary Organisation), Sanaag

A PRA training exercise with Oxfam in a community outside Hargeisa, revealed that the priority need of the community was not for more water, as Oxfam had assumed, but for a health clinic.

In Sanaag region ACTIONAID had developed 15 indicators to assess the quality of water resources they were helping communities to rehabilitate. A recent evaluation carried out together with communities produced a list of 45 indicators!

Another PRA exercise carried out by the local NGO Yagleel with pastoral communities in Sanaag region discovered that one family travelled some 3,000 kms in one dry season. This helped explain why the people's cattle were malnourished and thin!

2.6 DANGERS OF PRA

If properly used, PRA has a wide range of applications. However, like any set of tools, there can be problems if people are insufficiently trained to use it, or do not approach it with the right attitude. The shortcomings are often less to do with the tools themselves and more to do with attitudes and behaviour.

SHORTCOMINGS OF PRA

Poor PRA exercises may arise from the following:

- difficulty in finding right team
- superficiality from being too rapid
- preference for statistics and quantitative data
- preference for fixed questionnaires
- not seeking out the poorest, least educated, women
- failure to involve community members
- lack of rapport with community
- failure to listen
- making value judgements
- lecturing instead of listening
- raising expectations in communities
- male teams neglect women
- poor team work
- wrong attitude and behaviour
- lack of humility

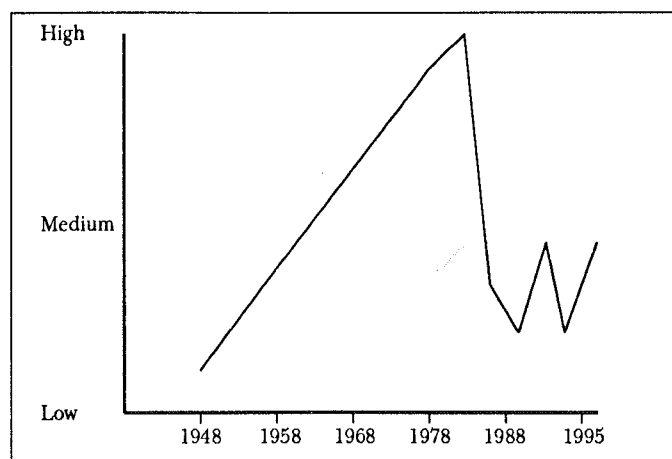
2.7 PRA SIMULATION EXERCISE: HARGEISA

In order to practice using some of the tools, participants simulated a PRA exercise in Hargeisa. The following are examples of some of the data generated.

HARGEISA TIME LINE

1948	Hargeisa becomes capital
1950	Local councils introduced
1952	Major institutional developments made
1954	Haud and reserve areas ceded to Ethiopia
1957	Hargeisa Hospital opened
1958	1st election of local authorities and first printing press opened
1960	Independence and unification
1961	First coup attempt
1964	Constitutional referendum (black & white boxes) Riots against taxation ('bakayle qaleen') Ethiopia-Somali war
1969	Military Coup
1972	Somali script introduced & expansion of education system
1977	Somali-Ethiopia war & influx of refugees
1980-82	franco valuta
1982-84	upheavals & demonstrations
1988	SNM incursion in Hargeisa
1991	Rebirth of Somaliland
1993	Egal's government elected
1994	Hargeisa civil war

HARGEISA POPULATION TRENDS



1948-1958	Hargeisa grew from a rural village to urban capital
1958-1968	population grew slowly, physical expansion of town
1968-1978	steady population growth

1978-1988	sudden population growth due to refugee influx and subsequent economic boom
1988-1991	lowest population due to civil war
1991-1994	returnees from refugee camps
1994	civil war & upsurge of violence

HARGEISA CALENDAR OF SEASONAL ACTIVITIES

March, April, May

- early rains set in
- decrease tomato production
- increase milk sales, March
- decrease charcoal sales
- shortage of livestock sales
- increase of milk in April
- increase in malaria and infectious diseases
- transport disrupted
- increase in water availability

June, July, August

- increase in sale of ghee, hides and skins
- more physical constructions
- schools open – increase in wedding ceremonies
- increase of livestock export and meat production

September, October, November

- shortage milk, fruit and vegetables
- shortage of income
- shortage of fodder in town
- demand for heavy clothes
- increase of local cereals
- skin and eye diseases increase
- increase of fuelwood and charcoal

December, January, February

- water shortages
- decrease business transaction and decrease in incomes
- increase in *qat* prices
- increase of pneumonia
- shortage of local grain
- shortage of fruit and vegetables
- deterioration in livestock quality
- increased malnutrition among women and children
- increase in 'supper begging', especially for men
- increase in beggars
- increased demand for heavy clothes

GENDER ACTIVITIES

Women	Daily food preparation and processing; grocery shopping; mother household duties; bread winning	Weekly washing clothes; house cleaning; friends visits; household maintenance	Seasonally planning seasonal household needs; adjust household management to seasonal needs
Girls	household cleaning services; assist mother in daily activities; baby sitting	assist mother in weekly activities; self-grooming	assist mother in seasonal activities
Men	family affairs management; bread winning	Friday prayers; resting; chewing with friends	physical construction of house
Boys	schooling; sporting	resting; sporting	school vacation

PAIRWISE RANKING OF PROBLEMS IN HARGEISA

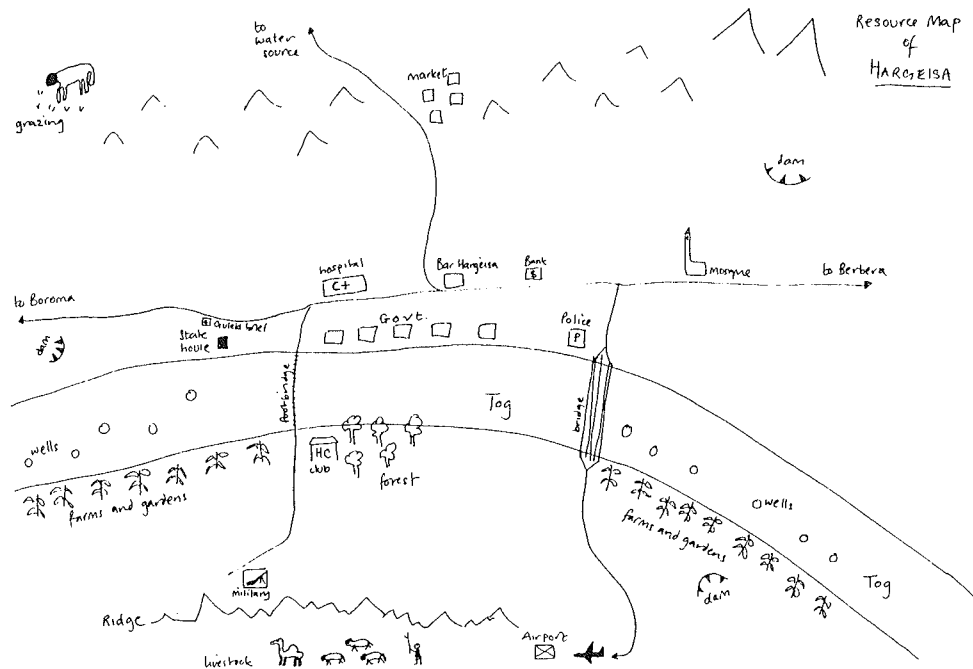
PROBLEMS	1	2	3	4	5	6	7	8	9
1 Shelter	x	se	wa	sh	un	sh	sh	sh	w
2 Security	x	x	se	se	se	se	se	se	se
3 Water	x	x	x	wa	wa	wa	wa	wa	wa
4 Sanitation	x	x	x	x	un	in	ge	sa	w
5 Unemployment	x	x	x	x	x	un	un	un	un
6 Inflation	x	x	x	x	x	x	in	in	w
7 Education for girls	x	x	x	x	x	x	x	ge	w
8 Transport	x	x	x	x	x	x	x	x	w
9 Women's exhaustion	x	x	x	x	x	x	x	x	x

Problems Score	Rank	Problems ranked in order of priority
Shelter (sh) – 4	5	Security
Security (se) – 8	1	Water
Water (wa) – 7	2	Unemployment
Sanitation (sa) – 1	8	Women's exhaustion
Unemployment (un) – 6	3	Shelter
Inflation (in) – 3	6	Inflation
Education for girls (ge) – 2	7	Education for girls
Transport (t) – 0	9	Sanitation
Womens' exhaustion (w) – 5	4	Transport

The ranking exercise identified security as the major problem, with water second. Transport was considered the least priority.

HARGEISA RESOURCE MAP

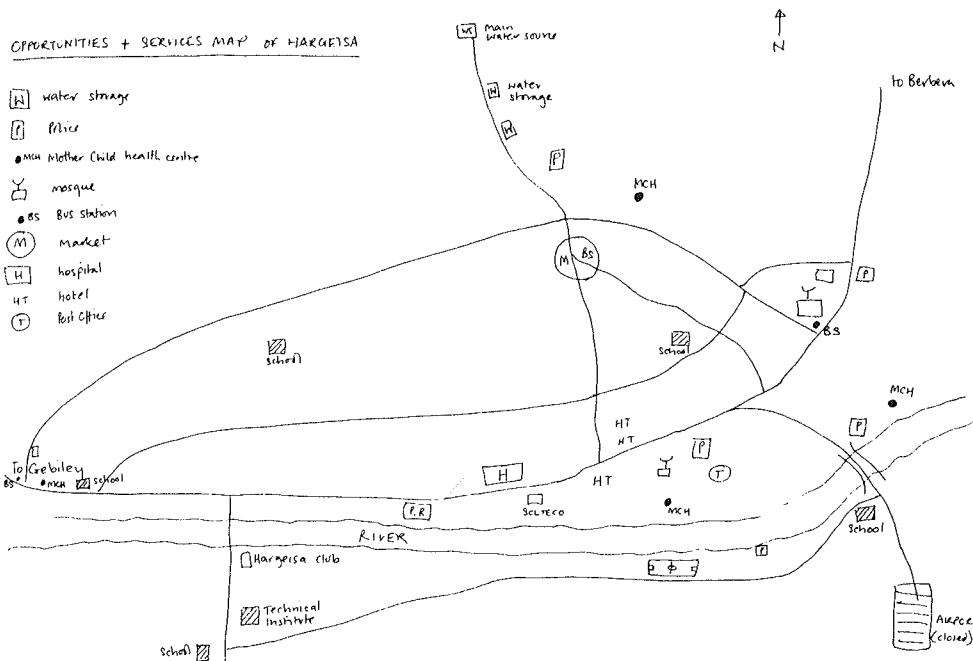
Resource map was adjusted through discussion in the plenary, with some dams added. The maps illustrated the different perspectives of women and men.



HARGEISA OPPORTUNITIES AND SERVICES MAP

OPPORTUNITIES + SERVICES MAP OF HARGEISA

- [W] water storage
- [P] Police
- MCH Mother Child health centre
- [M] mosque
- BS Bus station
- (M) market
- [H] hospital
- [HT] hotel
- (T) Post Office



Day 3

Development for Whom?

Reflections on Day 2

'some parts were informative and motivating.'

'too much information...not enough discussion.'

'it was good when people gave their own experiences.'

'people have difficulty understanding what is meant by opportunity.'

3.1 FIELD VISIT TO DARAWEINE

The theme of 'who development is for' was carried into Day 3, and made more real by a visit to Daraweine village.

3.2 AIMS OF THE DAY

The aim of the day was to put into practice some of the theory learned in Day 2. It also gave participants from the regions a chance to experience current life outside of Hargeisa and to see for themselves in what ways it was similar or different to their own communities. The bus journey to Daraweine did not take long but it was enjoyed by everyone. It felt good to be going somewhere together to learn and share.

The Daraweine community had been consulted beforehand by the Workshop Preparatory Committee and had agreed to take part in the exercise and to host the participants with a lunch (fully paid for by the workshop). In return for the time and effort given by the community, the Workshop Committee had invited and arranged for two representatives from the community, an elder and a local NGO member, to attend the full five days of the workshop.

• **Daraweine Village:** Daraweine village is located some 30 kms to the north east of Hargeisa. The village is sited next to a 'tug' (river). A shallow water table enables vegetable and fruit cultivation, most of which is sold to Hargeisa. Before the war a major army camp was

situated next to the village. During the war the army cut down many of the best trees and looted several irrigation pumps. In 1993, after the war, the army base was used as one of the main demobilisation camps for militia.

There were two features of Daraweine which particularly surprised the workshop visitors. First, it is a village where people from several different clans lived in apparent peace, despite the hostilities in other parts of the country. Second, there is an unusual communal system of farming (*guus*), which was introduced by the founder of the village 40 years earlier.

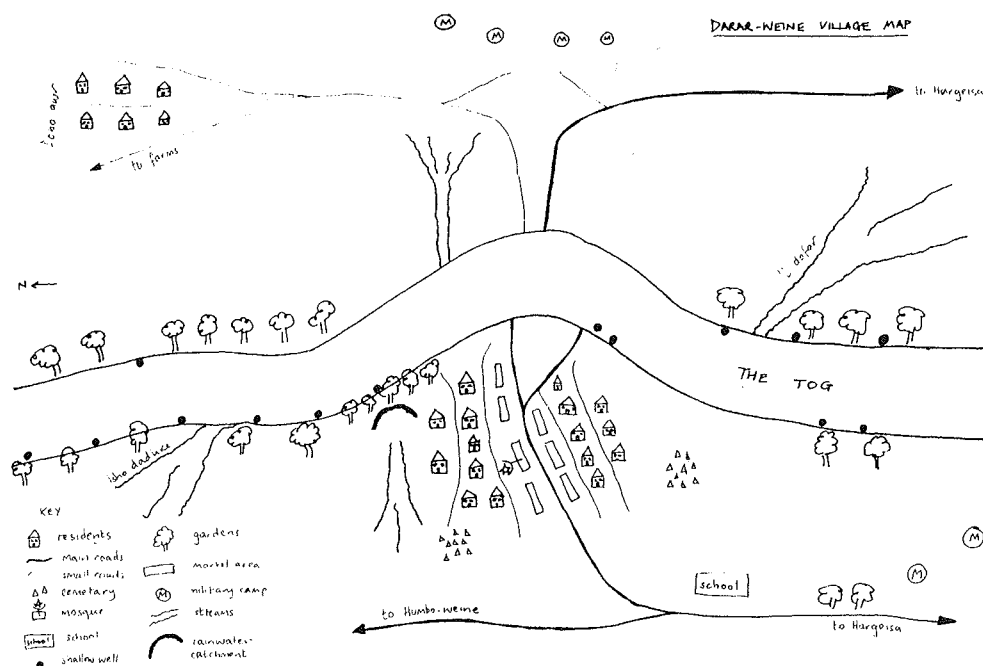
3.3 PRA SIMULATION EXERCISE: DARAWEINE

PRA exercises were carried out in four groups. The exercises included: transects, semi-structured interviews, historical time line, seasonal calendar farm maps, service mapping, problem ranking. Some of the data generated by the groups is presented on the following pages.

DARAWEINE TIME LINE

- 1956 first settlement
- 1957 malaria epidemic with high mortality
- 1959 drought, Daraweine used as water source
- 1960 independence
- 1962 'agricultural revolution', from pulley to donkey irrigation
- 1963 extinction of lions, thinning of forest
- 1968 resettlement near the river bank
- 1969 Siad Barre revolution
- 1971 introduction of diesel water pumps
- 1972 drought, Daraweine used as water source
- 1973 military garrison established
flood and farms damaged
- 1977 Ogaden war, increase in widows
- 1978 primary school built in self-help scheme
cutting trees for commercial purposes
- 1979 water source for dam in refugee camp
- 1980 Development Bank loan to farmers for pumps
- 1984 severe drought, Daraweine used as water source
- 1988 civil war, population partially displaced
- 1991 fall of Siad Barre, return of refugees
- 1994 floods, malaria, demobilisation camp
- 1995 diarrhoea, chicken pox

DARAWEINE VILLAGE MAP



DARAWEINE PAIRWISE PROBLEM RANKING

PROBLEMS	UNLINED WELLS	PUMP PARTS	WATER CATCHMENT	HAND TOOLS
UNLINED WELLS		pump parts	water catchment	unlined wells
PUMP PARTS	pump parts		pump parts	pump parts
WATER CATCHMENT	water catchment	pump parts		water catchment
HAND TOOLS	unlined wells	pump parts	water catchment	

SCORE

pump parts = 6
 water catchment = 4
 unlined wells = 2
 hand tools = 0

This ranking exercise revealed that spare parts for the pumps was a major need. A second need identified was for sub-surface dams. The ranking led onto a discussion about credit. Prior to the war villagers had received loans from the Development Bank for water pumps. They had paid back the loans. Now they needed assistance to buy new spare parts, but the bank was destroyed during the war.

DARAWEINE SEASONAL CALENDAR

NOVEMBER, DECEMBER, JANUARY 'jiilaal' • land preparation • caring for big trees • repair fences • tilling • levelling • desilting	FEBRUARY • nursery preparation • pleating • watering • manuring • fertilisers	MARCH, APRIL, MAY 'gu' RAINY SEASON • out planting • watering • manuring • fertiliser • 'guus' activities
JUNE, JULY 'xaggaa' • fencing • land preparation • tilling • levelling • distilling • harvesting • marketing	AUGUST	SEPTEMBER, OCTOBER RAINY SEASON • out planting • watering • manuring • fertilisers • 'guus' activities • marketing crops • preserving seeds

Day 4 Finding Solutions

Reflections on Day 3

'The best thing about the field exercise was to visit a place with lots of potential. It shows what is possible if one is committed to development.'

'Development workers have much to gain from communities. It is a step forward when they take time to talk with and learn from communities.'

'The main thing we learnt is that the exercise is not simple.'

The visit to Daraweine and the PRA exercise were intended to promote a more participatory approach to development and to focus attention on 'the community'. The visit reminded participants of whose problems they (as local NGO workers or government employees) were working to address. It reinforced the importance of being open to seeking and taking ideas from the community.

4.1 AIMS OF THE DAY

The aim of Day 4 was to move the participants forward from identifying problems to identifying solutions. The day began with participants reflecting on the usefulness of PRA as an approach to participatory development and its relevance to the work of different development partners.

4.2 REFLECTIONS ON DARAWEINE PRA EXERCISE

Time was sufficient during the workshop to provide participants with only a taste of PRA and its potential. PRA is difficult to do properly and requires proper training, preparation and practice. Dr Adan recalled that the PRA exercise in which he had participated in Jeded in North East Somalia had involved three weeks of training, and even then there were still aspects he found difficult to do.

Participants were asked to reflect on the visit to Daraweine and the application of the PRA approach

'I remember we used to sit in the office and design community development projects without going to the communities.'

Dr Adan SORRA

and tools. They were guided by a series of questions. The answers are summarised below:

1. What was the most useful part of the exercise?

- finding out a lot of information in a very short time
- the community's full participation
- detailed mapping of Daraweine village
- touring and talking to people
- meeting the Daraweine community
- practical experience in the field

2. What was the most difficult part?

- ranking
- how to avoid possible misunderstandings and raising expectations
- people were asking for assistance
- how to engage the community in discussions along the lines of PRA; it was difficult sometimes for the community to understand the questions
- there was not enough time to analyse information

3. What was the most surprising part?

- the attitude of the farmers and their readiness to cooperate
- the Traditional Birth Attendant's way of record keeping of every child born in the community (collecting a stone for every birth)
- absence of women in the fields and the lack of fruit and vegetables
- such a large community without a health post
- community composed of multi-clans
- crop sharing practices
- high level incidence of malnutrition, given the available food sources
- a lot of information was collected in a short time

4. What kind of information was easiest to obtain?

- information on problems
- observation related information eg. the transect map
- physical setting of the village
- health and agricultural information
- history of the village

5. What kind of information was most difficult to obtain?

- disclosure of assets and property

- the power structures within the community
- socio-economic status of people
- income and gender work differences

6. Was there anything you were unable to find out?

- the power structures within the community
- absentee landlord's part of the story; we only talked to the workers
- how families from different clans manage to live together in harmony in the current circumstances

7. How has the day's experience changed your ideas about development and the way you will work in the future?

- it will encourage us to repeat the PRA exercise again
- development workers have a lot to gain from the beneficiaries (the community)
- learning how to gather information
- that it is always crucial to collect developmental information
- it has not changed anything

8. How relevant is the PRA approach for the different partners in development: community; local NGOs; government; international NGOs; UN/donors?

- it is relevant to all the different partners in community development
 - highly relevant
 - very relevant for coordination and co-financing
 - it gives the community the opportunity to participate in their own development and gives other institutions a true and realistic picture of their activities
 - it can be very useful for local NGOs in their work if they gain sufficient confidence to use it
- **Expectations:** Several people stressed the difficulty of avoiding raising expectations in the community. It is important to 'leave the village *with* something'. Normally an organisation would use PRA if it were investing work and resources in a community on a particular project.

The most important aspect of PRA is that it helps communities to organise their own ideas, and to identify for themselves where they need assistance. After the visit to Daraweine, the next stage would normally be to develop a Community Action Plan. This would involve the community in planning activities and projects to address certain problems identified and prioritised

through the PRA. Dr Adan recalled that one of the positive outcomes of the exercise in Jeded community in Northeast Somalia had been the formation of a Village Steering Committee and Task Force. This was a new village institution which included elders, youth and women, who were to take forward decisions made on projects in the village. Creating a new institution helped to overcome some of the problems elders felt about involving women in decision-making.³ One of the benefits that had come from the visit to Daraweine was the opportunity for some of the women there to meet with women's organisations from Hargeisa.

• **Ranking:** All the groups found ranking the most difficult tool to use. This was partly because they did not distinguish between the symptoms (indicators) and causes of problems. Each sector and each village group has multiple problems and there is a need to focus. This can only be done over time. The facilitators noted that in their experience, communities in Somaliland find pairwise ranking easier than scoring.

• **Team composition:** This was found to be an important issue. Not all of the teams worked well together. In any PRA exercise there can be a communication breakdown within the multi-disciplinary team and between the team and the community. One way of dealing with this can be to agree at the outset a 'contract' or 'ground rules' for the team. It is not necessary for all the members of the multi-disciplinary team to come from outside. It is possible to create a team from the community, by including teachers, sheiks, women.

• **Timing and informants:** Timing and the availability of people was an issue. Some teams had difficulty finding people to talk to. People had work to do and did not have the time to sit and talk. Many women were absent selling their vegetables in Hargeisa. Other village women were busy preparing the meal for the visitors! This restricted the ability to collect information from women. The problem of finding people might have been overcome if the teams had stayed overnight in the village. One group was able to talk to a large group of farmers, but this had been organised in advance by one of the team members from the village. This reinforced the importance of preparation.

• **Project proposals:** It was suggested that PRA could generate important information for project proposals of local NGOs. Including PRA information in a project

³ *PRA with Somali Pastoralists: Building Community Institutions for Africa's Twenty-First Century*. Op. Cit.

BIYO GUDUUD ROLE PLAY

PROBLEMS IDENTIFIED

Media

- unreliable and exaggerated information
- lack of capacity to cover the story adequately, there was no reporter on-the-spot
- a mouth-piece of the government, not reflecting the views of others
- the wording of the information was loaded
- the media do not always exaggerate, the problem can also be the reliability of sources

Government

- very demanding and harsh attitude to international agencies
- lacking a proper situation assessment
- too dependent on external aid
- disorganised in presenting their needs
- reliance on interpreter meant there were communication problems
- failed to recognise the role of other development partners and local institutions
- asked for resources to be channelled through them

Local NGOs

- individualistic attitude
- prejudiced attitude towards others
- playing the government's role
- reactive to the problem
- unorganised to present the case properly to UN/donors

International NGOs

- poor communication with the local institutions
- lack of proper situation assessment
- irrelevance to priority needs
- 'red tape' of bureaucracy

UN/Donors

- continual refusal to cooperate directly with the national institutions
- slow response
- too focused on clan issues, contributing to fragmentation

PROPOSED STRATEGIES

Media

- check the facts
- reflect different view-points
- be ready to criticise
- improve capacity
- promote harmony through fair, credible and objective reporting

Government

- verify the facts
- make a press release about the emergency
- mobilise local resources
- initiate and create coordination between partners
- ensure facilities are in place and supervise; they do have some capacity if they are prepared to organise it

Local NGOs

- have a clear strategy
- work against individualism and avoid selfishness
- create a representative body at different levels
- avoid a monopolistic attitude
- preparedness, rather than reacting after the event is important
- they need to have a clear vision and focus
- they cannot work without partners

International NGOs

- improve their strategy of working with different development actors
- reduce bureaucracy
- develop partnerships with local NGOs

UN/Donors

- needs to be a willingness to cooperate with local institutions
- work towards strengthening the capacity of the national institutions (local NGOs and government)
- minimise the bureaucracy associated with them
- ensure equity in distribution of resources and the dependency of the helper-helped relationship

proposal can provide evidence that an NGO understands the issues from having spent some time talking with the community involved.

4.3 ACTING TOGETHER

For some people, the visit to Daraweine and the PRA exercise had enhanced the primacy of the relationship between the 'outsider' agencies and their target beneficiary communities, or 'clients'. It was important to get this relationship right before all others. The workshop went on to explore the confusion and tensions surrounding the relationship between other different development actors, and to begin to identify strategies to address them. This was done through the medium of a role play.

The role play, enacted by the facilitators, was based on a hypothetical disaster that struck the remote village of Biyo Guduud in Sanaag region. The role play characterised the responses of the media, government, local NGOs and international agencies to the emergency situation. The media exaggerated the extent of the emergency; the government was officious and demanding towards international assistance agencies; armed with a half page proposal a local NGO insisted that they were the only real representatives of the area; the international agencies were slow and bureaucratic in their response, and unwilling to trust and collaborate with local and national institutions.

The participants divided into five groups representing the media, government, local NGOs, international NGOs, and UN/donors, and were asked to consider the following:

- Think about the role play and identify the main problems between the development actors.
- Devise a strategy which your development partner could follow to improve the situation.

The analysis is summarised in the facing table.

At the end of the fourth day participants were asked to identify issues that they wanted to cover during the last day of the workshop.

Participants Suggestions for Issues to Cover in Day 5

- local and national networking
- coordinating resources provided by international NGOs
- coordinating capacity-building programmes
- local NGOs reflecting on their situation
- strategies for 1996

Day 5 Strategy Building

Reflections on Day 4

'participants need a deeper understanding of PRA.'

'today was a real workshop...there was lots of discussion and participation.'

'people are beginning to identify issues we hoped would come out – identifying a strategy, common understanding of roles.'

'although the Government is fragile people recognised a need to harmonise relations with government.'

'people recognise their own weaknesses and individualistic behaviour.'

5.1 AIMS OF THE DAY

The aim of Day 5, the final day, was to take forward the work begun the previous day on strategy building. Discussion focused on the role of local NGOs and their relationship with other development actors.

One of the suggestions made on the previous day for issues to be covered was 'for NGOs to reflect on their real situation'. The day therefore began with critical analysis and self-reflection, and ended with the different organisations committing themselves to implement steps to improve their partnerships as key development actors.

5.2 CRITICAL ANALYSIS AND SELF-REFLECTION

Dr Adan opened the session by stating that local NGOs are an important link between the various actors in development. The paper by Mohamed Sheik had mentioned many of their strengths and their shortcomings. The purpose of this session was to think about these. Dr Adan added:

'When looking to find a cure it is important to identify what is wrong. Although we have done

this kind of self-analysis before in workshops, nothing seems to change. Maybe the diagnosis or doctor is wrong.'

Participants were divided into four groups and considered two questions:

- what are we, as local NGOs, doing right?
- what are we, as local NGOs, doing wrong?

The following is a summary of the group presentations.

What we (LNGOs) are doing right

- 1 LNGOs are the first group in society who dedicated themselves to working for development in every aspect.
- 2 They have introduced the concept of LNGO to Somaliland.
- 3 LNGOs have achieved much in the rehabilitation and reconstruction of the country and have provided services in areas where international NGOs (INGOs) have not reached.
- 4 LNGOs have played a role in community awareness-raising and mobilisation for self-help.
- 5 LNGOs have shown they can be helpful in maintaining local security (particularly for foreigners).
- 6 LNGOs have a liaison role with INGOs and donors and act as intermediaries between donors and communities.
- 7 LNGOs are able to advocate on behalf of their communities, and help attract funds to other areas which have been neglected.
- 8 LNGOs provide job opportunities/employment outside of the government sector, and this is a new phenomenon in Somali experience.
- 9 LNGO workers show a sense of commitment and promote the concept and attitude of 'voluntarism'.
- 10 Through the LNGO movement the important role of women's organisations and the importance of women in development is being recognised for the first time.
- 11 LNGOs promote the development of human resources.
- 12 LNGOs retain important skills locally and reduce the brain-drain.
- 13 LNGOs have an advocacy and leadership role.
- 14 LNGOs contribution to PEACE and RECONCILIATION.
- 15 If LNGOs put all their project proposals and problem identifications together we could form a national plan.

What we (LNGOs) are doing wrong

- 1 LNGOs are jacks of all trades and masters of none. They lack a clear focus for their mandates and activities.
- 2 LNGOs may lack a community base; limited participation by communities/beneficiaries in the planning phase.
- 3 LNGOs have a deficit of experience and understanding of the principles of voluntary service.
- 4 LNGOs are reactive and donor-led, with no long-term plans or programmes.
- 5 LNGOs have a deficit of management skills and accountability.
- 6 LNGOs are engaged in aggressive competition for resources and can be contributing to localised conflicts.
- 7 LNGOs lack coordination and communication among/between themselves.
- 8 LNGOs are orientated towards the physical aspects of development – buildings, wells, infrastructure – to the neglect of the social and human side.
- 9 LNGOs are too many, fragmented and clan-based.
- 10 The working hours of LNGOs are too short.
- 11 LNGOs lack prioritisation, favouring quick interventions that can bring funds whether or not they are suitable.
- 12 LNGOs dance to the donor's tune: act as contractors for donors not as agents of social development/social change.
- 13 LNGOs take community support for granted.
- 14 In emergency situations LNGOs take a limited amount of initiative; they tend to leave it to the INGOs.
- 15 LNGOs rely on external funds.
- 16 LNGOs do not have clear constitutions. If we have a constitution, we don't use it. Those people who were heading NGOs in 1991, are still doing so.
- 17 LNGOs do not properly document their achievements/initiatives so what they do which is good is not known about.
- 18 LNGOs lack accountability to anyone.

The self-reflections provoked a lively plenary discussion. The frankness of the self-criticism was useful. As one participant commented:

'If we are able to work like this, be honest in our self-analysis, we will soon be able to dance to our own tune.'

5.3 MISSIONS AND VISIONS

'We all have a common purpose...or should have.'
Workshop Participant

The next session moved forward from self-reflection and an analysis of weaknesses towards developing a common vision of what the role of local NGOs should be in the reconstruction and development of the country.

Having identified 'what we are doing wrong', one way forward was to ask: *do we have an idea of what we want to do?* This question was explored by trying to define what a local NGO is or should be, by identifying values that should be common to indigenous NGOs in Somaliland.

The same four groups were asked to consider the following:

- what are the characteristics which define a local or indigenous NGO?
- agree and list four values that should be common to local or indigenous NGOs.

Characteristics

The four groups identified the following characteristics which should define a local NGO in Somaliland:

THE ORGANISATION

- Unbureaucratic
- A clear organisational structure
- Clear policies and strategies for development
- Proper constitution and well-defined job descriptions
- To possess or employ experts who can identify, design, prioritise, plan, implement, monitor and evaluate their programmes
- A viable office/base and specific emblem
- The capacity to develop programmes
- The capacity to solicit resources (technical and material)

THE PHILOSOPHY

- Non-political
- Non-profit making
- Non-partisan or clan-based
- Devoted to humanitarian principles and dedicated to development
- A clear focus and mission
- Transparency and accountability
- Voluntarism

- To be proactive and initiate change, not donor driven
- Be professional

THE CONSTITUENCY/TARGET GROUP

- Legitimacy with their constituency (communities)
- All activities should be undertaken on a participatory basis
- Proper systems for collecting and disseminating information
- Grassroots, community-based and participatory
- Advocate for and empower the marginalised

One group attempted a definition of a local NGO:

'An organised group with a clearly defined management structure that is committed to the improvement of the quality of life of specific target groups.'

The four groups then identified values and principles that should be common to all local NGOs:

THE VALUES

- Integrity
- Trustworthiness and accountability
- Self-reliance and empowerment
- Cooperative and participatory
- Active and supportive
- Mutual respect
- Ethical (professional and culturally sensitive)
- Concern for the stability of the country
- Respect for traditional values and cultural heritage

THE PRINCIPLES

- Commitment to voluntary consciousness
- Commitment to improving the lives of poor people
- Commitment to the development of civil society and its institutions
- Commitment to democratisation and human rights
- Commitment to peace and reconciliation and the promotion of conflict resolution.

The exercise led to a vigorous discussion on whether or not NGOs can be profit-making organisations, and whether or not they can be political. It was pointed out that in most countries in order to obtain tax free status, NGOs have to register as non-profit making, and non-political organisations.

• **To be for profit or not-for-profit:** One opinion offered was that NGOs are formed for different purposes, and not all NGOs are not-for-profit organisations. Only those which are charities are non-profit-making. Without making profits, NGOs in Somaliland will not survive.

The alternative opinion, voiced by the majority of participants, was that local NGOs should not be profit-making organisations. The terms 'voluntary' and 'humanitarian' define the kind of organisations NGOs are. They are different to community-based organisations, companies or cooperatives. It was important not to confuse profit-making with income-generation. NGOs must have an income generating capability to sustain themselves and to invest in projects, but this is different to making a profit. Profit means materialistic exploitation. Profit-making is, therefore, exploitative and thus contradicts all the values of an NGO.

• **Fundraising:** Local NGOs recognised they are heavily dependent on international NGOs and donors. Donor support for Somaliland is vanishing and local NGOs must begin to rely more on their own efforts and resources. It was felt there was a need to learn from local NGOs in other countries about how to tap local sources of funds and other resources.

• **Politics:** It was generally felt by participants that local NGOs are political organisations because, as social activists, they have a commitment to working with the poorest and marginalised in society. In Africa, it was argued, wars are born because of a lack of balance between the rural and urban populations, between the rich and poor. One participant observed:

'The rural people have come to the towns and they have looted us. This is because of an imbalance between 'haves' and 'have-nots'.'

NGOs should be working for equity and to change society. If NGOs are working for equity then, by implication, NGOs must be political in order to bring about social change.

However, it was pointed out that there is a need to be careful about how the word 'political' is used. The head of a local militia or a politician may also be concerned with change, to address the needs of a particular marginalised group or constituency. The difference between politicians and social workers is the means they use to bring about change, and who the change is for. NGO workers are social activists, not politicians. They must understand politics in order to

be aware of the context in which they are working, but this does not make them politicians. NGO workers must work for equity and justice, but be non-partisan.

5.4 STRATEGY BUILDING

'The fact that the government is not recognised outside Somaliland should not prevent us from moving forward.' Workshop Participant

Having critically examined what local NGOs are doing right and wrong, and having defined some common characteristics and values, the workshop moved on to strategy building. The question to be addressed was:

- How can we (local NGOs) achieve a common vision?

This question was tackled by using a strategy-building tool called a 'force field analysis'.

5.4.1 Force Field Analysis

Participants in the same groups first listed those 'favourable' factors or forces which can help local NGOs achieve a *common vision*, and then listed 'opposing' factors or forces preventing them from doing so. The groups then identified which of the opposing forces they could address. These were not necessarily the biggest or most urgent problems they face, but the ones they felt were within their capacity as local NGOs to address. The strategy was thus to work on those factors people felt it was possible to deal with, in order to shift the balance of forces to the positive side, and towards achieving a common vision. (See box on page 31.)

5.5 OUTCOMES: COMMITMENTS MADE

The final stage of strategy building was for the organisations represented at the workshop to develop a firm set of commitments on practical steps they would take to deal with the 'opposing forces' and other issues identified in earlier sessions.

The participants divided into regional groups of local NGOs, international NGOs and Government. They were all asked to consider the following question:

'What steps will your group take over the next year to address those issues identified in the force field analysis?'

FORCES AFFECTING LNGOs ACHIEVING A COMMON VISION

FAVOURABLE FORCES

establishing office base
 community base mobilisation
 have focus or area of specialisation
 voluntarism
 accountability and transparency
 collect data and develop projects
 closer relations with communities
 advocates for community needs
 good human resources
 local knowledge and understanding of culture
 respect of communities
 understand donor language
 local economic

OPPOSING FORCES

absence of seed funding
 competition among NGOs and failure to win the confidence and respect of communities*
 insecurity of funding
 poverty, corruption, lack of awareness*
 low technical capacity*
 unemployment, high opportunity costs
 limited community participation*
 poorly defined focus*
 limited facilities
 lack of funding
 orientation of development programmes to physical aspects
 lack of access to donors
 destructive competition*
 selfishness*
 bias and inclined to certain ends*
 oriented to other cultures
 not recognising that some cultural values are out of date and cannot keep pace with modernisation
 being affiliated to certain parties (partisan)*
 poor communication*
 individualistic behaviour*
 state of the country
 lack of infrastructure
 conflict*
 untapped resources
 limited education/technical skills
 insularity*
 lack of access to technical information
 poor communication with INGOs*
 lack of connection with community*
 lack of coordination

From the list of opposing forces, the participants identified (*) those they felt able to address themselves.

The following agreements were made on what steps each group would take:

What Awdal region LNGOs will do:

Priority issues to focus on are: coordination, capacity building and participation. The remedies proposed by the Awdal NGOs are:

The establishment of AAIN (Awdal Association of Indigenous NGOs):

- i. Complete preliminary consultations, draft by-laws and code of conduct.
- ii. Formal formation – workshops, conferences, briefings etc – December, January, February 1996.
- iii. AAIN becomes operational – March/April 1996
 - orientation
 - conscientisation
 - confidence building
- iv. Programme activities
 - capacity-building
 - conflict mediation
 - preparing the social development agenda for Awdal
 - networking with local and international organisations/NGOs

What Toghdeer region LNGOs will do:

- i. LNGOs coordination bodies to take shape within 1996.
- ii. Transfer expertise among the LNGOs.
- iii. Establish a networking system, to be built and improved in the future.
- iv. Establish closer links with the communities and encourage their participation.

What Sool region LNGOs will do:

Establish a regional forum to achieve the following:

- i. Networking : coordination, information dissemination, guidance for on-going activities, policies etc.
- ii. Capacity-building: training, obtaining equipment and office facilities etc.
- iii. Creation of data bank.
- iv. Introduce and monitor code of conduct.

What Hargeisa LNGOs will do:

- i. Create a regional umbrella (coordination) group.
- ii. Training, sharing experience, skills and knowledge, create a resource centre.
- iii. Contribute to peace and reconciliation activities.
- iv. Involve the community in planning, implementing, monitoring and evaluation of projects.
- v. Capacity-building of LNGOs.

What Sanaag region LNGOs will do:

- i. Establish and strengthen the coordination body which has already been started so as to be fully functional by March 1996.
- ii. Improve and exchange expertise and information among LNGOs (process already underway).
- iii. Develop conflict resolution mechanisms and strategies.
- iv. Promote participatory development approaches among all development partners.
- v. Work towards specific focus and build experience upon it.

What the Government will do for LNGOs:

- i. Develop policy and procedures to regulate LNGOs – to be in place by 1996.
- ii. Develop a well-functioning coordination body to facilitate LNGOs activities.
- iii. Promote the capacity of the government personnel related to the LNGOs.

- iv. Encourage LNGOs and support their activities throughout the country.
- v. Share the LNGOs' experience in community development.

What INGOs will do:

- i. Advocacy role: use the workshop report to lobby other INGOs and the international community on behalf of LNGOs which exercise 'good practice' in their work.
- ii. Assist in providing information about donor policies and INGO mandates, areas of interest.
- iii. Promote support for coordination among LNGOs and through LNGO forums.
- iv. Try to respond to technical assistance needs and skills deficits within the LNGO sector.
- v. Provide access to reference books and information.
- vi. Facilitate future workshops, seminars and training on issues which LNGOs propose.

Additional agreements made by the workshop participants

- To hold a one-day workshop for national policy makers, international NGOs and UN/donor agencies to appraise them about the outcomes of the workshop. A committee selected from the workshop should represent the local NGOs, one from each region and two facilitators. To be timed to coincide with the publication of the workshop report.
- To hold another workshop in six months' time (June 1996) in another region (Sanaag or Awdal) to assess the extent to which the next steps have been implemented, and their outcomes. To appoint a committee to make the necessary preparations.

5.6 WORKSHOP EVALUATION

The next steps brought the main part of the workshop to a close. Time was given for individuals to complete an evaluation form (see Annex 3a).

5.7 CLOSING REMARKS

The Minister of Foreign Affairs and National Planning was able to rejoin the workshop on the last day and offered some closing remarks.

He was pleased to have been able to witness the closing of the workshop. He thanked ICD and VetAid

for their sponsorship of the event, and the facilitators for their work throughout the five days. He believed that everyone who had participated had benefited.

The Minister concluded that the task which faces all of us is how best to work with people in the rural areas and help them deal with their problems. The intellectuals have a role in helping them to think through their problems and overcome them. However, if the beneficiaries do not take part in those discussions then they will not benefit. A person who stays only in the urban areas cannot help someone who lives in the rural areas. 'We must live, love and eat with them,' he said. That is where the planning starts and not, as under the old regime, at the centre. The role of central government is to develop vision, and local NGOs and the private sector have an important role to play. But what we have learnt from the past is that people resent centralised planning. The local NGO forums such as those discussed during the workshop will help with coordination and enhance the partnership between organisations.

Finally, the Minister noted that learning is always a process. The participants of this workshop had been through such a process, and he hoped that it would be possible to extend the opportunity to others in future.

5.8 THANKS AND ACKNOWLEDGEMENTS

Rhoda Ibrahim (ICD) closed the proceedings by thanking the Minister for his words. She thanked VetAid again for their assistance with sponsorship, and the facilitators for their work. Finally she thanked the participants for their contribution to an excellent workshop. Thanks are also due to Oxfam UK and Ireland.

ANNEXES

Annex 1 Workshop Preparation

Annex 1a

METHODOLOGY

Preparing a workshop takes time and requires considerable planning. Thought needs to be given to the organisation and logistics, the role of the various participants, as well as the venue, structure, agenda, and methodology of the workshop. The organisers and facilitators also need to be clear about what they expect to achieve from the workshop, and what they expect the participants to take away from the workshop.

The following notes outline the planning process that the preparatory committee went through in preparing for the workshop on **Building Partnerships for Participatory Development**. These are included here for workshop participants and readers from other organisations who may wish to organise a similar workshop in the future.

Annex 3c includes notes on an evaluation of the workshop conducted by the organisers and facilitators in order to assess the extent to which the workshop achieved the original objectives.

WORKSHOP PLANNING CHECKLIST

The following checklist was used for planning the workshop.

WHEN	date duration time
WHERE	venue accommodation
WHY	rationale aims/objectives outputs
WHAT	title workshop structure content
HOW	approach processes evaluation
WHO	organisers sponsors facilitators participants (sort/numbers)

WHY

Rationale for Workshop

The rationale for having the workshop was determined by asking: 'what can be achieved through a workshop that cannot be achieved by other means?'

- to be a FIRST STEP in a longer term process
- to overcome lip service to 'participatory development'
- to bring partners together
- to develop an understanding of participatory development
- to clarify the role of local NGOs in development of the country
- to develop effective systems of communication among partners

- to identify training needs of LINGOs and CBOs
- to identify whether there is a need for LINGO/CBO fora to address their own common problems
- to bring a large number of people together at one time
- to learn from each other and get to know each other
- to raise levels of 'awareness' about communities among NGOs
- to seek common values
- to build confidence in Somali ownership of the development process
- to coordinate capacity-building exercises
- to overcome hostility between partners : to build partnerships

Outputs

The facilitators also considered what the immediate outputs of the workshop would be.

What do we (facilitators) want out of the workshop?

- increased social capital
- mechanism for people to work together
- a strategy for future working relationships
- commitment to participatory development
- commitment to work together
- framework for developing *xeer* between all partners
- local NGOs/code of conduct (values/practice)
- directory of local NGOs
- development of a network
- increased human capital – new skills, practice, attitude, approaches, knowledge

What will participants take from the workshop?

- new skills and practice, attitudes and approaches, knowledge – increased human capital
- better links: feeling more included, less isolated, more confident
- clearer understanding of participatory development
- better understanding of development needs and roles of 'partners'
- common base of understanding
- develop future strategies for capacity-building
- increased ability to provide and access development assistance (funding, technical advice, skills sharing and training)
- develop networking mechanisms
- positive experience
- enhanced awareness of own potential

HOW

Process

In designing the workshop programme, the facilitators considered the question: what makes a good workshop?

- good preparation
- active participation
- level of commitment of participants
- conducive environment
- facilitation
- good time management
- clear workshop objectives
- group work
- content of workshop
- motivation
- warming up techniques
- role play
- ground rules
- base group formation

WORKSHOP GROUND RULES

Participants' mutually agreed 'ground rules' to which everyone would adhere during the workshop:

- respect
- no smoking in the hall
- attendance
- self-discipline

Ground Rules and Base Group Formation

A successful workshop depends on the active participation and contributions of its participants. While the workshop objectives and agenda had been defined by the preparatory committee, the theme of the workshop was 'participation'. It was important to ensure that the workshop met the needs of the participants and that they felt a sense of ownership. This was achieved in several ways.

Firstly, workshop 'ground rules' were mutually agreed. Secondly, participants were divided into 'Base Groups'. Those who were going to stay for the five days were further divided into Base Groups. These were mixed by region, profession and gender. Meeting at the end of each day, the Base Groups were encouraged to critically review the day and report their impressions to the main group the following day. This provided an ongoing evaluation and enabled the workshop planning group and facilitators to ensure that the workshop was responding to the needs of the participants.

In addition to the Base Groups the workshop used a variety of small working groups, plenary sessions, formal presentations, practical exercises and various visual techniques including a role play to ensure maximum participation. While English was the preferred language for plenary sessions, Somali was the medium for small group sessions.

Thirdly, and in addition to the objectives identified by the organisers of the workshop, the first task for participants in their Base Groups was to:

- identify two key issues that they would like the workshop to address;
- and two key contributions that they intended to make to the workshop.

WHO

Responsibilities of Workshop Participants

With a large number of people attending the workshop, the facilitators took time to consider the role and responsibilities of the participants. They were divided into four groups and assigned roles accordingly:

Facilitators

- develop the workshop materials
- set the objectives
- decide on workshop content
- conduct training
- facilitate
- plan, review and evaluate each day
- keep time

Logisticians (from the preparatory committee)

- accommodation
- transport
- meals
- prepare the venue
- registration
- per diems
- stationery
- handouts
- photocopy

Rapporteurs

- document daily proceedings
- collect written contributions/discussion papers/ training materials
- write report

Participants

- short term
- long term

The role of the participants was to actively contribute ideas and experience to the workshop. Short term participants were resource people and guests invited specifically for the first day.

TERMS OF REFERENCE FOR BASE GROUPS

Participants will be organised into 'base groups'. The base groups will be permanent throughout the five days. The role of the base groups is to review and reflect on each day's work. Different groups will then be responsible for leading the first quarter of an hour of each day, and involve the whole workshop in reflecting on and evaluating the previous day.

In reviewing and reflecting on each day, the base groups should consider the following questions:

- what are your feelings about the day?
- did anything surprise you?
- what was useful/not useful?
- what would you like to take further during the workshop?

It is hoped that the base groups will organise their reflection in different ways.

Base Groups Names

- 1 Galool (A tree with multiple uses for nomads. The loss of the tree is a sign of environmental degradation)
- 2 Galool II
- 3 Iskaashi ('cooperation')
- 4 Nomads
- 5 Hadhuud ('sorghum')

Annex 1b:
WORKSHOP AGENDA
 Guleid Hotel, Hargeisa
 10th-14th DECEMBER 1995

DAY 1 PARTNERS IN DEVELOPMENT

- 8.00 Registration
- 8.30 Welcome & Administrative Procedures
- 9.00 Official Opening by the Minister of Foreign Affairs and National Planning

9.05 SETTING THE AGENDA

- Introductions
- Workshop Aims
- Base Groups
- Key Issues & Contributions

- 10.00 Tea / coffee

10.30 MISSIONS & VISIONS

- Presentations by different development partners on how they perceive their roles in the reconstruction & development of the country:
- i. Ministry of Foreign Affairs & Planning
- ii. Representative from LINGO
- iii. Representative from INGO

- 12.30 Lunch
- 2.00 iv. Representative from Media

2.30 STRENGTHS & OPPORTUNITIES

- 3.00 Tea / coffee
- 3.30 Group Presentations

4.45 BASE GROUPS REVIEW & REFLECT ON THE DAY

- 5.00 Close of day's programme

DAY 2 DEVELOPMENT FOR WHOM?

- 8.15 Assemble
- 8.30 Base Group Reflection on Day 1

8.45 WHAT IS PARTICIPATORY RURAL APPRAISAL (PRA)?

- 10.00 Tea / coffee

10.30 OVERVIEW OF PRA TECHNIQUES AND TOOLS FOLLOWED BY PRA SIMULATION EXERCISE

- 12.30 Lunch

2.00 PRA TOOLS (continued)

- 3.00 Tea / coffee
- 3.30 Community Action Plans
- 4.00 PRA versus other research techniques
- Dangers of PRA
- PRA and the Project Cycle
- 4.30 Assignments for Daraweine visit

4.45 BASE GROUPS REVIEW & REFLECT ON THE DAY

- 5.00 Close of day's programme

DAY 3 DEVELOPMENT FOR WHOM?: DARAWEINE VISIT

- 7.15 Assemble
- 7.30 Depart by bus for Daraweine
- 8.30 Arrive Daraweine village
- BEGIN PRA EXERCISE**

- 12.00 Lunch with the community

2.00 PRA WORK (continues)

- 3.30 Discussion with the community
- 4.00 Return to Hargeisa

DAY 4 WORKING TOWARDS SOLUTIONS

- 8.15 Assemble
- 8.30 Base Group Reflection on Day 2 & 3

9.00 EVALUATING THE PRA EXERCISE IN DARAWEINE

- 10.00 Tea / coffee

10.30 ACTING TOGETHER

- Role play

1.00 BASE GROUP REVIEW & REFLECT ON THE DAY

- 1.15 Lunch & Close of Day's Programme

DAY 5 STRATEGY BUILDING

- 8.15 Assemble
- 8.30 Base Group Reflection on Day 4

8.45 CRITICAL ANALYSIS & SELF REFLECTION

- 10.00 Tea / coffee

10.30 MISSIONS AND VISIONS

- 11.00 **STRATEGY BUILDING**
- Force field analysis

- 12.30 Lunch

2.00 NEXT STEPS

- 2.30 Group presentations
- 3.00 Tea / coffee

3.30 PLENARY DISCUSSION

4.14 EVALUATION

4.30 CLOSING REMARKS

- 5.00 Workshop ends

Annex 2 Presentations (Day 1)

Annex 2a

THE MINISTRY OF FOREIGN AFFAIRS AND NATIONAL PLANNING REPUBLIC OF SOMALILAND

Introduction

The Ministry of Planning is the mother of all other Ministries. It has the responsibility of guiding the country's social and economic development policies, formulating short term, medium, or long term plans as appropriate to the country's needs and in line with the nation's aspirations, but often subject to economic limitation, prevailing conditions and the availability of basic data. During the implementation period of a given plan, the Ministry has the responsibility to plan and advise, make reports, oversee and evaluate the implementation of such a plan by ministries or parastatal corporations, as well as seek appropriate solutions for any problems encountered.

A plan is aimed at improving the lot of the population. It sets targets and defines ways of realising such targets. In any nation, the people want to be provided with employment opportunities, expect a rise in their standard of living and improvements in basic services. Regarding the morale of the people and their culture, our policies are clear and we know what we are aspiring to achieve. With the help of a plan we also know how we can achieve what we want to.

The formulation of any plan requires the availability of basic economic and social data. It requires the necessary qualified personnel, finance and stability so as to conduct census as well as social and economic studies.

Functions and Responsibilities of the Ministry

The functions and responsibilities of the Ministry of Foreign Affairs and National Planning are to:

- 1 Study and investigate the country's economic and social conditions, its potentialities and natural and productive resources, in order to formulate economic and social policies.
- 2 Examine economic and social projects which intend to develop the potentialities of the country, raise the standard of living, exploit natural resources and increase national production.
- 3 Formulate economic and social development plans that provide, *inter alia*, for their phased execution and review.
- 4 Coordinate all planning and development activities both in the public and private sectors.
- 5 Recommend legislation deemed necessary for economic and social development.
- 6 Draft periodic reports of the Government and call for reports from the Ministries, departments and public corporate bodies on their activities in the execution and follow-up of development projects.
- 7 Issue such instructions as may be necessary to ensure the implementation and follow-up of plans.
- 8 Employ, as may be necessary, consultants, specialists and experts to conduct economic or technical research, or to perform planning, engineering or other services.
- 9 Constitute technical and advisory Committees, working

- groups and study teams, drawing on its own staff or others to deal with any terms of reference assigned there by the Minister, or provided for in the regulations.
- 10 Carry out necessary studies to project the manpower requirements of various sectors, at various levels, so as to constitute the basics of government policy on the allocation of manpower resources among these sectors.
- 11 Receive and examine requests for external assistance from the Ministries and public corporate bodies.
- 12 Determine requirements for external assistance, including technical and financial assistance, on the basis of the approved development plans or approved projects, and requests from Ministries and public corporate bodies.
- 13 Act, in cooperation with a person designated by the Ministry of Foreign Affairs, as the sole channel of negotiations with representatives of international organisations, foreign governments and any other institutions or agencies for the provision and utilisation of external assistance.
- 14 Establish close liaison with the Central Bank in relation to all measures affecting foreign financial assistance.
- 15 Conclude supplementary agreements, within the framework of basic agreements entered into by the Government, for the provision and use of external assistance.
- 16 Accept, substitute, extend and terminate foreign experts and technicians assigned, or to be assigned, to any Ministry or public body, and deal with all administrative measures relating to them.
- 17 Coordinate external assistance with development activities and establish liaison with the representatives of foreign governments and international organisations furnishing such assistance.
- 18 Maintain records of all external assistance.
- 19 Ensure the optimum allocation and utilisation of external assistance by the Ministries and corporate bodies.
- 20 Require each Ministry and public corporate body availing itself of the services of foreign technical personnel to submit a periodic report, setting out the progress of work of such technical personnel.
- 21 Revise the allocation of technical personnel in the interest of a better utilisation of their resources.
- 22 Review and coordinate all external assistance, including technical and financial assistance, within the framework of the basic agreements concluded by the Government with foreign government or international organisations, and conclude agreements to supplement such basic agreements in accordance with the general directions of the Government.
- 23 Recommend measures to improve the organisation and procedure of the government machinery which implements development plans and projects.
- 24 Coordinate, collect, process, analyse and publish the statistical data of the country.
- 25 Receive from Ministries and public corporate bodies new programmes or amendments to approved projects for approval.
- 26 Require any Ministry or public corporate body to provide it with detailed studies and recommendations on any project which in its opinion would contribute to rapid economic social development.
- 27 Refer back for consideration, in the light of its recommendation, any project submitted to it for approval by any ministry or public corporate body if, in its opinion, such project requires further study.

- 28 With the approval of the Government to:
 - a. Authorise, in writing, the execution of any development project by any Ministry or corporate body, within the limits of the approved financial allocations for development. No Ministry or corporate body shall execute any development project until such written authorisation has been received.
 - b. Reject any project which is inconsistent with the aims, priorities and purposes of the development plans of the country or which is technically and economically unsound.
- 29 Recommend to the Government the issuance of directives necessary for the execution, or otherwise, of a project where, for any reason, a ministry, autonomous agency or public corporate body is unable to undertake an approved project in whole or in part.
- 30 Act as the official spokesman of the Council of Ministers and the Government on all matters concerning foreign aid and planning.
- 31 Carry out all other duties which may be delegated by the Government.
- 32 Undertake any other functions as may be assigned or entrusted to it by law.
- 33 Engage in international relations and exchange publications.
- 34 Correct, approve and propose any research to be undertaken in the country.

The Ministry's duties and responsibilities to the nation are numerous and could not all be detailed here. Some of its functions would indeed depend on the country's particular needs at a given time.

Historical Background of the Ministry Since 1991

- 1 We have completed for local NGOs and some of the national staff of the ministries a 30-day training course, on 'National Accounts' for Ministries and international agencies, which is essential for the Ministry of Finance and Savings and the Central Bank.
- 2 We have completed the law of registration of local humanitarian agencies and have submitted it to the Council of Ministers for approval.
- 3 We have finished a project proposal for the evaluation of the destruction of the country, economically and socially, in collaboration with several ministries who are seeking investment.
- 4 We have appointed a Technical Committee for CARE International's monetisation project. CARE International has promised, when the Technical Committee finishes its task, that it will bring food for monetisation.
- 5 In 1996, we are intending that Ministries prepare their plans and will submit them, according to their priorities, to the international agencies for assistance for which local resources cannot pay.

National Development Plan and Policies

Somaliland can only have rehabilitation policies in the near future. These can be outlined as follows:

- 1 The restoration of peace, cessation of all hostilities and strengthening security throughout the country.
- 2 The re-establishment of proper administration at the Central, Regional and District levels.
- 3 The rehabilitation of basic institutions, financial, health, water, education, and capacity-building.
- 4 The restoration of basic infrastructure: roads, harbours, telecommunications, water systems for both rural and urban areas.
- 5 The re-establishment of information and a basic data centre.
- 6 The agricultural sectors, fishery, livestock, farming and environment will be given utmost priority.
- 7 Community development oriented towards maximum participation will be followed in an effort to harmonize growth potential.
- 8 Human resource development will be pursued as an important issue, though it needs a long term strategy.

In carrying out its activities the Ministry is faced with the following constraints:

- 1 Lack of resources and technical input.
- 2 Lack of basic data.
- 3 Lack of skilled manpower.

Future development strategies include sectoral planning. The Ministry has developed a directive which divides the National Plan into the following sectors:

- 1 Agricultural sector consisting of: livestock, forestry, range, wildlife, farming, environment and fisheries.
- 2 Infrastructure which includes: roads, bridges, airports, ports and municipalities.
- 3 Water resources.
- 4 Social services sector consisting of: health, education, sanitation, information and mass media.
- 5 Capacity building and demobilisation.

Within each sector the Ministry, along with the international agencies and organisations involved, will together draft a tentative sectoral plan which integrates local resources with international assistance. The sectors are coordinated by five Director Generals, who will submit the draft plan to the Ministry of Planning for review. The Ministry will then construct the National Plan from plans which the sectoral teams have put together. The Ministry is grateful to all agencies who have contributed or will contribute to it.

H.E. Mohamed A Dhimbil

Minister of Foreign Affairs and National Planning

Annex 2b

SOMALILAND NGOS: CHALLENGES AND OPPORTUNITIES⁴

Introduction

The definition of an NGO (Non-Governmental Organisation) is not yet generally agreed upon. NGOs mean different things to different people, but for the purpose of this paper we may adopt the following definition which seems to be the most appropriate for Somaliland Local NGOs (LNGOs):

'NGOs are, in general, private non-profit making organisations that are publicly registered, whose principal function is to implement development projects favouring the popular sector and which receive financial support.'

The motives for establishing NGOs are deeply rooted in the philanthropic ethos of most cultures. Motives may also spring from ideological commitment to social development. The modern concept of an NGO as generally practised today originated in the North after the Second World War and passed through several phases in its development (i.e. from relief to development to advocacy).

African NGOs can be characterised by their rapid and ad hoc growth, and as often mirroring in their structures their Northern partners. This may not be a suitable expression of their identity or optimal for what they want to do. African NGOs on the whole are severely limited by their dependence on external funding and their ability to attract technical staff with the requisite voluntary ethos or ideological commitment.

All over the Third World, however, the emergence of the voluntary sector as a force for change has been revolutionary in addressing the age old questions of oppression, chronic poverty, social injustice and the newer concerns of democratisation, respect for human rights, balanced development and the protection of the environment.

Indigenous Somali NGOs: Origins in Somalia

Indigenous Somali NGOs first appeared in the early 1980s, in the aftermath of international aid agencies who rushed in to Somalia to help with the huge influx of Ethiopian refugees as a result of the 1977 war. Local NGOs increased rapidly in number as the 1980s progressed, but the majority were located in Mogadishu.

Haqabtir, Daryeel, Adamiga (women's organisation), Gurmad and Al Muntadii, among others, all started implementing projects mainly in the health sector and in income generating activities. The following is worth noting in the NGO experience in the Somalia era:

- 1 In 1988, the World Bank established a \$3 m. fund as seed money to encourage local NGOs to implement projects in the basic social services sector, with the aim of alleviating hardships resulting from the Bank-imposed structural adjustment programme. The fund was administered by the Ministry of Planning. Few NGOs took advantage of it because of their limited capacities.
- 2 USAID established MUST (Management Unit for Supervision and Training) to support those local NGOs implementing agency-funded projects. MUST was engaged in training, research, monitoring and evaluation.
- 3 The idea of NGOs was so new and perplexing to the then

Somali authorities, that they had to resort to an old fascist era charity law in order to register the first ones!

- 4 After a year-long wrangling, the Somali NGOs agreed to form a consortium, COSVADA (Council of Somali Voluntary Development Agencies). In December 1991, a constitution was formed and a Secretary General chosen just two days before war broke out in Mogadishu.

Somaliland NGOs

Somaliland indigenous NGOs are as old as Somaliland and this important fact must always be remembered in assessing or evaluating them. The main factors behind the emergence (and indeed mushrooming!) of Somaliland NGOs are as follows:

- The forced return of so many educated and qualified Somalilanders to their communities and the extremely limited job opportunities open to them.
- The utter and unique destruction of the country and the urgent need for immediate intervention at every level.
- The fact that it was imperative for the international aid organisations operating in the country to do something immediately in response to the prevailing tragic conditions.
- The fact that the only avenue open for these organisations was to invite local NGOs as partners because of the non-recognition of the Somaliland administration and because of the non-existence in the first few years, for all practical purposes, of government institutions.
- The easy entry into the NGO sector because of the predominance of relief and rehabilitation activities.

The Somaliland NGOs' experiences in the five years since their inception exhibit the following features:

- their development has occurred along a regional basis, reflecting the transitional socio-economic and political realities of Somaliland;
- the proliferation of NGOs in every region which has created or reinforced negative perceptions about the NGO movement everywhere;
- an urban or semi-urban bias in the activities of most local NGOs;
- a failure to develop a clear definition of the role and responsibilities of an indigenous NGO. In other words the search for identity is still on-going;
- management and organisational weaknesses reflecting their infancy, as well as the impact of the socio-economic and political milieu in which they operate;
- misunderstandings and mistrust between indigenous NGOs and their linkages i.e. authorities, international organisations operating in the country, communities and elders, and between local NGOs themselves;
- the failure of local NGOs to organise or to develop a sense of community at both the regional and national levels.

Yet the track record of Somaliland NGOs in the relief and rehabilitation sector is quite impressive. Schools, health facilities, watering points, prisons, roads etc. have been rehabilitated, and contributions made to the peace and reconciliation process.

Somaliland NGOs, at present, are at a critical juncture in

⁴ This is a revised version of a draft paper presented by Mohamed Sheik Abdillahi at the workshop on 'Building Partnerships for Participatory Development'.

their development. Their tarnished image, coupled with the deterioration of relations with their principle linkages, and their disorganisation, has prompted a self-examining mood at least among the 'first generation' of Somaliland NGOs. The fact that the 'excitement' phase and easy access to rehabilitation funds is almost over, heightens the growing feeling that the indigenous NGOs must either realise their potential or perish. In the following sections this paper will discuss the extraordinarily difficult milieu in which the local NGOs have had to operate, the constraints faced, the relationship with their linkages, and other pertinent matters.

The Socio-Economic and Political Milieu

Somaliland has been uniquely and systematically destroyed in the prolonged civil conflict and the fight against a most brutal dictatorship. The utter destruction of the economy, the infrastructure and all institutions, be they civil or governmental, has created an extraordinarily difficult and chaotic situation from which to begin the recovery process.

The peculiar brutalities of the civil conflict, and the vortex of violence and lawlessness it unleashed, resulted in tremendous social, economic and cultural upheavals in which core traditional values were eroded and in which society was left anchorless and at the mercy of gun-toting, traumatised, youth clan militia. At the same time, the pervasive clan-politicking operating in a political vacuum resulted in chronic instability that bedevils the country to date.

It is important to remember that the nascent indigenous NGOs have had to operate in this milieu at least in the first three years of their existence. The situation has, since then, improved dramatically in most parts of the country and the government founded at the historic Boroma Somaliland elders' conference has established governance in the areas under its reach. However, the armed conflict between the Government and renegade militia that first flared at Hargeisa in November 1994 and which has since spread to the central and extreme western parts of the country, is a serious setback for the stability and return to normality of Somaliland. This, needless to say, has tremendous implications for the work and growth of indigenous NGOs, their relationships, and the emergence of a national NGO movement. This conflict is also extremely divisive and rubs raw clan sensitivities across the board in Somaliland.

Institutional Framework

The indigenous NGOs were operating from their inception without the benefit of an institutional framework (governmental or civil) to support them or to foster and facilitate their growth. The Government established from the beginning a UN/NGO office with a fuzzy mandate, whose impact on indigenous NGOs was limited to registering (at a fee) anyone claiming to be an NGO and wishing to register in Hargeisa.

Infrastructure

Imagine a country without telephones, banks, postal services, faxes and other communication facilities and with few good roads and one can begin to understand the isolation of Somaliland NGOs, and appreciate the circumstances in which they work.

Cultural Factors impacting on Indigenous NGO Performance: the 'Qat' Habit

'Qat' is a mild narcotic extensively used in Somaliland mainly by the adolescent and adult male population. The present widespread use (and often abuse) of 'qat' is directly related to the trials, traumas and tribulations of the recent history described above. It has a devastating effect on the country, particularly on the economy, and on the health and well-being of its citizens.

'Qat' impacts on the resources and performance of many NGOs in several ways: a) it is relatively expensive and creates expensive social linkages; b) it is time consuming and causes insomnia, a deadly combination which impacts negatively on the efficiency, effectiveness and capacity for work of an NGO; c) since 'qat' is addictive and since Somalis are linked by intricate kinship / friendship relationships governed by a deep-rooted hospitality ethos, the functioning NGOs are plagued in the morning hours by numerous visitors bent on *shaxaad*, an accepted euphemism for gentlemanly begging. These encounters entail demands on both the finances and all-too-short working time of an NGO.

Relationships with Authorities

Relations between the indigenous NGOs and authorities, at both the regional and central levels, are often characterised by misunderstanding, mistrust and privately-voiced recriminations. The Government's barely concealed hostility towards local NGOs was very much evident in a draft law regulating NGOs proposed by the Ministry of Interior in 1994.

The whole thrust of this draft law was to circumscribe the activities of this new fangled phenomena, ie. the indigenous NGOs. Missing from the whole text of the proposed law was any understanding of the role of NGOs in the reconstruction of the country. A steering committee of Hargeisa-based NGOs made a strong rebuttal and clarification statement in response, and fortunately nothing more was heard about the proposed law.

The causes of the difficult relationship between the Government and the indigenous NGOs are, *inter alia*:

- A complete lack of understanding on the part of high government officers of the role and responsibilities of a local NGO because of the newness of the concept and practice.
- The traditional adversarial relationship between governments and indigenous NGOs in the Third World. The turf skirmishes have been further severely exacerbated in the case of Somaliland by the fact that in the early years some of the NGOs had more resources than the administration!
- The non-recognition of Somaliland and the non-existence, for all practical purposes, of governmental structures resulted in the channelling of much aid through local NGOs in the early years. The Government resents this intensely.
- The local NGOs, because of their disorganisation, did not make the necessary conciliatory moves towards the Government or explain their role and responsibilities clearly at the start.
- The Somali curse – which is the breakdown of communication between intimately related people – is also at work here in the troubled relationship between authorities and local NGOs.

Relationships with International Organisations

The relationship between the local NGOs and international organisations is at present an uneasy and wary one. It is fundamentally skewed by the donor-recipient reality, and is characterised by the accumulation and nursing of grievances by both sides.

The international organisations are, on the whole, sceptical about whether the local NGOs are *bona fide* NGOs and often question their claim to be representatives of communities. The international organisations also often have doubts about the professional capacity of local NGOs and sometimes characterise them as 'clan-based contractors'. The international agencies' perceptions seem to have been coloured by experiences in Mogadishu, where from anecdotal evidence the local NGO situation is out of hand. There are reportedly more than 2,000 indigenous NGOs in Mogadishu with a mixed record and tales of extreme corruption.

The indigenous NGOs perceive an inherent anti-local NGO bias on the part of international organisations. They ascribe this to the international organisations' fear of the local NGOs as potential competitors. This may spring, however, from the Somali's highly sense of conspiracy!

The local NGOs' complaints comprise, *inter alia*, the following:

- The international organisations constantly pay lip service to the urgency of capacity building for local NGOs but (until recently) have not delivered on their promises.
- The international organisations down-play the impressive local NGOs' track record achieved under extremely difficult circumstances and against formidable hurdles, but play up their weaknesses.
- The international organisations treat their local counterparts as second class citizens in terms of access to resources earmarked for the use of those engaged in relief, rehabilitation and development. (An example is access to flights. These chartered planes consume a sizeable chunk of the funds allocated as aid to Somaliland.)

Having said this, it is important to put the matter into perspective. Most international organisations operating in the country have productive working relationships with local NGOs. Attitudes range from that of the British Overseas Development Administration (ODA), which is sympathetic and which works exclusively with indigenous NGOs, to Oxfam which openly voices its distrust of and non-cooperation with local NGOs. The present misunderstandings could be cleared up or at least minimised through improved communication between the two groups of actors.

Relationships with the Public/Communities

The litany of misunderstandings and mistrust is again at work in the relationship between the general public/communities and the local NGOs which purport to represent them. Some of the causes are:

- The near total understandable misunderstanding of the role and responsibilities of a local NGO by the general public, because of the newness of the concept. The Somali name for a local NGO, *hay'ad samafal wadani ah*, which could be roughly translated as 'do-gooder agency', creates raised expectations and unrealistic demands by the public on the NGO.

- During the dictatorship, massive corruption was rampant and embezzlement of project funds and misuse of resources was not only extremely common, but was often encouraged by the dictator, reflecting his clan patronage policy. The legacy of this tradition is the manifestation of corrosive cynicism on the part of communities with regard to NGO-implemented projects, however small that may be. Rip-offs are expected and assumed.
- In the early years, members of local NGOs were the only educated people with some income in their traumatised and dislocated society. As such they were often the targets of envy and resentment.
- The mushrooming of local NGOs in all regions, and the obvious fact that many of them were established as an income-generating opportunity for its members, reinforces the communities' cynicism and negative attitudes.
- The present reality is that communities perceive local NGOs as 'middlemen' standing between them and the aid targeted for their benefit. The growing practice of aid organisations to deal directly with the communities has tremendous and complicated implications for the relationship under discussion.
- Local NGOs bear a major share of the blame in the souring of their relationship with communities. After all, the main *raison d'être* for their existence is the representation of their communities and they should have done more to repair the damages to that relationship.

Legal Status

Legally the indigenous NGO movement is in limbo. There are (to my knowledge) no statutes and regulations controlling them and/or granting a legal space for them to operate within. This has grave implications for the legal protection of the emerging civil society in Somaliland.

Organising Efforts

From the beginning, indigenous Somaliland NGOs felt the need to get organised in order to address the multitude of common problems facing them. However, the early organising efforts crumbled when confronted with the prevailing fractious socio-political reality in the country, since the local NGOs are themselves steeped in this same fragmenting and debilitating social process.

In 1993, the active members of the Hargeisa-based NGOs formed an Interim Steering Committee to act as the spokesperson and advocate of the community, and to prepare for the establishment of a consortium of Somaliland NGOs. One of the first fruits of this self-organising effort was an invitation from UNHCR for the Committee to nominate a local NGO representative in the then Tripartite Commission (comprising the Djibouti government, UNHCR and Somaliland administration) for the Voluntary Repatriation of Somaliland refugees.

The Steering Committee organised a conference in March 1994, at which 20 leading NGOs from all the regions met at SORRA's premises in Hargeisa to discuss an agenda for the establishment of a national consortium.

However, during the discussion, it became clear that the time was not ripe for this move, as some of the NGOs voiced their strong suspicion about the nature and functions of a national umbrella organisation. The underlying fear was that the new organisation would usurp the role of individual NGOs. The deeply disappointed organisers sensed the depth of

regional divisions within the NGO community and came to realise that organising efforts would bear fruit only when the need was deeply felt by all, and that the best place to start organising was at the regional level.

At present, indigenous NGO organising efforts are underway in some form or another in most of the regions. Awdal region is the most advanced in terms of its preparations for the formation of an accountable and credible association, advocating the interests of the region's indigenous NGOs.

Women's Organisations

Women's NGOs are now active in all regions of the country, though their development is more advanced in some than others. These organisations are faced with opportunities and constraints that are gender-related and are worth mentioning.

Opportunities:

- The staff of women's NGOs are on the whole drug-free or non-'qat' chewing and this translates into enormous benefits in terms of work discipline and reduced overhead expenses.
- Women's NGOs' target communities are more cooperative and compliant than their often truculent male counterparts. Also in the case of women, benefits go directly to the family and are not wasted on the satisfaction of habits. This must be morale-boosting to the implementors of the programmes.
- Somali women's NGOs benefit from the world-wide preoccupation with the status of women. International aid organisations operating in the country nearly always have specific projects targeting women and prioritise their needs in the rest of their programmes.

Constraints:

- Women's NGOs are severely, even critically, constrained by the near total absence of educated and skilled women in the country. Somali women had disproportionate access to education in the first place, and their educated members nearly all joined (and often led) the diaspora overseas. The remaining Somali women with any education or skills are hotly pursued by the international organisations, which recruit them as secretaries, gender officers etc.
- Women are the mainstay of Somaliland society in these troubled times and are increasingly emerging as the major bread winners and heads of households because of the conflict-fuelled socio-economic upheavals. Even traditionally, Somali women were always active in family and community affairs in contrast with many of their sisters in the Islamic and African worlds. However, from time immemorial, Somali women were excluded from the top power structures, be it the *guurti* in the old days or government structures (National Assembly, Guurti, Cabinet or top posts in the civil service) today. The lack of exposure to executive decision-making, combined with cultural bias against women in leadership (to which even women often vocally subscribe), tend to make women's organisations in Somaliland conflict-prone. Thus the first two prominent women's NGOs in Hargeisa were nearly wrecked by disputes over legitimacy, power and personalities.

Capacity-Building

Indigenous NGOs in Somaliland always put capacity building at the top of any needs/constraints assessment or enquiry. By capacity building the NGOs primarily mean training and the organisation of technical, administrative and managerial skills. This preoccupation reflects the following realities:

- Of the hundreds of local NGO practitioners in all the regions only two or three persons had had prior experience in NGO work before 1991.
- The near total lack of access to data, technical literature, reference works etc. pertaining to the running of an NGO in Somaliland.
- Isolation of the indigenous NGO community from the experience of the worldwide NGO movement due to severe communication constraints.

Capacity building for the local NGOs has been a contentious issue, souring relations between them and the representatives of the world community in the country. However, capacity building programmes finally took off in the second half of 1995 as can be gleaned from the following brief history of the subject:

- | | |
|---------------------------|---|
| October 1993 | Oxfam America sponsored a week-long orientation workshop in Addis Ababa for six Somaliland local NGOs and six from Somalia. |
| August 1994 | Income generating activities workshop in Hargeisa sponsored by the European Union. |
| October 1995 | Capacity-building workshop in Hargeisa, sponsored by ODA. |
| September – December 1995 | Capacity-building workshops in Boroma, Erigavo, Hargeisa, sponsored by GTZ. |
| December 1995 | Capacity-building workshop in Hargeisa, sponsored by ICD and VetAid. |

Observations and initial evaluations of the main workshops.

- 1 The intensity of participation in these capacity-building workshops was truly amazing. Participants from all the regions were alive, active and vocal in all the sessions. This reflects both the hunger for this kind of experience and the vitality of the local NGO community.
- 2 The relatively restrained participation of female members in mixed groups was due more to language and education barriers than cultural constraints. Educated and experienced Somali women are quite vocal in any given situation.

It is too early to evaluate these workshops against their objectives, but the following initial and broad assessment of their impact may be in order:

- 1 The workshops taken together helped the participants to develop an understanding of, or at least be introduced to, the basic values and skills needed to run a successful NGO; in other words the role and responsibilities of an indigenous NGO as well as its relationship with principal linkages.
- 2 The need for coordination, organisation, networking and the development of a sense of community was also highlighted and given an impetus.
- 3 A beginning has been made in these workshops in opening up the channels of communication between local NGOs, the Government and the international organisations. However, due to the non-representation of UN agencies and the under-representation of other inter-

national organisations, and the fact that the Government was represented by only mid-level officers, only a start has been made. The important matter of creating harmony and understanding between all actors in the recovery process needs to be developed in future workshops.

Conclusion: Challenges and Opportunities

Somaliland's indigenous NGOs are confronted with a rare opportunity, that is their participation in the reconstruction from scratch of an utterly and uniquely destroyed country. The priority areas for local NGOs in the recovery process are: conflict mediation and reconciliation; revitalisation of basic social services and the productive sectors of the economy; democratisation and governance; empowerment of the marginalised and the disadvantaged through participatory development; and the protection and regeneration of the country's endangered environment and eco-system.

The challenge for the local NGOs is how to rise above present weaknesses and constraints and realise their full potential. This could be done by developing their capacity and professionalism commensurate with the demands of the daunting task outlined. This capacity must be underpinned by the basic values of commitment to social development, peace and reconciliation, democratisation and the preservation of the rich cultural heritage of the Somali people.

The challenge to the international community, the Government and all those concerned with the welfare of the Somaliland people and their future, is not to be put off by the present confusion in the local NGO scene, as highlighted by the bewildering array of acronyms! They should always focus instead on their true potential as agents of change, and as the building blocks of an emerging civil society which is essential for the democratisation and recovery process of this deeply troubled country. In other words do not lose sight of the forest because of the profusion of the underbush.

Recommendations

• **Capacity-building:** The on-going capacity building programme should be intensified, broadened in scope and above all coordinated. Priority capacity building measures that should be considered include:

- Upgrading the technical, administrative and managerial skills of the executive staff of local NGOs;
- arranging study tours within the region and in Africa, and in other Third World countries facing similar problems;
- connecting Somaliland NGOs to local NGOs in the Horn of Africa through the establishment of reliable mechanisms for the continuous exchange of ideas, information and expertise in conflict resolution, reconstruction and development.

• **Institution building:** The following measures for institution building of local NGOs should be considered:

- The establishment of common resource centres at the regional and national levels. Communication facilities, technical literature and reference works etc. may be made available at these centres for the common use of all *bona fide* local NGOs;
- the repatriation of technical data and information on Somaliland from sources in Europe and North America

- for the use of local NGOs and the public sector;
- the institution of some form of postal service (pouch).

Organisation of local NGOs:

- Organising the local NGOs at the regional and national levels is a precondition for their development. Organising would help in the critical areas of advocacy, networking, coordination, capacity building, awareness raising and in promoting harmony and understanding with the principal linkages such as the international community, authorities, target communities as well as the general public.

Legal status:

- The legal status of the local NGO community must be clearly defined. Local NGOs must energetically campaign for securing the legal protection of their civil and institutional rights, as well as the rest of the emerging civil society.

Maintenance of standards:

- Funding agencies must set high professional standards as a condition for cooperating with their local NGO partners. This is crucial for their growth in capacity.

Mohamed Sheik Abdillahi

Executive Director, ARDA NGO

Annex 2c: ACTIONAID SOMALILAND⁵

DEVELOPMENT PRINCIPLES:

- 1 ACTIONAID Somaliland believes in participation at the level of decision-making power with local partners in design, planning, implementation and review.
- 2 ACTIONAID Somaliland will identify and work with the existing skills of the community, in order to build on them, employing appropriate technologies and local resources.
- 3 ACTIONAID Somaliland is committed to supporting community activities that can lead to self-governance and self-reliance; by working with local groups employing local resources and when needed creating access to external resources which are beyond the capacity of local groups; and in influencing other donors to do the same.
- 4 ACTIONAID Somaliland recognises that the complexity of rural livelihoods is best defined by those who survive on rural resources. Therefore, all stakeholders should be involved in the assessment of the resource base and its management.
- 5 ACTIONAID Somaliland asserts that its best contribution is to facilitate in building the on-going problem-solving capability of the community.
- 6 ACTIONAID Somaliland is committed to the strengthening of the traditional institutions which will lead to social equality, harmony and balance.
- 7 ACTIONAID Somaliland, while adopting an area-wise development approach related to natural resources improvement, will address the needs of women and the poor, in each respective area without eroding their existing claims and access.

⁵ Extract from ACTIONAID Country Strategy Paper, August 1995.

ACTIONAID SOMALILAND STRATEGY

ACTIONAID in Somaliland will work in the Sanaag region in the districts of Erigavo and Eil Afweyne, with some spillover in Badhan district. Our core competency is in enabling client groups to plan and implement localised projects across our work area. We will develop this capability further. Technical assistance and local operations will be outsourced. Key sectors are described below.

- **Working in Conflict:** We will develop ways of working in post-conflict and potential conflict areas. These interventions will be mostly of process. There may be some projects.

- **Pastoralism:** As pastoralism is the main livelihood in the area, we will work on issues related to pastoralism. These interventions will be projects which have a focus on animal health and natural resource management. Process interventions will be based on creating local management forums.

- **Water:** Water is a critical factor in an almost arid region. The pastoralist way of life revolves around this. We will work towards more harvesting of rainwater and to improve existing water points through water projects managed by local users.

- **Food Security:** Most of the food in the area is imported against export of livestock. The terms of trade do not benefit the Somalis. We will work towards the future food security of the area through appropriate agricultural support and where feasible, trade protection. Strategy development awaits some successes in pastoralism natural resource management.

- **Distance Learning:** The war destroyed the educational system. It will take a long time to rebuild this. In the absence of access to education, the human resource development of the area has stopped. We will create access to higher educational services through distance learning. Strategy development is underway at the community level.

The organisation which enables these interventions will be small. Each intervention will be led by one national, who instead of employing more people, will work through local people's forums. All work will be guided by development principles and crafting of real time strategies, in an attitude of stewardship.

Currently we are not able to finance our work from child sponsorship due to the vulnerable security situation. We will seek finances from the ODA, CARE, Comic Relief, UNDO, UNHCR and other similar bodies. This will give us funding packages of one to two years at a time for specific interventions.

The nature of our funding and the fluid security situation mean that we cannot offer long-term employment contracts to our staff. Although staff will be on annual contracts, we will continue to invest in the upgrading of their skills and those of local partners through training, and exposure to the best of management and development ideas for adaptation as appropriate.

NEW WAYS OF LOOKING AT AND UNDERSTANDING THE WORLD

The Positivist, Rationalistic Paradigm

The positivist paradigm (also called Cartesian/rationalistic) led us to believe that there is a true reality. This true reality is driven by unchanging laws. It is possible to break down any problem into smaller parts, to analyse those parts, and from such analysis draw conclusions. Such conclusions could be stated as generalisations. These generalisations were treated

as laws which were not subject to time/place influences. It was believed that such laws could be used to control and manage problems.

Continuous Change in a Dynamic World

As more and more people applied the rationalistic approach to problems, they discovered that the world did not stand still. Events, evolution, adaptation, and new ideas were constantly happening. The problem as analysed at the start of the enquiry, more often than not, no longer fitted the solution derived from the enquiry. As there was no fit between the problem and the solution, problems continued and solutions did not last. The rigid frameworks of the scientific method were not able to work with such fluidity.

Data to Information to Knowledge to Wisdom

Beauty lies in the eyes of the beholder. Very trite and also very true. We are surrounded by thousands of pieces of data. We select only those that interest us. Once selected, this data becomes information. Repeated use of an information-mix eventually turns into knowledge. Knowledge applied over a wide range of circumstances and time, begins to accumulate as bits of wisdom. At every stage of this process, it is the user of the data who assigns a value to it. This value is derived from an evergrowing pool of logic, experience, survival strategies, spiritual values, history, myths, and often a belief in angels.

Multiple Actors with Multiple Perspectives

Development issues centre around people. People who interpret the world from their own unique, colourful viewpoint. You draw these people into solving a problem, you get different views of what the problem actually is. It follows then that each set of people will construct different solutions, according to season, climate, economy, and politics – especially war. Often changing from month to month. Yet people adapt. By staying, leaving or changing their dependence strategies.

Alternate Paradigms

In such a changing, adapting, sometimes chaotic world, problems can only be defined in real time (concurrent time), by those who have a stake in solving the problem. A co-operative common-who needs to be created which will address the needs of the multiple stakeholders and arrive at negotiated solutions. Every solution will give rise to another set of problems with which all stakeholders will again define and solve in an on-going spiral of problems to solutions to problems, and so on. Each round of this spiral improves something for each stakeholder.

Points of Departure

Strategic thinking asks questions related to effectiveness. Are we doing the right things? Operational thinking relates to efficiency. Are we doing things right? In this paper we talk about doing the right things. Using the right means. Work Domains: This is our 'target area'. It is defined as a geographical location. Its boundaries are defined but tend to occasionally spill over because local people inhabit this area. Sometimes their livelihood boundaries extend beyond this region.

- **The power-to-influence-change** exists as a set of complex relationships which usually manage a given area, but may respond to needs of nearby areas as mutual obligation.

- **The Management of Development Work:** Development work is normally rooted in charitable motives. These motives result in money, often large amounts, becoming available for development work. This money and the people engaged in

spending it, must be managed by the best management paradigms and principles.

- **Management by principles:** While defining broad strategies helps in setting goals, it is also necessary to define development principles within which the strategy will be carried out.

- **Management by stewardship:** We exist to serve our clients. We hold in trust for them, money and knowledge. So that this trust is not betrayed, clients must share in planning and review of all aspects of our work.

- **The primacy of local clients and their representatives:** We recognise that the serious analysis of local clients is the most appropriate place to begin an intervention. Outsiders' expertise and positivist approaches must be subjected to scrutiny and adaptation by local experts.

- **Respecting local priorities:** When ACTIONAID Somaliland started in Erigavo in 1992, it asked the local community what their priorities were. The Council of Elders of Sanaag spent two days debating the issue and finally agreed that ACTIONAID Somaliland should work in the sectors of water and animal health. The experience of the past few years proves that increasing access to water in rural areas is a key component of work in a pastoralism economy, as is ensuring access to vital vet drugs and their use. In early 1995, a group of elders and the Sultan requested assistance in education.

- **Using soft systems approaches:** Our strategic objectives have been stated as system objectives. These objectives have been derived from an analysis of CATWOE where:

Customer	who are the clients, beneficiaries, victims
Actors	who conduct the activities in the system
Transformation	what is the change in a defined element
World view	what is the thinking which justifies this change
Owners	who can stop this activity or demolish the system
Environment	what constraints will hinder the change

A system objective directs energy at making a system function in an on-going manner as opposed to an operational objective which may cease to be relevant on achievement.

Omar Edleh
ACTIONAID, Erigavo

Annex 2d THE ROLE OF THE MEDIA IN NATIONAL DEVELOPMENT

Introduction

Mr Chairman, ladies and gentlemen:
Since its earliest times, the human race has learnt the importance of communicating messages and events between settlements and communities in every neighbourhood. Those messages were short but comprehensive. First, runners were sent to the nearest settlement to convey the message in cases of invaders, dangerous beasts like lions or any other information of relevance. The message would immediately be relayed by

such runners until all concerned got the 'news', while it was still fresh.

With the change of times, this system was modernised. Horses were used to ferry the communicators. Later various types of signalling were developed. These included the burning of bush fires on hill tops at night and smoke signals during the day.

Mr Chairman, ladies and gentlemen, I don't have to waste your time by detailing the modernisations which have followed those old methods, some of which are still used today by our nomads in Somaliland. The morse code, the radio, press, telephone and television are all part of the present communications revolution.

Let us now have a look at the importance of the media to the society in real life, before we go to its specific role in national development.

In order to take the right decision about anything, one ought to get 'right facts' (information) about the issue at hand. Somali nomads, for example, have a proverb which says 'when you receive news you can easily determine what to do' (*war la helyaaba talo la hel*).

Now we have to define news. Journalistically in media terminology 'news' is what is *new* and *timely*. News has to be *responsibly reported* and as *accurate* as humanly possible. And every piece of news must answer the following five questions, known as four W's and H: What happened, when, where, why, how?

The actual role of the media is divided into three main parts:

- 1 to inform
- 2 to educate
- 3 to entertain

These responsibilities undertaken by the media-man have to connect him with the masses and win him their respect and full reliance on his work. This, on the other hand, requires the media to cope with its tasks in order to maintain that attitude. That is why, unlike all others, the media person is known as 'Jack of all trades and master of all'. How come?

The media person must always research any subject, and the personality, background and work of anybody he/she wants to interview. Such persons are known in the media terminology as the 'victims'.

What is Required of the Media Person?

- 1 The media person must be on 24 hours service. Even during sleep, if one remembers something worthwhile, one should wake up and write that point on the note book in order not to forget it.
- 2 He/she must be able to have the instinct to smell news and run for it so that no time is wasted. If thrown out of the door he/she must jump in through the window.
- 3 He/she must be immune from corruption and should not seek personal gain.
- 4 He/she must enjoy the job and should develop a love for integrity, honour and fame.
- 5 When investigating and analysing case studies, one should not aim to criticise but to correct.

The media person does not only disseminate information to the public on any subject, but endeavours to:

- a get the truth in full
- b follow developments following the occurrence
- c foresee its repercussions and analyse their effects on the lives of the people
- d suggest remedies for them

In order to attain the above freedom and achieve the desired standard, the media person must have independence of thought and be fully responsible to his/her organisation for his/her programmes or tasks. This feeling was best expressed by the founder of the BBC in 1922, Lord Hills. When opening the BBC he said: 'Every organisation is a pyramid with somebody at the top as boss. I want the BBC to be an inverted pyramid standing on my back and the man behind the microphone as boss. I promise you that my back will not break. Please promise me that you won't fail me'. We all responded positively. And until now the mike-man is the boss at the BBC. No controls are made on the BBC programmes. But woe betide any producer who commits a mistake. The motto again is that 'this is my neck'.

By the above, the media people win the confidence of the masses, many of whom get addicted to them and are to a great degree influenced by them. The television, radio, press and the like have such an effect on the people that they plan their daily lives in conformity with what they hear, read or view in the media.

The aforesaid effects of the media will naturally be far more in an oral society like ours where the word of mouth travels faster than can be imagined. During the British Administration of Somaliland one British officer said: 'The sticks that the Somalis carry spread news much faster than the wireless machines.'

The Role of the Media in National Development

Having said just a little about the media itself and how it works, I believe that its role in all walks of life is self-explanatory. And suffice to say that the masses in any society have a sacred right to be informed of what is being done for them, what is in the pipeline in the near future and what is being planned for the near and distant future. When the present achievements, if any, and plans for the future are made known to the populace for whom they are intended, the masses will be able to:

- a Assist in achieving them and appreciate that somebody, somewhere is engaged in working for them.
- b Plan their own lives and progress in accordance with these plans and aspirations.
- c Advise on the plans or suggest alternative or better ones, come up with corrections or similar projects completed in other countries, offer better methods and perhaps cheaper machinery to that shown on paper or broadcast.

If you keep plans in your head or in file locked in your desk, how can anybody under the sun be able to know, let alone help you?

Cooperation with the media facilitates for you, without a cost, the following possibilities:

- 1 To reach your target groups of people all over the country and abroad at the same time, and enable them to reach you at the shortest notice.
- 2 To ask them for any information, all at the same time.
- 3 To get the feedback and the true feelings of the masses in all regions, districts and villages through the media to any questionnaires, all at the same time and all without any cost at all.
- 4 To accumulate an information data bank on any subject.

In fact the media can do miracles – miracles in the true sense of the word – when properly handled and with the adequate and essential facilities, trained personnel, constant but modest

running costs, and last but not least, the *required sense of independence and integrity*.

The Media in Somaliland Since 1991

1. Newspapers

There are a few independent newspapers in Somali which are published in duplicated foolscap paper. But they have:

- no equipment
- no financial backing
- no objective or purpose except perhaps to earn a living for a few mostly untrained persons
- no material, only local news poorly reported.

Recently only one good paper Jamhuriya came out in print.

2. The Ministry of Information

The status of the Ministry of Information is as follows:

- i. Radio Hargeisa
 - very poor equipment (transmitters need valves, a studio and new power supply)
 - the reach is limited to N.W Region (Hargeisa area)
 - programme staff are in need of training
- ii. Press
 - one newspaper, lower in quality than the independent ones
 - one monthly publication in English which is mostly a translation of Radio Hargeisa news
- iii. Films and Photography
 - only occasional video film shot by untrained cameramen, usually without clear objectives, direction or production script.

Cooperation between the Media, Government Ministries and Influential Bodies

Government officials contact the Ministry of Information only when they need publicity. International NGOs are equally uncooperative, except perhaps when they need some publicity.

Conclusion

- 1 The Government needs to build a strong information service and understand its role in national development, peace, demobilisation and the reactivation of national cultural values, noble traditions and customs.
- 2 International NGOs ought equally to cooperate and assist in the development of the media in Somaliland, both the independent press and the state-run Ministry of Information.
- 3 The role of the media and its importance has to be taught to the media people, both government and independent.

I am certain that had the media been brought to the standards I have described, a lot of the present problems in Somaliland would have disappeared long ago.

Thank you for your attention.

Mr Suleiman Dahir Afgarshe

Hargeisa, 6th December 1995

Annex 3 Workshop Evaluation

Annex 3a: EVALUATION FORM

Please complete the following evaluation questions and return to ICD before you leave the workshop venue.

- 1 Have you any comments about the following aspects of the workshop?
 - a the workshop objectives
 - b the workshop's content
 - c the timetable over the five days
 - d the facilitation
 - e the overall organisation
 - f workshop venue and refreshments
- 2 How, if at all, has the workshop been helpful to your own work?
- 3 What changes would you recommend if a similar workshop were to be organised again?
- 4 Overall, what is your opinion of the workshop?
 - (a) very successful
 - (b) successful
 - (c) disappointing
 - (d) ?
- 5 What issues/topics would you like to see prioritised for any future workshops/training with local NGOs?

Thank you for your contribution and participation.

Annex 3b: PARTICIPANTS' EVALUATION

- 1 Have you any comments about the following aspects of the workshop?
 - a the workshop objectives
 - successful
 - innovative and interesting
 - were clear and appropriate and skills to achieve them were learnt
 - the objectives of the workshop were achieved
 - very relevant
 - just fine
 - almost met
 - relevant and fitted actual expectations of participants
 - b the workshop's content
 - apt and useful
 - informative and instructive
 - positively informative
 - enough material, content, techniques and tools of PRA were contained
 - excellent
 - more open discussion and debate would have been good
 - was well structured, however, the PRA training did not equip participants who did not have previous exposure to PRA with enough skills
 - c the timetable over the five days
 - satisfactory
 - heavy for Somalis not used to long work hours
 - nicely set
 - enough hours
 - reasonably fair
 - the timetable was condensed, time assigned to

- discussion too limited
- cramped
- long hours
- too jammed, too short for PRA
- time too short, when compared to the exercises attempted
- very detailed and helped participants follow sessions

- d the facilitation
 - satisfactory
 - excellent
 - very very nice
 - bravo to the team; the trainers did a really good job
 - highly facilitated
 - fine
 - fairly satisfactory, but I felt there were certain points when the facilitators were unable to follow their assignments properly
- e the overall organisation
 - satisfactory
 - good
 - the workshop was really well organised
 - highly organised
 - relatively nice
 - bit loose
 - very informative, but a bit crowded, or too much information for a short time
- f workshop venue and refreshments
 - good
 - was sufficient and timely
 - well placed
 - too small hall without tables
 - main hall too small, too crowded
 - very good, but the classroom was not suitable for accommodating a large number of people
- g How, if at all, has the workshop been helpful to your own work?
 - it has been useful as a source for exchange of information, meeting with other local NGOs and sharing experience
 - in its introduction to PRA and in holding me accountable (morally) to do something in a specific timeframe
 - I shared our common mistakes with our partners
 - the presentation and activities were well organised; this helps anyone
 - helpful in the community involvement and empowerment
 - acquired new data collection techniques
 - better idea about PRA
 - better approach to coordination of organisations
 - very much, it shed light on some important issues
 - important to have a community base and full participation of the community
 - very helpful
 - had a chance to see and talk to the other LINGOs as well as some INGOs
 - I met many different professionals from different regions who will help me to do my work properly
- h What changes would you recommend if a similar workshop were to be organised again?
 - to be developed in the same spirit
 - I would like that all INGOs come to participate for at

- least two days with their programme
- the same again
- more paper presentations
- longer time and smaller group
- more translations for the non-English speaking Somalis
- more time should be devoted to preparation, fieldwork and group discussion; the number of participants should be less and the facilitators should have enough time to practice their sessions

- i Overall, what is your opinion of the workshop?
- (a) very successful *****
 - (b) successful ****
 - (c) disappointing
 - (d) ?
- j What issues/topics would you like to see prioritised for any future workshops/training with local NGOs?
- capacity-building through training
 - coordination, technical training
 - how we can form an umbrella organisation
 - participatory rural appraisal
 - integrated development
 - NGO management
 - activities reports, individual constraints
 - more detailed PRA training, community participation, setting policies and strategies for NGOs

Thank you for your contribution and participation.
Thank you too!

Annex 3c: FACILITATORS' EVALUATION

Two days after the workshop the facilitators came together to review and evaluate the workshop – the organisation, the rationale, objectives, content and outputs (as set out in annex 1).

WHEN

The *duration* (five days) of the workshop was felt to be sufficient for the subject matter and content. It was good to have had one afternoon off. The *length* of the day was felt to be a little too much. It may have been better to start and finish half an hour earlier. Some people complained about the lack of opportunity for chewing *qat*. On the other hand most people stayed for the full period, and this indicated their commitment to the workshop.

WHERE

The *venue* and arrangements for *accommodation* were satisfactory. The conference room was small for the number of people, but the outside space and surroundings were very good.

WHY

The facilitators felt that the *objectives* of the workshops had been achieved. The workshop had created an *open and effective environment for communication*. It had provided an opportunity to begin the *exchange and sharing of experience and ideas*. The PRA exercise had helped to enhance *awareness of participatory approaches in development practice*. The workshop had helped to create and *strengthen links* between local NGOs across and within regions, and commitments to establish local NGO fora produced a *strategy for future working relationships*. It had helped to improve relations between some of the development partners

such as the Government and local NGOs.

• **Outputs:** The improved relationship between local NGOs and government *increased social capital*. The idea of a code of practice/conduct had been broached, and the Awdal NGOs had provided an example of how this might work. The open self-critical analysis and the identification of common characteristics and *values* had been important to this process. The workshop had helped *raise human capital* by passing on new *skills* and *knowledge* (eg. PRA). *Attitudes* of government and local NGOs towards each other and towards other 'actors' had improved. However, the workshop had done little to increase the ability of the participating organisations to access development assistance. Discussions had in fact focused more on the need to become self-sustaining and self-reliant.

WHAT

• **Structure and content:** The main themes of the workshop – 'partners in development' and 'development for whom' – struck a chord with the participants.

Peace and conflict resolution and reconciliation had been raised by some participants and a session might have been included on this. However, it is better to plan to tackle this in a separate workshop.

The *introduction to PRA* (day 2) was too long and ought to be simplified in the future or left to a separate workshop. The reflection on the PRA exercise in Daraweine might have been better if questions had focused more on 'participation' and people's understanding of it.

One issue that came to light during the workshop was the *lack of a common strategy among international NGOs*. They could usefully undertake a similar workshop.

HOW

• **Process and methodology:** Many of the ingredients of what makes a good workshop were present. Important among these were careful preparation, active participation, commitment of participants, clear workshop objectives, content and motivation. The *small group* work was particularly successful. Although useful, the *Base Groups* had not worked so well, partly because they were supposed to meet at the end of the day when people were tired. Next time they should meet in the morning. However, they were a good means of mixing people at the beginning. The daily review and planning sessions of the facilitators were important. Time management was weak at times and could be improved. The warm-up exercises and energisers could be developed further and in the future more use could be made of role plays. Relying on visual aids was difficult with such a large group.

It was felt that using English and Somali during the workshop was justified. Most of the discussion occurred in small groups in Somali, with only the plenaries in English. It was sometimes easier to explain some concepts of PRA in English.

WHO

The *organisation and logistics* of the workshop were good. The work of HAVOYOCO and WADA in arranging transport, photocopying, papers and registration meant that the facilitators could concentrate on their own tasks.

The *facilitators* were generally happy with their work. They recognised there was room for improving their facilitation skills and might benefit from a training of trainers course. The participants had appreciated that the facilitators were Somali and this had encouraged an open environment. Although the number was large, the selection of *participants* had been correct. It was unfortunate that some of the women invited had not come. It would also have been good to have invited more decision-makers from international NGOs, if only for the last day.

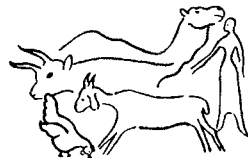


**International Cooperation
for Development**

Unit 3, Canonbury Yard
190a New North Road
London N1 7BJ

Tel 0171 354 0883

VETAID



Healthy Animals -- Healthy People

VetAid

CTVM, Easter Bush
Roslin, Midlothian
Edinburgh EH25 9RG

Tel 0131 445 3129