Evaluation of the Protection and Return Monitoring Network (PRMN)

Project In Somalia | January 2006 – December 2019

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September 2020 | Evaluation Report

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1 List of Abbreviations and Acronyms

CCCM	Camp Coordination and Camp Management
DTM	Displacement Tracking Matrix
ECHO	European Civil Protection and Humanitarian Aid Operations
EPA	Emergency Protection Assistance
FGM	Female Genital Mutilation
GBV	Gender Based Violence
IASC	Inter-Agency Standing Committee
ICLA	Information, Counselling and Legal Assistance
IDMC	Internal Displacement Monitoring Centre
IMWG	Information Management Working Group
JRIA	Jubaland Refugee and IDP Affairs Commission
KII	Key Informant Interview
M&E	Monitoring and Evaluation
NCRI	National Commission for Refugees & IDPs
NRC	Norwegian Refugee Council
OECD-DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
PMT	Population Movement Tracker
PRMN	Protection and Return Monitoring Network
SC	Steering Committee
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goal
SGBV	Sexual and Gender Based Violence
SPMS	Somalia Protection Monitoring System
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commission for Refugees
WASH	Water, Sanitation and Hygiene

2 Executive Summary

2.1 Evaluation Purpose and Outputs

As stated in the Terms of Reference (ToR), the primary purpose of this Norwegian Refugee Council (NRC) led and the United Nations High Commission for Refugees (UNHCR) funded evaluation is to "provide an independent assessment of the effectiveness, impact, relevance and sustainability of the activities of the Protection and Return Monitoring Network (PRMN) project since its inception in 2006."[1] The evaluation objectives include:

> Reviewing and improving the programme design review.

> Providing practical recommendations for potential replication in the region (East Africa) and other humanitarian contexts (e.g. Yemen).

> Providing information for the organisation to engage in meaningful policymaking, effective planning, and an overall improved programming delivery.

> Documenting best practices.

> Advancing framework-wide recommendations for improvement.

> Outlining how to enhance access to information and protection analysis to inform programming, including effective targeting, especially in countries like Somalia, Ethiopia, Yemen, South Sudan, Sudan, Burundi and DR Congo.

The evaluation covers the overall project implementation and evolution from January 2006 to December 2019 as part of the PRMN project. Included in this scope is the review of PRMN's approach and services in Somalia, its impact to date, and the extent to which the current methodology will need to enhance the project's relevance, effectiveness and impact.

2.2 Summary of Findings

PRMN, in one form or another, has been operational since 2006. It is a UNHCR-led project, with NRC as the implementing partner, and locally sub-contracted partners who collect data on displacements and returns of populations in Somalia as well as protection incidents underlying such movements. At present, there are 37 partners collecting data in 19 regions across 117 districts. The target beneficiaries are displaced populations and returnees (forced or spontaneous) within accessible regions in Somalia. The project objectives are to (1) avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia, (2) increase access to emergency protection response, and (3) strengthen protection assessment capacity in Somalia. This is the first formal project evaluation since its inception.

This evaluation found that PRMN is a well-respected, relevant and useful project. The evaluation data showed that 'relevance' is one of the project's notable strengths, particularly its ability to mobilise and leverage local capacity in data collection, and to provide direct response to protection incidents or trigger such resposnes through referrals and alerts. The fact that PRMN has operated successfully for one-and-a-half decades amidst poverty, marginalisation, armed violence, insecurity, political instability, and natural hazards in Somalia is testament to its relevance, strong programme design and the admirable work of UNHCR and NRC staff and the local partners. The project has the most extensive information network and has been at the forefront of and central to the collection of displacement and returns data in Somalia. A stakeholder noted, "This is one of the most robust tools we have." PRMN is the biggest network of monitors for protection and displacement in Somalia and is the only monitoring system capturing spontaneous returns. One stakeholder stated, "The data is very useful, especially as a Cluster Coordinator. If we don't know the movement, we are not able to help. We use it on a daily basis. We use and share the data, which then helps with our advocacy and planning." PRMN's relevance and usefulness also contribute significantly to the project's impact and sustainability.

PRMN project objectives

(1) Avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia.

(2) Increase access to emergency protection response.

(3) Strengthen protection assessment capacity in Somalia. This is the first formal project evaluation since its inception.

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1   NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020

Following this point, this evaluation found that despite respondents' reported examples of project impact, PRMN has no formal outcomes nor outcome indicators. This has resulted in a system where it is difficult to produce impact evidence and demonstrate adaptive learning. This gap is noteworthy and unfortunate, especially given that the project has been running for 15 years and should be able to show a wealth of changes and impacts across beneficiaries and stakeholders over those years. In the current humanitarian and development context, outcome indicators and tracking, as well as adaptive learning, are critical project components and their consideration in reviewing and updating the PRMN's M&E system is essential. Respondents spoke strongly about the fact that even with PRMN's focus on outputs, it has clearly had important impacts, especially on beneficiaries, families, and partners, but that these impacts remain mostly undocumented. This finding poses a significant opportunity for UNHCR and NRC because, with slight modifications, more comprehensive project outcomes can be developed, tracked, learned from, and responded to in the future.

This evaluation found that PRMN is effective in that it achieved its objectives and its results. Of the three core objectives, the evaluation found the strongest evidence with the first (avail information) and third (protection assessment capacity) objectives. PRMN's success in collecting the relevant data and increasing protection assessment capacity is notable, through its use of an interactive online dashboard showing displacement statistics, and through the analysis and uptake of information related to protection incidents. PRMN's significant contribution is evident in the fact that both of these activities in Somalia would be notably weaker without PRMN. There was also evidence of the increase in access to emergency protection response (second objective). However, there was more debate here concerning the project's success in the implementation of the Emergency Protection Assistance (EPA). There is no question of the significant needs of displaced persons in Somalia, nor of the importance of the EPA in responding to these needs. Stakeholders' main concerns were the EPA's relatively small size and the limitations in being able to respond quickly enough to the identified needs. Thus, while the EPA is central to the project, a review is needed to make more strategic decisions about its mandate, scale, reach, and responsiveness. At the heart of PRMN's effectiveness and efficiency is the project design based on strong partnerships, useful data, and its ability to adapt to the changing context and needs in Somalia. Despite these strengths, challenges were identified, and the evaluation found that there are opportunities to strengthen data collection; data quality, comprehensiveness and usage; data presentation, visibility and dissemination; capacity of the system, partners and the government; and partnerships, especially with local partners in view of UNHCR's and NRC's global commitment to the Grand Bargain and Localisation agendas.

PRMN showed strong coordination in the extent to which UNHCR, NRC and key partners (for example, the Information Management Working Group [IMWG] and OCHA) effectively shared information and avoided duplication in activities and geographic coverage. Stakeholders argued that coordination was strong in that PRMN partners regularly participate in relevant coordination mechanisms and meetings, including, crucially, engagement with the government. This evaluation noted challenges to coordination, including the scope and complementarity of the various related systems like DTM and SPMS, alongside coordination challenges presented by insecurity. With regards to protection, the project ensured conflict and context-sensitivity, followed Do No Harm programming, and reduced protection risks. PRMN is aligned with NRC's protection policy and protection commitments. Data is appropriately disaggregated, identifies the causes of displacement, and highlights and responds to beneficiary needs. The main debate related to protection moving forward is the scale, scope and delivery of the EPA component, as discussed above.

The project's relevance and usefulness, as well as its effectiveness, efficiency and impact (as documented in this evaluation), suggest that the project is sustainable with ongoing funding and support, and that, with the proper context analyses and mapping exercises, there are opportunities for scale-up and replication. Stakeholders were unequivocal in their response that PRMN should continue in Somalia. There is debate about the need for project scale-up in Somalia, with many stakeholders believing that the project coverage is currently adequate.
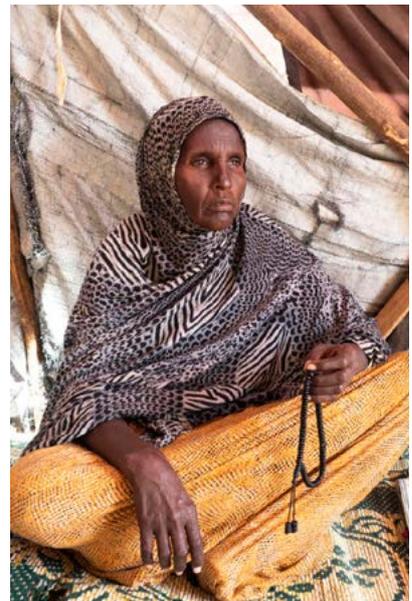

Image of IDP woman. Photo: Ingrid Prestetun / NRC

Respondents consistently highlighted that PRMN is the biggest network of monitors for protection and displacement monitoring in Somalia, and it remains by far the only monitoring system capturing spontaneous returns.

2   This includes displaced communities, humanitarian organisations, the government, and the donor community.

However, respondents were clear that, pending the results of a proper mapping and scoping exercise, it would be beneficial to expand PRMN regionally in order to strengthen regional and country-specific data. There was significant enthusiasm and interest in the potential of scale-up regionally. Although the decision not to collect cross-border information was an intentional design decision to avoid duplication, many respondents argued that the lack of such data currently represented a gap within PRMN. The need for tracking spontaneous refugee returnees was equally noted. Stakeholders also believed that PRMN is robust enough to be replicated, after the appropriate situation analysis, need assessment and system adjustments, in stand-alone countries.

PRMN is a unique, relevant, useful and robust data information system that has successfully collected displacement and protection data for 15 years, as well as returns data since 2015, in the particularly challenging context of Somalia. It is well-placed to continue making a significant contribution to beneficiaries,[2] partners and the government in Somalia. Moreover, PRMN can make a significant contribution to the development of a possible regional system. The challenges identified in this evaluation create a unique opportunity in its developmental history to further review, refine, update and, ultimately, strengthen this vital system.

> " PRMN is a star in UNHCR's cap. "
>
> UNHCR

> " We, as a donor, refer quite a lot to the data that comes from PRMN. It is a very good initiative. "
>
> Donor

Aerial view of IDP settlement. Photo: Ingrid Prestetun / NRC

2.3 Summary of Evaluation Criteria Findings

RELEVANCE ▶

Key Question: To what extent did the project objectives and design respond to beneficiaries' global, country, and partner and institution needs, policies, and priorities?

The evaluation showed that PRMN's objectives were consistent with beneficiary needs, country priorities, UNHCR's mandate, NRC's global and country strategies, donor priorities, and international development strategies. PRMN is a key tool that highlights UNHCR's concerted attention and efforts, to address the protracted nature of internal displacement in Somalia. Protection and displacement Information collected through the PRMN system has greatly contributed to the information/data mining initiative by the UNHCR/World Bank Joint Data Centre - whose workplan for 2020 prioritizes IDP-data related activities that seek to inform policy processes at country level as well as contribute to global norms and standards. PRMN also contributes and informs other initiatives prioritised by UNHCR at the global level, namely, Initiative on Internal Displacement 2020-2021, UNHCR's Strategic Framework and enhanced partnership on Climate Action and UNHCR's Platform on Disaster Displacement (PDD).PRMN contributes to the overall NRC country objective to promote and protect the fundamental rights of returnees, IDPs and vulnerable host communities and to facilitate voluntary return or reintegration as a durable solution, by focusing on the most recent and the most vulnerable returnees and IDPs. PRMN's uniqueness and relevance highlight its strength as it initially identified and responded to displacement and protection monitoring needs in 2006 and then continued to adapt the system to the changing political, social and economic context in Somalia over the next 15 years. The urgent and ongoing humanitarian needs of displaced communities in Somalia and regionally means that PRMN is well-placed to continue to be relevant and useful.

EFFECTIVENESS ▶

Key Question: To what extent did the project achieve, or is expected to achieve, its objectives, and its results?

The evaluation found that PRMN was effective in meeting the three project objectives, especially objectives 1 (avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia) and 3 (strengthen protection assessment capacity in Somalia). While there was appreciation and acknowledgement of the project's contribution to Objective 2 (increase access to emergency protection response), stakeholders debated the overall effectiveness of PRMN's approach, particularly the EPA component. The log frame analysis showed that there are no specific indicators to measure the impact of PRMN activities, including proper monitoring and analysis mechanisms. The main drivers of PRMN's effectiveness are its (1) data availability and usefulness, (2) success over time, (3) adaptiveness, (4) interface with humanitarian actors, and (5) use of partnerships. The main challenges to PRMN's effectiveness relate to issues with (1) data collection, (2) data quality, comprehensiveness and usage, (3) data presentation, visibility and dissemination, and (4) partnerships, especially with local partners.

COORDINATION ▶

Key Question: To what extent have the practical activities of NRC and key stakeholders avoided duplication in activities and geographic coverage, and effectively shared information?

The evaluation found that PRMN is well-known amongst relevant stakeholders and that UNHCR, NRC and PRMN partners regularly participate in relevant coordination mechanisms and meetings. PRMN also coordinates with relevant government bodies and has noted an increase in government interest and responsiveness to the work of PRMN in recent years. There remains some confusion and differences of opinion amongst stakeholders regarding the scope and complementarity of other displacement or protection-related data systems within Somalia, specifically DTM and SPMS. The majority of stakeholders argued that these different systems are complementary for the most part, albeit with marginal overlaps and room for improved communication and coordination efforts to enhance effectiveness and impact. Overall, PRMN local partners stated that coordination was strong, although they also identified some key challenges, including, amongst others, coordination challenges brought about by insecurity, distance and recently by Covid-19.

EFFICIENCY ▶

Key Question: To what extent did the project deliver, or is likely to deliver, results in an economic and timely way?

The evaluation found that PRMN is an efficient system. Both UNHCR and NRC reported satisfaction with the biannual reporting and stated that the system is well-managed by the two organisations' financial teams in Mogadishu. Challenges centred around the issues of (1) partner capacity and related matters, (2) government capacity, and (3) system capacity. Any future PRMN scale-up would require a full financial and human resources review.

PROTECTION & DURABLE SOLUTIONS ▶

Key Question: To what extent did the project ensure conflict and context-sensitivity, follow Do No Harm programming, and reduce protection risks?

PRMN aligns with UNHCR's and NRC's protection policies and commitments as well as UNHCR's approach to durable solutions. The network collects data that is sensitive to age, gender and diversity, and works to identify the causes of displacement alongside the immediate protection needs of individuals and groups in project coverage areas. To a greater extent, PRMN data informs efforts that are intended to protect displaced and vulnerable populations and assist them in assessing and exercising their rights. This data also contributes to durable solutions in meaningful ways, through the sharing of this data with relevant stakeholders, including government, donors, and other humanitarian actors. In particular, the Flash Reports are produced and disseminated to provide data quickly to stakeholders in an effort to trigger urgent humanitarian responses. While direct protection assistance is provided under the Emergency Protection Assistance (EPA) component to eligible cases identified by partners, there is a strong sentiment among partners, monitors and some other stakeholders that the amount is insufficient to meet the need. The stakeholders believe that more could be done to streamline EPA administrative procedures such that wait-time is substantially reduced.

IMPACT ▶

Key Question: To what extent did the project generate, or is expected to generate, significant positive or negative, intended or unintended, higher-level effects?

The evaluation found that, despite a single overall outcome, PRMN lacks specific quantitative and qualitative indicators, and monitoring and analysis mechanisms to measure the project's impact. As a result, knowledge of the project's impacts is limited on the one hand; while on the other, those impacts have not been formally documented and used to assist humanitarian actors in making well-informed decisions in terms of planning and response. In spite of this gap, there are notable examples of positive and unintended impacts at the beneficiary, partner, government and donor levels. Moving forward, it is important to review the most appropriate way to incorporate outcome indicators and tracking into the project design and overall information management system architecture. Such a modification will provide the framework to accurately measure and use the changes and improvements on the target populations and stakeholders, including differential impacts across project areas.

SUSTAINABILITY ▶

Key Question: To what extent have the net benefits of the project continued, or are likely to continue?

The PRMN project is sustainable with ongoing funding and support. Many of the traditional measures of sustainability for development or humanitarian interventions are difficult to apply to the PRMN framework, given its information management focus as well as the nature of the intervention as a longstanding displacement, protection and return monitoring project. Over its 15 years of operations, PRMN has developed strong systems and partnerships with local NGO partners and stakeholders. Evaluation respondents spoke strongly in favour of the continuation of PRMN, even though they also highlighted potential areas for improvement and enhancement, such as data analysis and presentation, dissemination and coordination. While opinions amongst stakeholders regarding potential scale-up within Somalia were mixed, there was significant enthusiasm and interest in the potential of replication in neighbouring countries, or regional scale-up. Stakeholders stressed that any replication or regional scale-up would need to be preceded by careful research into what systems might already be in place at country levels, how coordination would be ensured, and what system perimeters and/or definition of terminologies would need to be considered in order to reflect local context dynamics.

2.4 Recommendations

It should be noted that the relatively high number of recommendations is due to the fact that there have been no previous formal evaluations of the PRMN over the 15-year project period.

OVERALL SYSTEM

1   Technical System Review

Conduct a technical system review. The age of the system and some of its limitations were identified as issues that required a technical review and update. This would be conducted by a programmer with experience in similar data collection and monitoring tools in the humanitarian field.

DATA COLLECTION

2   Cross-border Movement

Assess how best to respond to the calls for the inclusion of cross-border movement data collection, and particularly improved tracking of spontaneous returns within PRMN. While expanding the system to capture this data will enable PRMN to fill in some of the identified gaps in the data, it is essential that such an initiative is complementary and does not duplicate existing data.

3   Needs of Vulnerable People

Strengthen the collection and targeted sharing of data on the specific needs of vulnerable people, including women, children and people with disabilities, to enable more immediate responses.

Women fetching water in Dollow.
Photo: Nashon Tado/ NRC

DATA QUALITY, COMPREHENSIVENESS AND USAGE

4   Coordinate Efforts to Enhance Data Quality and Analysis

A coordinated assessment involving relevant stakeholders such as Cluster Coordinators, UNHCR, NRC, IDMC, REACH, IOM, JIPS, OCHA and others could be held to review and strengthen the quality of data collected (e.g. capturing push and pull factors of displacement), and to assess opportunities to further enhance the analysis of data already captured by the system, including qualitative data. This assessment could also explore how better to link data and data analysis to national or regional advocacy efforts.

5   Clarify Different Data Systems for Stakeholders

Consider the collaborative development of a regularly updated Briefing Document for partners, government and other stakeholders to clarify these systems and their relationship with each other. While most stakeholders are aware of the different existing data systems such as PRMN, DTM and SPMS, there are various degrees of confusion regarding what each distinct system entails and how they complement each other.

6   Timing of Data Collection, Analysis and Reporting

Review and streamline the data analysis process to improve the turnaround time from data collection to reporting. While it is understood that there are necessary steps through which the data must go, the ability to respond to the data is, at times, compromised by the relatively long turnaround periods. There was consensus amongst respondents that this is a matter that needs urgent attention and improvement.

DATA PRESENTATION, VISIBILITY AND DISSEMINATION

7 Dissemination

Review PRMN data dissemination systems and mechanisms to ensure that data is visible and reaches all intended stakeholders in a timely and proactive way.

PARTNERSHIPS & CAPACITY

8 Cluster Engagement

Review and strengthen Cluster engagement. Clusters appreciate PRMN but requested more strategic and coordinated engagement between PRMN and themselves. There is an opportunity to respond more directly to Cluster mandates and needs.

9 Government Collaboration, Engagement and Capacity Building

Strengthen relevant government collaboration, engagement and ownership, for example, through more training, support and the documentation and sharing of best practices.

10 Strengthen Capacity Building of Local Partners

Assess the degree to which NRC's current partnership model with PRMN partners could be strengthened to better align with the localisation agenda and Grand Bargain commitments. This could potentially be done within the PRMN model or through separate related programming within NRC.

11 Monitor Numbers, Salaries and Transportation Allowances

Conduct a review of the monitoring, in collaboration with the local partners, to ensure that there are a sufficient number of monitors assigned to each coverage area with competitive salaries and adequate transportation allowances.

PROTECTION

12 EPA Administration

Review the administration of the EPA to ensure that partners are able to respond immediately, flexibly and appropriately to the urgent protection needs identified. For example, consideration could be given to the strengthening of linkages and establishing standing retainers with pre-assessed health facilities in coverage areas to ensure emergency medical cases, including SGBV cases, receive urgent care and support.

13 EPA Coverage

As a central component of the project, the EPA needs to be reviewed, in close collaboration with relevant partners, in order to make strategic decisions about its funding, mandate, scale, reach, linkages and responsiveness.

> " The data is very useful, especially as a Cluster Coordinator. If we don't know the movement, we are not able to help. We use it on a daily basis. We use and share the data, which then helps with our advocacy and planning. "
>
> Cluster Coordinator

> " PRMN is one of the core sources of data for movement and protection in Somalia. NRC is regarded as one of the key contributors to protection in Somalia. "
>
> Respondent

> " PRMN focuses on protection cases identification and reporting, where[as] response to protection cases is inadequate. "
>
> Partner Program Manager

> " PRMN has collected important and relevant information over many years in Somalia, which is not easy because there have been so many changes over this time. "
>
> Partner

DATA QUALITY, COMPREHENSIVENESS AND USAGE

14   Evaluation Plan

Develop a PRMN evaluation plan. This evaluation highlighted the lack of learning across the project. One of the reasons for this is the absence of any project evaluation since the project's inception in 2006. It is recommended that the project is externally and independently evaluated every 2.5 to 3 years.

15   Outcomes and Outcome Indicators

Build clearly defined outcomes and associated outcome indicators into future log frames to enable ongoing monitoring, assessment and learning of project impact over time. Consider a documentation exercise to capture historical impact.

16   EPA Monitoring and Impact Analysis

Consider a specific impact analysis of the EPA to help inform future strategic decisions regarding the EPA. Reporting on or tracking EPA requests against disbursements may also be instructive. While partners report on EPA cases and disbursements, this is only captured within the annual log frame in aggregate, as outputs.

PROTECTION

17   Regional Mapping

Consider a regional mapping exercise to explore scale-up and feasibility. This would assist in understanding issues such as which systems and actors already exist within the region, how the systems already overlap or complement, what the gaps are, what are the relevant political considerations to take into account, where scale-up is the best option, and whether resources would be better devoted to improving existing systems.

18   Replication

Consider replication, based on a similar mapping exercise in no. 17 above, of PRMN in other stand-alone countries.

Portrait of woman in IDP settlement.
Photo: Nashon Tado/ NRC

3 Methodology

3.1 Approach

Stephen Van Houten (International Lead Consultant) and Sarah Pugh (International Consultant) conducted this evaluation. The evaluation was carried out over 46 days between July and September 2020. The evaluation was independent and carried out following NRC Evaluation Policy,[3] as well as the evaluation norms, standards and the best practices in the international evaluation field.

The OECD-DAC evaluation criteria were used to guide the data collection and analysis.[4] These five criteria are (1) relevance, (2) effectiveness, (3) efficiency, (4) impact, and (5) sustainability. NRC added two additional criteria to be assessed, that is, (1) coordination and (2) protection and durable solutions. By exploring these seven criteria, the evaluation aimed to provide management with the critical information needed to understand the project from a wide range of sources, with an eye to lessons learned to refine this work and inform future UNHCR and NRC programming.

3.2 Methods

A variety of multi-faceted, mixed design methods were used to collect information during the evaluation, all of which are participatory, inclusive and target group sensitive and ensured that gender considerations are integrated into the data collection and analysis methods. These methods included a desk review, interviews, consultations, and a survey.

Data Collection:

Due to Covid-19 travel and movement restrictions, this evaluation was conducted remotely. NRC organised the logistics necessary to facilitate remote data collection. KIIs and consultations were held via online teleconferencing platforms. The evaluation team assessed the activities of PRMN including but not limited to (1) Information collected and stored in the PRMN online system (including usability and accessibility of information to relevant stakeholders), (2) Types of reports and documents generated through the PRMN system, (3) Mechanisms and processes used for data collection, and (4) Advocacy initiatives and humanitarian responses informed by PRMN reports. The consultants assessed whether (1) PRMN improved the overall humanitarian planning and response in Somalia, and (2) the system adequately adapted to the changing humanitarian context.

Desk Study:

The consultants conducted a desk review of relevant programme documentation including relevant internal strategic documents, including the UNHCR Somalia's Protection and Solutions Strategy[5a], NRC Global Strategy 2018-2020[5b], NRC Programme Policy[7], fact sheets[8], action plans, project applications, relevant correspondence, agreements, assessments and monitoring reports. The desk study informed the development of the methodology (including research tools) that were used in this evaluation. Input from NRC assisted in further refining the evaluation approach and tools. The consultants were also given guest access to be able to review PRMN's online portal. During the inception phase, the consultants conducted consultations with relevant UNHCR and NRC staff.

Given that the evaluation covers the entire PRMN project length from January 2006 – December 2019, a brief historical analysis was conducted. This analysis allowed for descriptions of trends and patterns over time with the view of contributing to the discussion of the project's relevance, effectiveness, impact and sustainability. This analysis was limited by the availability of relevant historical documents and persons with adequate historical knowledge of the system.

Dahabo, who lives in Jilab settlement in Garowe. Photo: Ingrid Prestetun / NRC.

3 NRC, Evaluation Policy, Feb 2015, https://www.nrc.no/globalassets/pdf/policy-documents/nrc-evaluation-policy.pdf

4 OECD-DAC, Evaluation Criteria, https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

5a UNHCR Somalia, Protection and Solutions Strategy 2020-2022, July 2020 (unpublished internal document)

5b NRC, Global Strategy 2018-2020, https://www.nrc.no/globalassets/pdf/policy-documents/programme-policy/nrc-global-strategy-2018-2020_web.pdf

6 NRC, Programme Policy, 2017, https://www.nrc.no/globalassets/pdf/policy-documents/programme-policy/nrc-programme-policy-2017_high-res.pdf

7 NRC, Fact Sheet, Sept 2019. NRC's Operations in Somalia, https://www.nrc.no/globalassets/pdf/fact-sheets/2019/q3/updated/factsheet_somalia_sep2019.pdf

Given the lack of project baseline data,[8] the adaptive and changing nature of the project, and the annual and outputs-based nature of the log frame, a high-level log frame analysis was undertaken, which reviewed the overall objectives and the measurable outputs. Achievements and non-achievements against the log frame were explored in the key informant interviews (KIIs), survey and consultation of project documents.

Survey:

An online questionnaire was administered through AllCounted (http://allcounted.com) to a total of 69 potential partner and field monitor respondents from the key informant list provided to the evaluators (Annex 5). A total of 26 respondents from 24 different partner organisations responded to the survey for a response rate of 38%. Of these respondents, 23 (88%) were male and 3 (12%) were female. Respondents included 13 (50%) PRMN monitors, 9 (35%) individuals in programme or management positions, and 4 (15%) focal points. Surveys asked respondents to rank the project's contribution against the OECD-DAC evaluation criteria, which were defined within the survey. Respondents were asked to elaborate on the achievements and challenges of the project under each criterion in open-ended questions. This survey was intended to provide a snapshot of partners' perspectives, and an opportunity for a wider range of partners to contribute to the evaluation than could be reached through KIIs alone within data collection timelines. Survey responses also helped guide the evaluators in follow-up KIIs with some selected partner respondents, and highlighted issues that could be followed up with other programme staff and stakeholders. Survey results are integrated within the discussion of each evaluation criterion.

Sampling and Stakeholders:

Purposive sampling was used to seek a combination of remote KIIs and consultations with project staff, partners, and beneficiaries. Gender was considered, wherever possible, when selecting stakeholders. These stakeholders included NRC staff (national, regional and international), UNHCR, PRMN monitors, partner organisations, government representatives, selected heads of humanitarian organisations, donors, UN representatives, cluster coordinators and consortia.

Ethics:

All KIIs and other discussions were conducted in accordance with the best ethical practice in research, particularly with respect to ensuring participants' safety, confidentiality, the protection of data, and risk mitigation. The evaluators complied with all relevant organisational codes and policies, including NRC's Code of Conduct.[9]

Data Quality Control:

Various tools were utilised to collect, triangulate and validate the data, including the application of the BOND Principles (Voice and Inclusion, Appropriate, Triangulation, Contribution, and Transparency)[10] and the ALNAP criteria (Accuracy, Representativeness, Relevance, Generalisability, Attribution, and Clarity around contexts and methods).[11] In the interviews, descriptive, normative, and impact questions were used to ensure that past, present, and future conditions are described, with cause-and-effect relationships explored.

A Validation Meeting was conducted on 24 August 2020 with nine stakeholders from UNHCR and NRC in which the draft findings and report were presented and validated.

Purposive sampling was used to seek a combination of remote KIIs and consultations with project staff, partners, and beneficiaries. Gender was considered, wherever possible, when selecting stakeholders These stakeholders included NRC staff (national, regional and international), UNHCR, PRMN monitors, partner organisations, government representatives, selected heads of humanitarian organisations, donors, UN representatives, cluster coordinators and consortia.

8   NRC Staff Inception Interview, 28 July 2020
9   NRC, Code of Conduct, 2008 (adjusted 2014), https://www.nrc.no/globalassets/career/pdf/code-of-conduct---norwegian-refugee-council.pdf
10   BOND, Evidence Principles, https://www.bond.org.uk/resources/evidence-principles
11   ALNAP, Strengthening the quality of evidence in humanitarian evaluations, May 2017, www.alnap.org/system/files/content/resource/files/main/alnap-eha-method-note-5-2017.pdf

Summary of Data Collection

The total number of stakeholders consulted for this evaluation is 62, including 36 people in key informant interviews (remote) and 26 in the survey (response rate of 38%). Of the total number of 61, 14 (23%) were female and 48 (77%) were male (see Annex 2 for the list of respondents).

SUMMARY	
KIIs	**SURVEY**
# Interviews 31	# Sent 69
# Persons 36	# Persons 26
	Response Rate 38%
TOTAL RESPONDENTS 62 (36+26)	
Females 14 (23%), Males 48 (77%)	

The total number of stakeholders consulted for this evaluation is **62**, including: 36 remote KIIs and 26 in the survey response - **23%** were female and **77%** were were male.

3.3 Limitations

This evaluation was undertaken during the global Covid-19 pandemic. As such, travel restrictions and border closures meant that the evaluation was required to be conducted entirely remotely. However, even without such restrictions, budgetary and security considerations would likely have meant that significant components of the evaluation would have been conducted remotely in any event.

Language posed some limitations to this evaluation, where participants were not fluent or comfortable in English (particularly in the case of some partners and field monitors). However, this was not a significant limitation to data collection or analysis.

The temporal scope of the evaluation (2006-2019) also presented some challenges in terms of access to key stakeholders who played important roles in the evolution of the PRMN over time, as well as access to documentation from the earlier years of the network. The evaluators worked to the best of their ability with material provided and stakeholders who were available to answer relevant historical evaluation questions as thoroughly as possible.

A notable limitation of this evaluation is the lack of equal gender representation amongst the respondents. In total, only 20% of the stakeholders for this evaluation were women. Wherever possible, the evaluators attempted to purposively select women from the stakeholder list provided, but it was not possible to achieve equal representation from this list.

4 Introduction

4.1 Context

For over three decades, Somalia has experienced various acute and prolonged humanitarian challenges, set against the background of political instability and violent conflict. Poverty and chronic underdevelopment within Somalia render populations particularly vulnerable to the effects of endemic natural hazards and environmental and climatic shocks, including droughts and flooding, as well as ongoing conflict. Even smaller-scale natural hazards can have devastating impacts on chronically impoverished and conflict-ridden communities.[12] While the political situation has in many respects stabilised in comparison to past decades, violent conflict and armed fighting continue to be prevalent in large parts of the country, leading to trauma, displacement and population mobility, and for many, increased vulnerabilities. Ongoing marginalisation, a rise in forced evictions, discrimination against different vulnerable groups and minorities, pervasive sexual and gender-based violence (SGBV), and insecurity and armed violence also continue to exacerbate vulnerabilities and to drive humanitarian needs.[13]

Displacements and returns create new humanitarian and protection needs and have the potential to exacerbate existing ones. For example, internally displaced people concentrating within unplanned settlements may lead to issues such as overcrowding, WASH challenges, and infrastructural challenges (e.g. adequate lighting for safety). In order to respond appropriately and effectively to displacement and protection challenges, there is an ongoing need for credible information that can track and provide critical context and timely information around displacement and associated protection needs. Generally, within Somalia, there is a weak protective environment, with a high level of protection risks and incidents within the majority of PRMN operational areas. Within Somalia, government capacity is both limited and overstretched, and there is a lack of such extensive country-wide information management capacity among humanitarian partners.[14] Without timely and accurate information, there is an increased likelihood that humanitarian assistance could be delayed or potentially wrongly targeted. While protection challenges often exceed response capacity, addressing the challenges of displacement and protection, and mitigating their impact, remains of critical importance. It is within this context that PRMN was conceptualised and developed.

Image of IDP woman in Dollow. Photo: Nashon Tado/ NRC

12 UNDP Somalia, About Somalia, https://www.so.undp.org/content/somalia/en/home/countryinfo.html
13 NRC, Fact Sheet, Sept 2019. NRC's Operations in Somalia, https://www.nrc.no/globalassets/pdf/fact-sheets/2019/q3/updated/factsheet_somalia_sep2019.pdf
14 UNHCR & NRC, PRMN Project Proposal, 2020

4.2 Project Background

Established in 2006, PRMN is a UNHCR-led initiative, implemented by NRC.[15] As part of its work in Somalia, the NRC's ICLA programme manages and operates PRMN, which acts as a platform for identifying and reporting on displacements of populations in Somalia as well as protection incidents underlying such movements. PRMN represents a coordinated system of humanitarian agencies providing a range of protection services designed to inform humanitarian planning, trigger appropriate protection responses, facilitate advocacy at different levels, and enhance assessment capacity across Somalia.[16] A brief historical overview is provided below.

2006	Population movement tracking: The Population Movement Tracking (PMT) portal was developed to collect population movement data electronically rather than the previous paper forms. This was done to improve reporting efficiency.
2014	Protection: The system was revised to include protection into the population movement tracking. This was done to respond to the emerging shifts in the Somalian context.
2015	Expansion of movement criteria: The increased interest in movements resulted in the inclusion of the following criteria: previous location, current location, future location and location of origin. This strengthened population movement tracing. Also, the number of partners was increased to include most of Somalia.
	Protection and Returns Monitoring Network: In August 2015, a new portal was launched to collect the real-time displacement, returns and protection incidences. This new system was called the Protection and Returns Monitoring Network (PRMN). A monthly dashboard for each of the incidences (returns, protection and displacements) was created, which was shared monthly with the humanitarian actors. Also, the reasons for displacements were revised to strengthen the relevance for the Somalian context.
2016/17	Group reporting: In response to increased displacements, a group reporting component was added to the PRMN online platform. Moreover, the system was adapted to enable the identification of return incidences which were either spontaneous or assisted. This was in response to reports that Dadaab refugee camp was reportedly being prepared for closure by the Kenyan government, prompting returns to Somalia.
2018	UNHCR-NRC data sharing: To enable real-time sharing of data with UNHCR, NRC developed a 'live sync.' This allowed for daily updates of collected reports and minimised interference in this process of sharing data.
2019	Report analysis: The system was strengthened by adding a report analysis page, which enabled focal points to track the reports and respond more quickly. This page shows statistics of reports at different stages (submitted, reviewed, approved, cancelled).
2020	Capturing new trends: The system was revised to capture new related trends in Somalia. For example, return patterns, areas of eviction, group displacements, future intentions, flooding and livelihoods, and impact of locust infestations on affected pastoralist groups.

> " NRC is the right partner for PRMN; it has the right technical experience. "
> UNHCR respondent

> " This has been a very good partnership. Since 2006, UNHCR and NRC, with the consistent and generous support of ECHO and the other donors, have worked well together in Somalia under difficult circumstances. "
> NRC respondent

> " We have a strong interest in continuing this work in Somalia. We are very interested and extremely supportive of this type of tool. "
> Donor

15 UNHCR Somalia, Protection & Return Monitoring Network (PRMN), Notes on methodology, 23 Feb 2017, https://data2. unhcr.org/en/documents/download/53888

16 NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020

The three central results that PRMN seeks to achieve are (1) Availability of information necessary to inform responsive and strategically targeted humanitarian response in Somalia; (2) Enhanced access to emergency protection assistance for populations victimised by serious protection incidents; and (3) Joint multi-sectoral assessment facilitated. The primary service components of the network include displacement and protection incident monitoring; provision of emergency protection assistance; referrals; post-return monitoring; service mapping; protection incident monitoring; ongoing assessments; alerts; and reporting in real-time.

The network is comprised of 37 organisations. Each partner organisation is assigned a specific geographic coverage within a given region, subject to local security conditions. A total of 209 monitors are deployed across the country to facilitate monitoring and project operations. Data collection is accomplished through in-person and/or phone interviews with members of the affected populations or key informants using a standardised questionnaire, usually at points of arrival, IDP settlements, transit centres and other strategic locations. For displacement incidents, data collection focuses on household-level information, while protection incidents involve the capturing of data unique to the persons of concern. Verified and approved data are uploaded into a web-based platform managed by NRC. Referral services and essential emergency protection support are available through the network to victims and survivors of severe protection incidents.[17] A project summary is provided below.

> The network is comprised of **37** organisations. Each partner organisation is assigned a specific geographic coverage within a given region, subject to local security conditions. A total of **209** monitors are deployed across the country to facilitate monitoring and project operations.

Project Title	Protection and Return Monitoring Network (PRMN)
Description	The PRMN is a UNHCR-led project, with NRC as the implementing partner.[18] It acts as a platform for identifying and reporting on displacements (including returns) of populations in Somalia as well as protection incidents underlying such movements. It is a coordinated system of humanitarian agencies providing a range of protection services designed to inform humanitarian planning, trigger appropriate protection responses, facilitate advocacy at different levels, and enhance assessment capacity across Somalia.[19]
Service Components	The major service components of the network include displacement and protection incident monitoring; provision of emergency protection assistance; referrals; post-return monitoring; service mapping; ongoing assessments; as well as alerts and reporting in real-time.
Donors	Multiple donors have funded the PRMN over time.
Target Regions and Districts	PRMN operates in 19 regions, covering a total of 117 districts across Somalia. This coverage includes 6 local partners in Somaliland, 7 in Puntland, 9 in Jubaland, and 15 across South Central Somalia.
Target Beneficiaries	Displaced populations and returnees within accessible regions in Somalia. The referral mechanism targets beneficiaries located in areas with access to existing service providers.[20]
Partners	At present, there are 37 partner organisations within the network.

17 NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020

18 UNHCR Somalia, Protection & Return Monitoring Network (PRMN), Notes on methodology, 23 Feb 2017, https://data2.unhcr.org/en/documents/download/53888

19 NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020

20 NRC, Annex A, Project Description Consolidated: Agreement Symbol: SOMO1/2020/0000000666/000, 2020

The project Overall Country Objective, Project Objective, Specific Objectives, and Results are outlined below.

Landscape photo of people fetching water in Dollow. Photo: Ingrid Prestetun / NRC

OVERALL COUNTRY OBJECTIVE

NRC's overall objective in Somalia is to promote and protect the fundamental rights of returnees, IDPs and vulnerable host communities and to facilitate voluntary return or reintegration as a durable solution, by focusing on the most recent and the most vulnerable returnees and IDPs.[21]

PROJECT OBJECTIVES

To (1) avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia, (2) increase access to emergency protection response, and (3) strengthen protection assessment capacity in Somalia.[22]

SPECIFIC OBJECTIVES

1. Monitor, report, triangulate, and verify data on displacements, population movements and avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia.

2. Expand emergency protection responses for populations of concern, in particular victims of serious protection violations.

3. Strengthen protection assessment capacity in Somalia through technical & material support.

4. Build the capacity of local partners on protection and return monitoring, financial management, administration, literacy and computer skills as an effective way of delivering on projects.

5. Support local partners with a Small Grant Fund for the implementation of the PRMN project.

6. Provide local partners with Emergency Grant Fund[23] as a mechanism to support survivors of protection incidents and victims of protection and human rights violations.

7. Use the data generated from the PRMN system to undertake and inform protection and advocacy through the dissemination of information to target groups and stakeholders.

8. Raise awareness on the socio-economic and humanitarian situation of returnees, IDPs and host populations among local and national administrative authorities, the humanitarian community, and other NRC projects, contributing to better coordination of humanitarian and development interventions.[24]

RESULTS

1. Availability of information necessary to inform humanitarian response planning in Somalia.

2. Enhanced access to protection response expanded for populations of concern.

3. Protection assessment capacity strengthened.[25]

5 | Findings

5.1 Evaluation Purpose and Outputs

Purpose and Objectives

As stated in the ToR, the primary purpose of this evaluation is to "provide an independent assessment of the effectiveness, impact, relevance and sustainability of the activities of the PRMN project since its inception in 2006."[26] The evaluation objectives include:

> Reviewing and improving the programme design review.

> Providing practical recommendations for potential replication in the region (East Africa) and other humanitarian contexts (e.g. Yemen).

> Providing information for the organisation to engage in meaningful policymaking, effective planning, and an overall improved programming delivery.

> Documenting best practices.

> Advancing framework-wide recommendations for improvement.

> Outlining how to enhance access to information and protection analysis to inform programming, including effective targeting, especially in countries like Somalia, Ethiopia, Yemen, South Sudan, Sudan, Burundi and DR Congo.

Intended Use of Results

NRC and UNHCR will use the findings to reorient, refine and adjust, where necessary, PRMN's focus and methodology in Somalia. Moreover, the findings will be used to facilitate framework replication in other parts of the region as a best practice of a displacement monitoring information system.

Scope

The evaluation covers the overall assistance from January 2006 to December 2019 as part of the PRMN project. Included in this scope is a review of PRMN's approach and services in Somalia, its impact to date, and the extent to which the current methodology will need to be improved to ensure higher impact and effectiveness and continued relevance in years to come.

Previous Evaluations

There have been no previous evaluations of PRMN.

An image of an old man named Yusuf in Qardho, Puntland. Credit: Muhktar Nuur / NRC

21   NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020
22   Ibid.
23   Referred to within this report as "Emergency Protection Assistance" to reflect its updated name
24   NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020
25   UNHCR & NRC, PRMN Project Proposal, 2020
26   NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020

5.2 Main Findings

RELEVANCE ▶

Key Messaging

- PRMN's objectives were consistent with beneficiary needs, country priorities, UNHCR's mandate, NRC's global and country strategies, donor priorities, and international development strategies.

- PRMN is a key tool that highlights UNHCR's concerted attention and efforts, to address the protracted nature of internal displacement in Somalia. Protection and displacement Information collected through the PRMN system has greatly contributed to the information/data mining initiative by the UNHCR/World Bank Joint Data Centre - whose workplan for 2020 prioritizes IDP-data related activities that seek to inform policy processes at country level as well as contribute to global norms and standards. PRMN also contributes and informs other initiatives prioritised by UNHCR at the global level, namely, Initiative on Internal Displacement 2020-2021, UNHCR's Strategic Framework and enhanced partnership on Climate Action and UNHCR's Platform on Disaster Displacement (PDD).

- PRMN contributes to the overall NRC country objective to promote and protect the fundamental rights of returnees, IDPs and vulnerable host communities and to facilitate voluntary return or reintegration as a durable solution, by focusing on the most recent and the most vulnerable returnees and IDPs.

- PRMN's uniqueness and relevance highlight its strength as it initially identified and responded to displacement and protection monitoring needs in 2006 and then continued to adapt the system to the changing political, social and economic context in Somalia over the next 15 years.

- The urgent and ongoing humanitarian needs of displaced communities in Somalia and regionally means that PRMN is well-placed to continue to be relevant and useful.

Relevance is a measure of the extent to which interventions meet recipient needs, country priorities, and are consistent with organisational and donor policies. This evaluation assessed whether PRMN's objectives were consistent with beneficiary needs, country priorities, NRC's global and country strategies, donor priorities, international development strategies and frameworks.

PRMN's objectives to (1) avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia, (2) increase access to emergency protection response, and (3) strengthen protection assessment capacity in Somalia are consistent with beneficiary needs within Somalia. As the first displacement and protection monitoring network established in Somalia in 2006, PRMN has played a unique and central role in the collection of relevant thematic information. A respondent said, "PRMN is one of the core sources of data for movement and protection in Somalia". NRC is regarded as one of the key contributors to protection in Somalia." Respondents also highlighted PRMN is the biggest network of monitors for protection and displacement in Somalia and that it is the only monitoring system capturing spontaneous returns. A major finding of this evaluation is that respondents across the spectrum highlighted the usefulness of the PRMN data. For example, one stakeholder noted, "The data is very useful, especially as a Cluster Coordinator. If we don't know the movement, we are not able to help. We use it on a daily basis. We use and share the data, which then helps with our advocacy and planning". The main limitations and challenges regarding the nature and analysis of the data are discussed below under Effectiveness.

The use of national partners to collect the data from the target populations (returnees and IDPs), as well as partners' meaningful participation in defining how the PRMN project could respond, contributed to the project's ability to respond to beneficiary needs. Moreover, the project's annual refunding is based on an annual needs assessment, including an assessment of beneficiary needs. This highlights that the continued relevance of PRMN is assessed each year as part of the funding renewal process.

In the Partner Survey, 19 of 26 partner respondents (73%) described the project's overall relevance as strong or exceeding expectations, while another six (23%) described it as satisfactory. Respondents highlighted the project's relevance in terms of meeting the need for timely, decentralised and quality data regarding both displacement and protection needs, which can help inform humanitarian responses and advocacy for the rights of vulnerable displaced people. Others noted that the support offered by the EPA was also of particular relevance for those with urgent protection needs. However, respondents also noted that the relevance to beneficiaries was hindered by the limited EPA support available, and limitations of the partners' capacity to adequately respond to the humanitarian or protection needs that are identified by monitors. As one partner Program Manager shared, "PRMN focuses on protection cases identification and reporting, where[as] response to protection cases is inadequate." Some noted the challenge for partners and monitors of the high expectations regarding responses as placed on them by the IDPs they engage for PRMN monitoring.

In assessing the country priorities, this evaluation found that PRMN, since its inception in 2006, has responded to the changing political, social, and economic changes in Somalia, including the decades of armed conflict, drought, flooding and other natural hazards that have challenged the resilience and the coping mechanisms of the most vulnerable persons in Somalia. Respondents noted that PRMN's relevance is linked to its ability to have adapted to the changing in-country contexts and needs over the last 15 years. A staff respondent noted stated, "The PRMN system constantly changes as the situation changes in Somalia." A partner noted, "PRMN has collected important and relevant information over many years in Somalia, which is not easy because there have been so many changes over this time."

PRMN is aligned with NRC's country and global priorities. For NRC's country priorities, PRMN is aligned with the Overall Country Objective in Somalia, which is "to promote and protect the fundamental rights of returnees, IDPs and vulnerable host communities and to facilitate voluntary return or reintegration as a durable solution, by focusing on the most recent and the most vulnerable returnees and IDPs."[27] For NRC's global priorities, PRMN is aligned with NRC's strategy. For example, for NRC's Global Strategy 2018-2020, PRMN is clearly aligned with the mission statement, "NRC works to protect the rights of displaced and vulnerable people during crisis.[28] Furthermore, PRMN provides "assistance to meet immediate humanitarian needs, prevent further displacement and contribute to durable solutions."[29] PRMN also responds to the mission statement's focus on the importance of being a strategic partner to the UN, as well as to national and international actors. The Global Strategy states the main organisational ambitions for the period as being (1) the leading displacement organisation in hard-to-reach areas, (2) a champion for durable solutions, (3) a leader in using data and technology to deliver better, and (4) a great organisation for which to work.

PRMN is aligned with UNHCR's strategy in Somalia to provide "protection and life-saving to those who have been forced to flee their homes. We assist with improved access to education, health, livelihood initiatives and community-based projects which help refugees, people displaced inside the country, returnees and host communities integrate."[30] Also of relevance is UNHCR's Somalia's Multi-Year Multi-Partner Protection and Solutions Strategy, which states, "UNHCR and partner's protection delivery will be underpinned by a strengthened evidence base through innovative Information Management. The tools for this (including the PRMN, GBVIMS+, SPMS, 4MI). UNHCR will seek more synergies with inter-agency multi-sectoral assessments.

UNHCR Somalia's approach to solutions will be aligned with the Durable Solutions Programming Principles endorsed by the FGS in 2018 (Annex 20). The global UNHCR Data Transformation Strategy 2020-2025 will be implemented."[31]

One respondent noted, "This is a very important project for UNHCR and its strategy in Somalia. It is important for us to have this information about the 2.6 million IDPs in Somalia and the related protection issues. We want and need this information." Other donors also noted the relevance of this project to their specific donor priorities, with one respondent noting, "We have a strong interest in continuing this work in Somalia." Both ECHO and SDC highlighted PRMN's relevance and usefulness in Somalia. For example, SDC stated, "We are very interested and extremely supportive of this type of tool." Another respondent stated, "This is one of the most robust tools we have."

The 2030 Agenda for Sustainable Development, adopted in 2015, promises to "leave no one behind," and highlights IDPs as a vulnerable group that needs to be empowered through the implementation of the sustainable development goals (SDGs).[32] The 2030 Agenda is the first international framework to acknowledge that internal displacement issues need to be addressed in sustainable development policies and programs. Even though there are no specific targets or indicators in the 2030 Agenda related to internal displacement, many of the SDGs are relevant to IDPs. The 2030 Agenda provides an opportunity for governments to address internal displacement issues as part of responding to the 17 SDGs.[33] Moreover, there is the opportunity for development and humanitarian actors to strengthen collaboration, most notably on internal displacement, which is traditionally considered a humanitarian issue.

PRMN is informed by UNHCR and NRC's commitment to strengthening a coordinated response to internal displacement issues. Zeender (2018) notes that three things can be done to support governments to "include IDPs in their national development plans and SDG roadmaps, and to make sure that they can follow through on their commitments."[34] First, governments should appoint a high-level focal point to coordinate action among relevant ministries, national and international partners and IDPs. Second, governments need to have an accurate estimate of people's movement, needs over time priorities and future plans. Third, humanitarian and development actors who support SDG roadmaps need to pay special attention to internal displacement in countries with high numbers of IDPs, "as has been done in El Salvador, Somalia and Ukraine."[35] PRMN has responded well to all three issues, in particular, the second and third issues.

27   NRC, Terms of Reference, Consultancy: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia, 4 June 2020
28   NRC, Global Strategy 2018-2020, https://www.nrc.no/globalassets/pdf/policy-documents/programme-policy/nrc-global-strategy-2018-2020_web.pdf
29   Ibid.
30   UNHCR, Somalia, https://www.unhcr.org/somalia.html
31   UNHCR, Somalia's Multi-Year Multi-Partner Protection and Solutions Strategy, p.9.
32   IISD, SDG Knowledge Hub, To Leave No One Behind, Brief Calls for Considering IDPs in SDG Implementation, 11 December 2018, https://sdg.iisd.org/news/to-leave-no-one-behind-brief-calls-for-considering-idps-in-sdg-implementation/
33   IPI Global Observatory, Connecting National Policies to the SDGs in Tackling Internal Displacement, 19 April 2019, https://theglobalobservatory.org/2019/04/connecting-national-policies-sdgs-tackling-internal-displacement/#:~:text=The%20United%20Nations%20Guiding%20Principles,conflict%2C%20situations%20of%20generalized%20violence
34   Zeender, G., The Sustainable Development Goals and IDPs, October 2018, https://www.fmreview.org/GuidingPrinciples20/zeender
35   Ibid.

EFFECTIVENESS ▶

Key Messaging

- PRMN was effective in meeting the three project objectives, especially objectives 1 (avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia) and 3 (strengthen protection assessment capacity in Somalia).

- While there was appreciation and acknowledgement of the project's contribution to Objective 2 (increase access to emergency protection response), stakeholders debated the overall effectiveness of PRMN's approach, particularly the EPA component.

- The log frame analysis showed that there are no specific indicators to measure the impact of PRMN activities, including proper monitoring and analysis mechanisms.

- The main drivers of PRMN's effectiveness are its (1) data availability and usefulness, (2) success over time, (3) adaptiveness, (4) interface with humanitarian actors, and (5) use of partnerships.

- The main challenges to PRMN's effectiveness relate to issues with (1) data collection, (2) data quality, comprehensiveness and usage, (3) data presentation, visibility and dissemination, and (4) partnerships, especially with local partners.

> Effectiveness is a measure of the extent to which an intervention meets its objectives. A project's effectiveness is assessed by asking: To what extent were the objectives achieved or are likely to be achieved? What were the major factors influencing the achievement or non-achievement of the objectives?

Effectiveness is a measure of the extent to which an intervention meets its objectives. Objectives are defined quantitatively as expected outputs or results.[36] Effectiveness is evaluated by comparing what has been obtained with what was planned, and thus outputs and results indicators are all that is required. A project's effectiveness is assessed by asking: To what extent were the objectives achieved or are likely to be achieved? What were the major factors influencing the achievement or non-achievement of the objectives?

In assessing the extent to which the results that were reported are a fair and accurate record of achievement, project monitoring reports were reviewed. This information was triangulated with input from project staff, donor, partners and beneficiaries, where applicable. The project achievement in terms of progress against targets is outlined, after which the drivers of achievements and challenges are discussed.

Overall, this evaluation found that the project was effective in meeting the project objectives to (1) avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia, (2) increase access to emergency protection response, and (3) strengthen protection assessment capacity in Somalia. Of the three objectives, respondents spoke most strongly about the first (avail information) and third (protection assessment capacity). This is further discussed below under Drivers and Challenges.

A few specific observations regarding the log frame follow. The project log frame (Somalia Output Tracker) is collected over the annual (January to December) project funding cycle. It is arranged according to area and district and the core set of output indicators. This is followed by the targets that are disaggregated by sex, new beneficiaries disaggregated by sex entered monthly, new beneficiaries disaggregated by sex entered quarterly, total, percentage of cumulative achievement, and comments. The log frame analysis shows variable achievement in terms of results against targets, with no achievement, underachievement, achievement and overachievement across the log frame. Comments were not always filled in to explain the underachievement and overachievement. Relevant respondents noted that the log frame inconsistency in results is a consequence of unreliable targets and the changing context in Somalia which makes the results unpredictable. It is also difficult to assess how the log frame is used to inform project activities in the next year. While there is one formal project outcome, that is, "Protection concerns and trends in communities affected by humanitarian shocks identified and reported to Anticipatory Action Plan partners and other relevant stakeholders in Protection," further specific quantitative and qualitative indicators to measure the impact of PRMN activities, including proper monitoring and analysis mechanisms, need to be developed. This issue is further discussed below under Impact. The discussion now turns to the main drivers of achievement and challenges.

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36   European Commission, EVALSED: The resource for the evaluation of Socio-Economic Development, September 2013, http://ec.europa.eu/regional_policy/sources/docgener/evaluation/guide/guide_evalsed.pdf

Drivers:

The drivers are listed as (1) data usefulness, (2) success over time, (3) adaptiveness, (4) interface with humanitarian actors, and (5) partnerships.

Data usefulness:

Following the discussion above under Relevance, this evaluation found that almost every respondent stated that PRMN is effective in producing useful information regarding the movement of displaced people (Objective 1). For example, as one respondent stated, "It is a vital source of information." In the Partner Survey, 17 of 26 respondents (65%) described the project's overall effectiveness as either strong or exceeding expectations. An additional six (23%) described it as satisfactory. Respondents felt that the PRMN was largely successful in its efforts to collect data on displacement and protection needs to inform strategic and targeted humanitarian responses, and to some extent, in providing emergency response to identified protection needs (for example, through the EPA). A respondent noted, "The PRMN generate data that is useful; other organisations and donors can use the information." Cluster respondents also stated that the data is useful. For example, a Cluster respondent said, "The data is very useful, especially as a Cluster Coordinator. If we don't know movement, we are not able to help. We use it on a daily basis." Another Cluster respondent stated, "It is good to see the data coming in on a monthly and weekly basis, bringing in fresh data." A UNHCR respondent stated, "PRMN is a star in UNHCR's cap." A donor respondent noted, "We, as a donor, refer quite a lot to the data that comes from PRMN. It is a very good initiative."

Success over time:

This system's durability and usefulness over 15 years are notable. A common theme in the interviews was that the system was developed in 2006 and that it had survived the many and complex shifts in the Somalian context. This is a significant achievement, which is relatively uncommon in the changeable humanitarian and development contexts. A donor respondent noted, "PRMN is one of the most robust tools we have." Another respondent said, "Data has been collected for many years, with a consistent methodology." It is worth noting the comments from a few respondents who noted the regrettable lack of a detailed historical documentation and trend analysis of the system. One of the main reasons for the system's durability is the system's historical adaptiveness.

Adaptiveness:

The brief historical overview presented in Project Background under Introduction above highlights some of the ways that the system adapted to changing needs and trends in Somalia. For example, in 2006, the PMT was developed to collect electronic rather than paper population movement data. While the first eight years were somewhat static for the system, the last seven years show essential adaptations. In 2014, protection was included in the population movement tracking. This was done in direct response to the changes in the Somalian context. In 2015, the movement criteria were expanded, and the number of partners was expanded to cover most of Somalia. Later in this year, the new portal,

now named PRMN, was launched to collect real-time data, present monthly data in a dashboard and expanded the reasons for displacement. In 2017, the system responded to increased displacements by introducing group reporting and it adapted to the increase in returnees by strengthening the identification of returnee incidences. In 2017, the UNHCR-NRC real-time data sharing was strengthened; in 2019, the report analysis component was added; and in 2020 the system was revised to capture new related trends in Somalia. While there is clear evidence of adaptation, this evaluation noted that staff and partners feel that the system could strengthen the way that it has adapted over time. This is discussed more below under Challenges.

Interface for Humanitarian Actors:
Another critical driver of success is PRMN's creation of an interface for humanitarian actors. While there was some interaction between humanitarian actors since the development of the system in 2006, this interaction was significantly strengthened by the development of the dashboard in 2015. Before this, there was no interface for humanitarian actors. Since then, both humanitarian and government actors have used the data and provided positive feedback to NRC staff about this interface. A respondent said, "The development of this interface is a great strength of the system."

Partnerships:

A further strength of the PRMN system is its use of partnerships in project planning and implementation. Since its inception, this has been a UNHCR-led project, with the NRC responsible for implementation. This partnership's longevity and success are relatively rare in the humanitarian and development fields. This partnership is even more significant given the volatility of the context in Somalia. One UNHCR respondent stated, "We have a very good relationship with NRC and their local partners." Another UNHCR respondent said, "NRC is the right partner for PRMN; it has the right technical experience." An NRC respondent noted, "This has been a very good partnership. Since 2006, UNHCR and NRC, with the consistent and generous support of ECHO and the other donors, have worked well together in Somalia under difficult circumstances."

NRC sub-contracts the data collection to local NGO partners. These partners, as evidenced throughout this evaluation, appreciate their partnership with NRC. Likewise, NRC staff spoke highly of the local partners who collect the data, often under difficult circumstances and in hard-to-reach areas. A respondent said, "Through our coordination with partners, we are able to go to areas when things are too difficult." Another respondent noted, "We have a very large and well-established network of contacts throughout Somalia." Partners highlighted their increased capacity as a result of PRMN. They reported strengthened protection assessment that is consistent with beneficiary needs within Somalia (Objective 3). Moreover, they also reported increased organisational capacity (discussed in more detail below under Efficiency). Partners also commented on the importance of PRMN in creating jobs for local people. A partner stated, "We are grateful for the PRMN as our people get work and can now support their families." Some of the partnership challenges including the nature of the partnerships, ownership and capacity are discussed below.

This evaluation found that there has been increased government engagement and use of the PRMN in the last 2-3 years. Even though there is no formal relationship with the government in terms of the PRMN, government's collaboration and support are vital. UNHCR and NRC's other work in Somalia has added to their credibility and the government's support. This issue is further discussed below in Coordination. The other area of partnerships is PRMN's collaboration with other UN agencies and INGOs in the various relevant Clusters. The Cluster respondents clearly appreciate their partnerships with NRC and UNHCR through PRMN activities and reports.

Challenges:

The evaluation highlighted effectiveness challenges across the following key areas (1) data collection, (2) data quality, comprehensiveness, and usage, (3) data presentation and dissemination, and (4) partnerships. Challenges to effectiveness related to the EPA are discussed under Protection.

Data collection:

Partners and field monitors highlighted certain ongoing logistical challenges related to the collection of data in the field. These varied according to the geographical location of the partner, and included challenges related to transportation within coverage areas, as well as inconsistent internet access and connectivity issues. One respondent explained that to mitigate this, at times, some monitors will call other monitors who are in a place with internet access or connectivity to send in the information, noting that mechanisms remained in place through the use of codes to keep the data secure. Some partners explained that, occasionally, especially with small numbers of monitors, they found it difficult or even impossible to collect adequate data, as expected, from across their coverage areas. For monitors, data collection is further complicated in contexts of insecurity or conflict, and partners and monitors noted the challenge and risks involved. As one NRC Focal Point noted, "One of the main challenges in collecting data is getting access to areas that are far away, or where there are security risks. Getting quick and reliable data from these areas is not always easy."

Data Quality and Comprehensiveness and Usage:

Stakeholders identified several challenges and suggestions related to data quality, comprehensiveness, and usage. As noted above, there were many positive and supportive comments about the quality and usefulness of the data collected by PRMN. However, there were also suggestions regarding how both the quality and the types of data collected could be further improved. Some stakeholders suggested that the PRMN could be strengthened by providing more detailed information to stakeholders, including more in-depth and site-specific information about displacements and specific vulnerabilities, which could better enable a concrete response from Clusters and other relevant

stakeholders. As one Cluster coordinator put it, "It feels as if at times the PRMN info that is received, like Flash Alerts and dashboards, that while important, it is difficult to get more micro-level detail," meaning the information cannot be easily met with a clear and targeted response. Another Cluster coordinator echoed the sentiment that more details would be welcomed, noting some confusion regarding how the "Priority Needs on Arrival" are identified and presented within the dashboard. "We notice that water, for example, is amongst one of the lowest priorities, but what is the reason why? This is not covered in the data."

Stakeholders also noted that at present, the data may not capture the complexity of displacement causes in Somalia. For example, when selecting a cause of displacement, field monitors are currently able to select only one of 18 different causes of displacement which may not necessarily capture the potential combinations of push and pull factors that contribute to displacement. This is a limitation already noted in the 2017 "Notes on Methodology," but which remains a challenge.[37] One stakeholder noted the particular challenges involved in identifying drought as a primary cause of some displacements in Somalia, particularly in a context of nomadic pastoralism, where movement due to dry conditions or drought elsewhere may not necessarily constitute internal displacement. Another challenge identified in the evaluation relates to the reporting of data by field monitors in English, where some are not proficient in English. One stakeholder recounted that particularly when it comes to analysing partner comments within the system, this can be a challenge for analysis, noting that there is sometimes some "guesswork" involved in trying to determine what the monitor intended to convey. There were notable differences of opinion amongst stakeholders regarding the reliability and accuracy of the data, though stakeholders widely agreed that this was to be expected, to some degree, in such monitoring and data collection mechanisms and systems, particularly in challenging contexts such as Somalia. As one donor representative noted, "There are always accuracies and pitfalls of data – but this is the only data we have."

Stakeholders also cited issues of potential data gaps and overlap with other data sources. In terms of gaps, the lack of cross border data was highlighted by some stakeholders from within UNHCR and the NRC as a limitation of the PRMN. Some noted that this was, in part, an effort to avoid duplication with existing data systems, and represented an intentional decision during design, but nonetheless referred to it as a "big gap." As one NRC Focal Point stated, "We need cross border data because, without it, we only have part of the picture." However, some external stakeholders felt that there was already "sufficient information" provided through the Data Tracking Matrix (DTM), even though there "is always the need to supplement and strengthen those mechanisms." Another stakeholder argued that the lack of data collection regarding departures also represented a gap within PRMN, noting that this was something already being discussed between UNHCR and NRC. Stakeholders were conscious of the need to avoid duplication with other systems, an issue discussed in further detail under Coordination.

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37   UNHCR Somalia, PRMN, Notes on Methodology, 23 February 2017

Stakeholders internal and external to NRC also spoke about the potential for strengthening the analysis of existing information which is already captured within the PRMN system. As one stakeholder put it, "PRMN collects a huge amount of data, which is a strength, but it is not exploited to its full potential." One NRC staff member noted that some of the data was not currently being used to its full effect, citing the example of the SGBV data collected through the system. Another stakeholder suggested that currently, the "partners' comments" column contained a great deal of crucial qualitative and explanatory data that could add depth of understanding to analyses of displacement in the country.

Data Presentation, Visibility and Dissemination:

Some stakeholders also argued that there was room for improvement within PRMN both in terms of the appearance and user-friendliness of the reports, as well as in the actual dissemination, visibility and sharing of PRMN data. Some felt that more could be done to improve the visual presentation of the data, both in terms of the Flash Reports and the dashboard. However, there was stronger emphasis placed on the need for better sharing and dissemination of the data. One external stakeholder at the Cluster level expressed that while appreciative of the data source, "PRMN is not visible in my eyes whatsoever – it is a bit of an elusive system." Another Cluster stakeholder noted that he doesn't regularly receive PRMN data, and that it "seldom ends up in his inbox," though at times he will receive a Flash Report. Another external stakeholder argued that "PRMN could improve the way that they share the data – I only know what they're doing because I reached out to them." NRC staff also acknowledged that more could be done to improve dissemination, though one staff member noted that there had been significant improvements in dissemination in the past five or six years. Some stakeholders suggested that one way to improve visibility would be to regularly present PRMN data at Cluster meetings.

Another challenge identified by some stakeholders is the delays or perceived delays between the collection of the data and access to it. One Protection Associate argued, for example, that "The analysis of the data takes too long. Sometimes it is a month or two before the analysis is returned to us. It loses the benefit of real-time data," while another commented, "The utilisation of this data is not really how we expect. Sometimes the information comes too late." There also appeared to be some lack of clarity around why the degree of access to PRMN data shifted for Protection Associates, some of whom noted that while they used to have access to the portal, they do not have this access anymore. NRC and UNHCR stakeholders noted that delays between the collection of data and its release represented a "tricky issue" given the need to balance timeliness of data with the verification and reliability of that data, particularly due to the sensitivities and importance of the data. "We need to balance the need for quick responses with credible data,"

stated one stakeholder. Flash Alerts and Flash Updates are a response to this challenge, through the release of provisional data to which Clusters and Cluster partners can then respond. One Cluster stakeholder acknowledged that when they receive Flash Reports, they are able to work through their own cluster partners in the field to verify and act on the data, as appropriate.

Partnerships:

As noted above, NRC's partnerships with local partners is one of the PRMN project's strengths. However, stakeholders also identified a number of challenges associated with these partnerships, including the nature of the partnerships, ownership and capacity. While NRC staff noted that the partnerships have been quite stable through the years, some non-performing partners have had to be terminated over the course of the PRMN, and some monitors have been lost because of delays in payment by the partner organization, even after they have received funding from NRC. However, these examples are largely overshadowed by the general longevity and good working relationships of NRC with its partners.

While there is a capacity-building component to the partnerships between NRC and local partners, some stakeholders, including NRC staff, partners and external stakeholders, suggested that NRC could consider enhancing this aspect. One staff member, for example, suggested that there could be scope for enhanced training of partners around humanitarian skills, programming and principles. One NRC staff member commented that the partnership model used by PRMN has worked as well as it has over such a long time because it is "light" in nature, and that there may be valuable lessons from the model for other agencies and actors. However, others were more critical of the partnership model, suggesting that NRC might need to do more to better align the project with the localisation agenda and Grand Bargain commitments. This could be particularly relevant under Workstream 2 of NRC's Grand Bargain commitments: "More support and funding tools for local and national responders."[38] Partnerships are discussed further below in Efficiency.

Summary of Challenges from the Partner Survey:

In the Partner Survey, some of challenges to effectiveness cited by respondents were: the limited amount of the EPA funding and sometimes delays in accessing those funds; English language challenges; challenges in getting accurate data in hard-to-reach areas; internet connectivity challenges; inaccessibility of some areas; limited training for field monitors; insecurity (including threats and road blocks); delays in humanitarian responses; limited numbers of monitors for large coverage areas; insufficient humanitarian responses to identified needs; transportation challenges; and a lack of harmonized tools for reporting GBV incidents.

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38   NRC, Briefing Note, April 2018, The Grand Bargain: Where do we stand and how is NRC engaging in this process? https://www.nrc.no/globalassets/pdf/briefing-notes/the-grand-bargin-briefing-note/the-grand-bargain---nrc-briefing-note.pdf

EFFICIENCY ▶

Key Messaging

- PRMN is an efficient system.

- Both UNHCR and NRC reported satisfaction with the biannual reporting and stated that the system is well-managed by the two organisations' financial teams in Mogadishu.

- Challenges centred around the issues of (1) partner capacity and related matters, (2) government capacity, and (3) system capacity. Any future PRMN scale-up would require a full financial and human resources review.

> " The PRMN network uses limited resources to create [a] large displacement and protection monitoring network. "
> UNHCR respondent

Efficiency is a measure of the relationship between outputs (intervention products or services) and inputs (the resources that it uses). A programme or project is regarded as efficient if it utilizes the least costly resources that are appropriate and available to achieve the desired outputs. The programme budget, variance, and capacity are now discussed.

According to the Finance Manager, the budget from UNHCR over the last few years has averaged around $2 million annually. The budget for 2020 is $1.9 million. The annual budget is proposed in November of each year, which is then agreed on for the next year. NRC has the implementation contract and it sub-contracts to local partners who collect the data, which NRC manages. The financial reporting is quarterly and there is a mid-year visit from UNHCR. Both UNHCR and NRC stated that this budget is adequate for the activities. Finances are managed by the UNHCR and NRC teams in Mogadishu. Both NRC and UNHCR stated that the system worked well, the working relationship is easy and open, that there are no significant challenges or issues, and that the financial system worked well. Any future PRMN scale-up would require a full financial review, which is discussed below under Sustainability.

This evaluation found the following issues and challenges under efficiency: (1) partner capacity and related matters, (2) government capacity, and (3) system capacity.

Partner capacity:

Under partner capacity and related issues, this discussion begins with the survey findings. In the Partner Survey, a total of 12 of 26 participants (46%) described the PRMN project's efficiency as either strong or exceeding expectations, while an additional 10 (38%) described it as satisfactory. Some noted that the project was able to use limited resources to good effect, in helping alert donors, government, humanitarian agencies and other advocates to people in need of support. As one monitor noted, "The PRMN network uses limited resources to create [a] large displacement and protection monitoring network." Others noted that the online system itself was an example of efficiency, in enabling partners to capture and share data

efficiently. However, respondents also identified some efficiency challenges, such as delays in communication with PRMN staff, delays in responses from donors, government and humanitarian agencies, and lack of consultation at the "grass root level" during PRMN budgeting. One programme officer suggested that low salaries for monitors created efficiency challenges, as did the lack of support for partner organisation administration including office costs, running costs, and the supervision of monitors in the field.

This evaluation found that the PRMN has strengthened national partner capacity especially in areas like governance, finances, and M&E. Despite these improvements, the consensus from staff and partner respondents was that much more needed to be done to improve the capacity of national partners, most notably through strengthening the initial partner capacity assessment, using this assessment to monitor capacity building over time, and further strengthening organisational capacity in areas like M&E and fundraising. An interesting theme arose during these discussions, which is significant to the Grand Bargain and Localisation Agendas. Partner organisations argued that the PRMN could do more to strengthen local engagement in project planning, implementation, and ownership. These observations speak to the importance of developing more equitable partnerships in which, as stated by a partner, "local partners experience and benefit from being more equal partners rather than simply sub-contracting implementors with little power or influence."

While there have been a few issues of accountability with partners over the years, PRMN generally has a strong system for supporting, monitoring, and assessing partners. The area coordinators in field offices are responsible for monitoring and assessing partners. As per the sub-grant agreement, biannual instalments are done at the beginning of the year and then at mid-year. The partners are closely monitored against the set indicators and how they report. Programme focal points then check the progress and reports. Respondents provided examples of how NRC supported partners to improve their performance and where, after this support had been provided and targets were not met, funding was withdrawn.

The evaluation identified four other challenges related to partners. One, partner respondents noted that one of their main challenges was the relatively high turnover of monitors. As one respondent said, "We put a lot of resources into training monitors, only to lose many of them to similar organisations who pay more." While grateful for the salaries that they did receive for the work, monitors claimed that the salaries were still lower for similar work. Two, partners almost all reported that there was a need for more monitors in the field. Responses for an increase in monitors varied between 10-40%. For example, one respondent noted, "We need more monitors to reach our expanded coverage areas; we now have four monitors, but we would need seven to effectively provide the number of reports that we are supposed to be providing." Another respondent stated, "We have 14 monitors - we could have an extra five to have better coverage for data collection (especially in regions that are hard-to-reach." These reports are noted but they are difficult to verify and would require a more in-depth assessment of NRC's goals for PRMN and the needs of specific partner organisations and different geographic areas. Three, the partnership agreements were questioned. Some partner respondents at the management level argued that the current one year agreements were too short. For example, one respondent noted, "This is too short and does not provide any security to partners. Longer contracts would strengthen the partner and the PRMN system." Four, NRC respondents noted that the quality of the data, at times, is limited by partner capacity. Despite the capacity building, partner capacity remains a challenge.

Government capacity:

This evaluation noted that while the government's engagement with and use of PRMN has significantly increased and improved over the last 2-3 years, including facilitating onsite verification of incident reports, the use of PRMN data for planning, decision-making, and soliciting emergency intervention support from humanitarian agencies, there is still room for improvement. For example, respondents noted that there are still inconsistent responses from the government, which "is largely due to a lack of capacity and experience with PRMN related activities."

System capacity:

As noted above under Effectiveness, there is the need to strengthen the system's capacity. Specifically, respondents noted the importance of strengthening the data analysis. NRC is currently recruiting for the position of Information Management Coordinator (according to staff, the ToR has been drafted). This position is important for both partner and information management, especially protection analysis. The Protection Cluster supports the pressing need for this position. The final area of capacity challenges relates to the identification of technical issues with the PRMN system. The biggest hindrance in the current system is that is it not easy to implement changes or adaptations. As one staff respondent stated, "The system has been the same for such a long time now and there is the need to update it to something like Cobalt." The need for a review of the system by a programmer was identified.

Portrait of woman in IDP settlement. Photo: NRC

COORDINATION ▶

Key Messaging

- PRMN is well-known amongst relevant stakeholders and that UNHCR, NRC and PRMN partners regularly participate in relevant coordination mechanisms and meetings.

- PRMN also coordinates with relevant government bodies and has noted an increase in government interest and responsiveness to the work of PRMN in recent years.

- There remains some confusion and differences of opinion amongst stakeholders regarding the scope and complementarity of other displacement or protection-related data systems within Somalia, specifically DTM and SPMS.

- The majority of stakeholders argued that these different systems are complementary for the most part, albeit with marginal overlaps and room for improved communication and coordination efforts to enhance effectiveness and impact.

- Overall, PRMN local partners stated that coordination was strong, although they also identified some key challenges, including, amongst others, coordination challenges brought about

Coordination refers to the extent to which the practical activities of the organisation and key stakeholders avoid duplication in activities and geographic coverage, and effectively share information. For the purposes of this evaluation, this involved an assessment of complementarity, harmonisation and coordination with other relevant stakeholders and systems to explore the degree to which PRMN is adding value while avoiding the duplication of effort.

Alongside UNHCR and NRC, key stakeholders who were engaged in the PRMN project in Somalia include the project's network of local partners across Somalia, the IOM, and relevant government departments. Clusters including the Protection Cluster, the Camp Coordination and Camp Management (CCCM) Cluster and the Water Sanitation and Hygiene (WASH) Cluster are also relevant stakeholders. PRMN also engages with relevant international stakeholders, such as the NRC-affiliated Internal Displacement Monitoring Centre (IDMC) in Geneva.

A range of coordination mechanisms help create opportunities for the sharing of information amongst PRMN project stakeholders. For example, NRC participates in relevant Cluster meetings, including Inter-Cluster coordination meetings as well as the Information Management Working Group. PRMN partners highlighted that regular PRMN coordination meetings assist in the sharing of information about movement and related protection concerns, and also noted the participation of PRMN in the Gender Based Violence Working Group and the Child Protection Working Group. PRMN partners noted the importance of their own referral networks within their coverage areas, in terms of being able to appropriately

refer people in need of protection or assistance. Notably, some respondents also highlighted that there may be opportunities for PRMN to enhance its engagement with Clusters, for example, by regularly presenting its data at Cluster meetings, or presenting or sharing PRMN findings in ways that could be readily picked up and acted upon by the different Clusters and Cluster partners.

NRC ICLA stakeholders in Kenya working in Kakuma and Dadaab noted that they were aware of the PRMN but did not interact directly with it for their work. They noted that cross-border coordination remained a core challenge, and that better real-time data was needed to inform voluntary repatriation of Somalis from Kenya.[39] Currently, they noted, there is an issue of post-voluntary repatriation returns of Somalis to refugee camps, after individuals returned to Somalia to find dramatically different conditions than what they had been expecting from the country of origin information provided to them ahead of departure. They noted that the lack of real-time and accurate country of origin information resulting in post-voluntary repatriation returns represented not only a challenge to the credibility of their information, but also represented wasted time and expenditures. They also raised questions of whether and how such returnees from Kenya were tracked within PRMN, noting that they were aware that returnees often themselves became internally displaced within Somalia.

NRC staff also noted their ongoing work towards improved PRMN-related coordination with the government, including, for example, Social Affairs and the National Commission for Refugees and IDPs (NCRI). One staff member felt there had been a marked change over the last years in their engagement and coordination with the government,

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39 It should be noted that this situation has been resolved through the recruitment of the Associate Research and Information Officer in UNHCR. This post has been filled at the beginning of 2020 and quarterly COI coordination meetings, including NRC, are conducted with Kenya.

following what he described as initial push-back and disinterest from the government in terms of the data that PRMN was producing: "We realised a shift, a very big shift, where the government started getting much more involved and started looking at the figures much more keenly. When they started to see the evidence behind the figures, they really started getting involved." To illustrate, he noted that the government will now send representatives to meetings in Mogadishu, particularly around the issue of evictions, and will try to engage landowners to come up with solutions. He noted, "Government has become a huge, huge part of what we are doing." One government actor commented, "We have close coordination and collaboration [with PRMN], and we work together in the monitoring of the movement trend in Kismayo." He noted, "We have a very, very good relationship. In fact, NRC is one of the greatest partners that closely works with the government. We work together in a very collaborative and supportive way."

PRMN is well-known among relevant stakeholders, and there is some evidence that stakeholders working in similar thematic areas attempt to coordinate ahead of the development and launch of new initiatives. For example, IOM staff shared that before undertaking a baseline assessment to estimate numbers of IDPs across the country, they sat down with NRC and PRMN to try to ensure complementarity and limit overlap in the exercise.

The evaluation also identified some ongoing challenges for PRMN in relation to coordination. For example, this evaluation noted that there are various degrees of confusion amongst stakeholders regarding other relevant data and information platforms and systems within Somalia, including IOM tools such as the DTM as well as the Protection Cluster's Somali Protection Monitoring System (SPMS), which are outlined in the box below.

Farhiyo and her family. Photo: Ingrid Prestetun/ NRC

DTM is an IOM system to track and monitor displacement and population mobility.[40] According to IOM, it is designed "to regularly and systematically capture, process and disseminate information to provide a better understanding of the movements and evolving needs of displaced populations, whether on site or en route."[41] The DTM undertakes mobility tracking and flow monitoring at group and location levels, and employs registration and surveys at the household and individual level. The system also flags urgent concerns, including protection concerns, to relevant sectorial coordination focal points, or National Disaster Management Agencies for follow up.

SPMS was officially launched by the Somalia Protection Cluster in December 2019, with the aim of identifying "trends and patterns of violations of rights and protection risks for populations of concern to inform effective programming and advocacy."[42] Every month, the system captures the perspectives of community representatives regarding the protection situation in their area, and the portal provides information on specific incidents occurring amongst the most affected groups, along with coping strategies used by community members to address the situation.

40   DTM, About, https://dtm.iom.int/about
41   Ibid.
42   OCHA, Humanitarian Bulletin, Somalia, 1-31 December 2019, https://reliefweb.int/sites/reliefweb.int/files/resources/December%202019%20Humanitarian%20Bulletin.pdf

There are different degrees of knowledge amongst stakeholders around what each system is designed to track and how, and different opinions regarding the degree of overlap or complementarity of these systems. One stakeholder noted, "More clarity is needed to distinguish the existing systems of PRMN, SPMS, DTM. For example, how are they different and how are they complimentary? These lines (as to who is doing what and where) should be clear to the larger humanitarian community." Some stakeholders identified the lack of cross-border data within PRMN as a key gap in the system, while others felt that cross-border data was adequately captured elsewhere. As another example, one stakeholder argued that DTM was "extremely similar" to PRMN, while another noted that there was "no duplication at all." In between these two poles, most stakeholders believed that while these different systems were in large part complementary, there was also some degree of overlap and certainly opportunity and a need for improved collaboration and coordination between them. Stakeholders noted that while DTM tracks IDP stock within the country, PRMN focuses on movement or flow. "In that sense," commented an IOM stakeholder, "these two exercises complement each other." However, at least two stakeholders external to NRC and PRMN also questioned why PRMN did not itself attempt to incorporate a measure for stock. Others noted that one of the core distinguishing features of the PRMN was its core focus on capturing protection-related data, which required a specific approach and expertise in protection for both the capturing of this data and its analysis. PRMN's cooperation with long-standing networks of local partners and field monitors across Somalia also help set it apart for stakeholders. While there may be opportunities to clarify the purpose and scope of these different systems amongst key stakeholders in the country, some stakeholders also noted the value of having diverse data sources and approaches to data collection from which to draw.

Some stakeholders noted that while there are existing opportunities for coordination (through, for example, the Information Management Working Group) they do not always feel that the right individuals are present at the discussions, and that there may be a need for more formal or structured mechanisms of coordination to ensure that these various systems are harmonised and complementary. However, stakeholders also noted that different organizational imperatives and priorities may at times create some obstacles for collaboration between agencies and organizations. One stakeholder suggested that lessons for coordination could potentially be learned through current work being done by IDMC to try and bring together different data sources related to drought and displacement from within Somalia. Overall, the evaluation found a stated willingness and openness amongst stakeholders to continue to work towards improved coordination and collaboration, including the development of the capacity to incorporate and utilise different data sets together, drawing on the strengths of different systems.

In the Partner Survey, 81% of respondents (21 of 26) described the coordination of PRMN as either strong or exceeding expectations, while an additional 15% (4) described it as satisfactory. Respondents cited various examples of factors contributing to coordination, including well-defined coverage areas; good communication and relationships between the partners and with NRC; coordination meetings with Clusters and relevant working groups; regular communication with other external stakeholders (including government officials, local authorities, community members and other NGOs); and daily information sharing from each district and region. Some of the coordination challenges noted by respondents included: delays in providing protection assistance when referrals are required (for example, for sexual violence responses); network weaknesses or restrictions; the challenge of conflicting displacement data from other sources such as OCHA field staff and the CCCM cluster; the lack of transportation or per diems for the coordination meetings for monitors; and the negative impact of insecurity and Covid-19 on the ability to hold in-person coordination meetings.

> " More clarity is needed to distinguish the existing systems of PRMN, SPMS, DTM. For example, how are they different and how are they complimentary? These lines (as to who is doing what and where) should be clear to the larger humanitarian community. "
>
> Respondent

Said, one of the Qardo currency exchanger, is cleaning his undamaged money. Photo: Muhktar Nuur / NRC

PROTECTION ▶

Key Messaging

- PRMN aligns with NRC's protection policy and commitments as well as UNHCR's approach to durable solutions.

- The network collects data that is sensitive to age, gender and diversity, and works to identify the causes of displacement alongside the immediate protection needs of individuals and groups in project coverage areas.

- To a greater extent, PRMN data informs efforts that are intended to protect displaced and vulnerable populations and assist them in assessing and exercising their rights.

- This data also contributes to durable solutions in meaningful ways, through the sharing of this data with relevant stakeholders, including government, donors, and other humanitarian actors.

- In particular, the Flash Reports are produced and disseminated to provide data quickly to stakeholders in an effort to trigger urgent humanitarian responses.

- While direct protection assistance is provided under the Emergency Protection Assistance (EPA) component to eligible cases identified by partners, there is a strong sentiment among partners, monitors and some other stakeholders that the amount is insufficient to meet the need.

- The stakeholders believe that more could be done to streamline EPA administrative procedures such that wait-time is substantially reduced.

> Protection violations are rife in the majority of PRMN operational areas, each presenting a different degree of severity and/ or complication and EPA, as a protection response component, is a discrete, limited support assistance provided to victims and survivors of serious/ critical violations.

Protection is understood as the extent to which the project ensured conflict and context-sensitivity, followed Do No Harm programming, and reduced protection risks.

Protection is an over-arching objective and cross-cutting commitment across all of NRC's activities. NRC subscribes to the Inter-Agency Standing Committee (IASC) endorsed definition of protection as "all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and spirit of the relevant bodies of law, including human rights law, international humanitarian law, and refugee law."[43] NRC also subscribes to the Sphere Protection Principles, including: (1) avoid exposing people to further harm as a result of your actions; (2) ensure people's access to impartial assistance in proportion to need and without discrimination; (3) protect people from physical and psychological harm arising from violence and coercion; and (4) assist people to claim their rights; access available remedies and recover from the effects of abuse.

Two approaches inform protection in NRC programming, including (1) working proactively (reducing protection risks and changing the environment), and (2) working responsibly (ensuring conflict and context sensitivity and Do No Harm.[44]

"Working proactively" entails seeking to prevent harm and abuse, to assist displaced and vulnerable people exercise their rights, and to contribute to durable solutions.[45] "Working responsibly" entails operating in a way that responds to the specific needs and risks of displaced and vulnerable people and that minimises negative, unintended consequences of NRC interventions.[46] NRC works to mainstream protection across its core competency programming and may implement stand-alone protection programmes where there are unmet protection needs and gaps, and where there a clear added value and when risks to beneficiaries, staff and NRC programmes have been assessed and mitigated.

The evaluation found that PRMN aligns with NRC's approach to protection and UNHCR's Framework for Durable Solutions[47], and Multi-year Multi-partner Protection and Solutions Strategy. The system tracks vulnerabilities according to standard UNHCR vulnerabilities, collecting data that is sensitive to age, gender, and diversity. PRMN monitors work to identify the protection needs of individuals and groups within their coverage areas, including emergency protection needs that require an immediate response. While the monitoring of displacement and returns is, in one sense, a reactive exercise (in the sense that it can only

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43   NRC, Protection Policy, adopted 2014, https://www.nrc.no/globalassets/pdf/policy-documents/nrc-protection-policy---english.pdf
44   Ibid.
45   Ibid.
46   NRC, Programme Policy, 2017,
      https://www.nrc.no/globalassets/pdf/policy-documents/programme-policy/nrc-programme-policy-2017_high-res.pdf

take place once displacement or return has occurred), it is proactive in other ways. For example, the data that is collected is clearly linked to efforts to assist displaced and vulnerable people to exercise their rights, and, where possible, to contribute to durable solutions, through the sharing of this information with key stakeholders including other humanitarian agencies, government actors, and donors who can, in turn, incorporate this data into their own planning and responses. PRMN also attempts to integrate a more immediate response to urgent and specific protection needs into its work, through the EPA component.

PRMN project documents note that "protection violations are rife in the majority of PRMN operational areas, each presenting a different degree of severity and/or complication," and that the EPA, as a protection response component, is a "discrete, limited support assistance provided to victims and survivors of serious/critical violations."[48] The project recognises that "while the need to assist such persons is well-founded, resources are limited in comparison to needs. Amid multiple incidents with virtually indistinguishable characteristics, deciding to support one over the other presents enormous difficulties for the field teams."[49] The PRMN has a set of broad guidelines for partners outlining EPA eligibility criteria, but stressing that each incident requires assessment on a case-by-case basis to ensure that assistance is provided to those most in need. These criteria specifically incorporate gender considerations, for example, clearly recognising protection needs arising from SGBV, including domestic violence and attempted rape (though unusually, only attempted rape, and not actual rape is explicitly mentioned), and female genital mutilation (FGM).

While the limited nature of the EPA grants is clearly acknowledged by the project, the limitations of the EPA emerged as a strong theme across the majority of stakeholder interviews for this evaluation. Partners, in particular, spoke clearly about two key challenges related to the EPA, namely, the (1) limited available EPA funding in comparison to the identified needs, and (2) delays in accessing EPA funding. Each will be addressed in turn below.

In KIIs, partners, field monitors and project staff identified the limitations of the funds available through the EPA as an critical challenge. It was a particularly strong theme within the narrative aspect of the partner survey as well, with the expansion of the EPA being one of the most common recommendations made by partners. As one partner put it, "The needs are great in the communities, and the responses are small." Another partner noted that the EPA was "far too little for the need." Some field monitors and partner noted the difficulties and pressures of collecting data and reporting protection incidents, without having sufficient means to respond, including feeling pressure from community members. One field monitor reflected that the limitations in their ability to respond may also be affecting their reporting, as community members have expectations that the sharing of information will lead to assistance, and may be less willing to participate if it is perceived to be only for data collection or monitoring purposes.

Not all agreed, however, that the EPA should be expanded. For example, one UNHCR stakeholder argued that the EPA is already correctly pitched in terms of its size and priorities in responding only to critical and urgent protection incidents. According to this view, the PRMN is not a project designed to directly respond to protection needs, but rather to collect data that can reliably inform responses. From this perspective, scaling up or expanding the EPA within the context of the PRMN could inadvertently lead to mission creep.

Khadija Mohamed with her 2 weeks old son cooks meal at an open area after she was evicted from her temporary shelter in Kahda district. Photo: Abdulkadir Abdirahman / NRC.

47   UNHCR, Framework for Durable Solutions for Refugees and Persons of Concern, May 2003, https://www.unhcr.org/partners/partners/3f1408764/framework-durable-solutions-refugees-persons-concern.html

48   UNHCR & NRC, PRMN Eligibility Criteria: Emergency Grant Fund – EGF, June 2018

49   Ibid.

Another key challenge related to the EPA, as highlighted by partners, monitors and some programme staff, is the delays that partners report experiencing in receiving EPA funds. One UNHCR Protection Associate noted that as well as being a very small amount, "even immediate assistance can take a long time," as once the partner identifies the protection issue, they then need to write a report and the request requires approval from NRC. "When you're talking about a survivor of rape, or other very immediate needs, it needs to be a much faster response," noted one Protection Associate. Some partners noted that they may not themselves have the money to cover the emergency expenses in the meantime. As one partner stated, "The delay between the need identified and the receipt of the cash can be problematic." One NRC staff member shared that while the grants themselves are quite small and sometimes insufficient, the system of reimbursement may present a challenge, noting that partners in some locations may not always have the ability to get appropriate receipts for emergency expenditures. Part of this challenge is ensuring that accountability for EPA expenditures is built into the system, including accountability of partners to the NRC, and accountability of NRC to the UNHCR (and then upwards to donors). However, as one NRC staff member noted, first and foremost, the system needs to work for the individual in need. One suggestion offered to improve this system was to pre-qualify health facilities in coverage areas and have a standing retainer with these facilities directly for health and SGBV-related protection cases.

One donor shared that they had had discussions regarding the EPA amongst themselves, and that while there were known challenges, they would also not want to lose that component of the project. This donor noted that, however, that it may benefit from stronger monitoring from UNHCR. While the protection incidents funded within the EPA are captured within partner reports, and then collated for reporting at the aggregate within the annual log frame, it is important to note that to date, there has never been an analysis of the impact of the EPA. As noted under Impact, the very nature of these grants suggests that there would be significant impact associated with them, particularly at the individual and household level. While this is supported by anecdotal accounts, there appears to be very little, if any, impact analysis even on an annual basis, let alone over time, with monitoring data focused at the level of outputs.

In terms of durable solutions, the information and data collected by PRMN certainly have the potential to contribute to durable solutions, not necessarily directly, but through the provision of accurate and timely data to humanitarian agencies and partners, government actors and donors, who can incorporate this data into their advocacy, funding, and responses. NRC also participates in the growing number of durable solutions consortia and initiatives within Somalia, providing the opportunity for relevant PRMN data to feed directly into these discussions and initiatives.[50] Under Impact, an example is given from the Jubaland Refugee and IDP Affairs Commission (JRIA) of PRMN data being used to inform advocacy efforts leading to a recent decision to provide land for IDPs near Kismayo for housing, rather than shelter. However, the general lack of outcome or impact reporting and analysis within PRMN, as opposed to output reporting, creates significant challenges for a robust assessment of PRMN's contributions, to date, to durable solutions.

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Deka, who was affected by forced evictions in Puntland, Photo: Mukhtar Nuur / NRC

IMPACT ▶

Key Messaging

■ Despite a single overall outcome, PRMN lacks specific quantitative and qualitative indicators, and monitoring and analysis mechanisms to measure the project's impact.

■ As a result, knowledge of the project's impacts is limited on the one hand; while on the other, those impacts have not been formally documented and used to assist humanitarian actors in making well-informed decisions in terms of planning and response.

■ In spite of this gap, there are notable examples of positive and unintended impacts at the beneficiary, partner, government and donor levels.

■ Moving forward, it is important to review the most appropriate way to incorporate outcome indicators and tracking into the project design and overall information management system architecture. Such a modification will provide the framework to accurately measure and use the changes and improvements on the target populations and stakeholders, including differential impacts across project areas.

In the survey, **50%** of respondents described PRMN's impact as strong or exceeding expectations. An additional **38%** described the impact as satisfactory.

Respondents noted that many vulnerable communities or individuals have been assisted through PRMN and have been able to raise their concerns to monitors, which is in turn shared with donors, clusters and government to assist the IDPs.

Impact is a measure of the notable intervention effects on the beneficiaries, be they positive or negative, expected or unforeseen. It is a measure of the broader intervention consequences, for example, social, political, and economic effects at the local, regional and national level. This section begins with some of the challenges in measuring PRMN's impact before providing examples of impact.

It is essential to begin with a conceptual observation as this asssits in understanding what impact data is available in the project monitoring and evaluation. The challenges related to the primary collection of output data was raised above under Effectiveness. A strong theme documented in this evaluation was the lack of outcome indicators and the effect that this has had on PRMN's inability to track and learn from outcomes. At present, as observed in the annual PRMN log frames and highlighted in the interviews, the extensive list of indicators deals primarily with outputs. There is one formal project outcome, that is, "Protection concerns and trends in communities affected by humanitarian shocks identified and reported to Anticipatory Action Plan partners and other relevant stakeholders in Protection." The log frame analysis found that, conceptually, this is basically the same M&E system that has been in use since 2006, with a strong record of progress against these outputs across the 15 years with limited outcome measurement.

Respondents spoke about the urgent need to review and adapt this monitoring system to incorporate outcomes. A respondent noted, "This programme needs further unpacking of the indicators. There should be indicators about the effect of the objective and long-term effects at the outcome level. Imagine the rich and useful data we would have if we had been tracking PRMN's contribution and impact for the last 15 years." **This has serious limitations on the project's ability to understand its impact and engage in adaptive learning.** Both of these issues are particularly critical in a context like Somalia that is conflict-sensitive and responding to natural

disasters. Another comment highlighted the static nature of the system and its inability to learn adaptively: "Because of the focus on outputs only, we have a system that looks like a new system every year. At the programmatic level, this is very problematic. Internally, there is the perception that there is no other way to do this."

NRC respondents noted that PRMN's lack of outcome data is unusual within the NRC system, where "globally we are streamlined – this is one of the few deviations." IDMC also highlighted the importance of PRMN outcome data moving forward. **Both UNHCR and NRC respondents stressed that this is a critical issue that needs a joint review of PRMN's objectives and what kind of data the system generates.** Moreover, they highlighted the need to establish a joint response to the collection and use of outcome data. Respondents raised the EPA as an example of an area where the recording of impact could be improved. Finally, the system's potential to assess impact was highlighted in the following response, "This situation is regrettable because it is almost as if we don't understand the system's potential and the opportunities that we have to generate impact data."

Measuring beneficiary impact is pivotal in contemporary humanitarian and development programmes and projects. There is a noticeable lack of data in this area. A respondent said, "It is difficult to know what the exact impact is on beneficiaries because there are big gaps in collecting data on specific beneficiary needs and changes." Despite these challenges, the evaluation did note examples of project impact. The Partner Survey also provided interesting information regarding impact.

In the survey, 50% of respondents (13 of 26) described PRMN's impact as strong or exceeding expectations. An additional 38% (10) described the impact as satisfactory. Respondents noted that many vulnerable communities or individuals have been assisted through PRMN and have been able to raise their concerns to monitors, which is in turn shared with donors, clusters and government to assist the IDPs. One partner respondent noted that the reporting of SGBV incidents and other emergency protection needs has been impactful, along with the ability to respond through the EPA, **while another noted their ability to link people to services through referrals (protection-related and otherwise) has an important impact for people.** Some respondents felt that the delays in responses negatively affected the project's impact, including delays in the ability of partners to respond immediately to emergency protection needs through the EPA. Some suggested that delays or lack of response to information put pressure on monitors and partners from those in need of assistance. As one respondent noted, "Suppose you are asking some people for information, and [they] said 50 households were displaced [in] community x, and you do not respond to that problem?" Another noted that because of its nature as a monitoring programme, it is "difficult for local people to understand its impact." Partners also reported that PRMN had resulted in significant changes in their organisations' capacity, especially in areas like governance, financial management and M&E. **What is notable in these partner responses is the gap between observable impact and the lack of impact tracking and reporting.**

An aerial footage of Kahda IDP settlement, outside of Mogadishu. Photo: Abdulkadir Abdirahman / NRC

This evaluation found impact at the government level. There was consensus that the government's engagement with PRMN has increased over the last 2-3 years. One example was the national government's presence and participation in meetings in Mogadishu, especially around evictions. This engagement has led to the government engaging landowners to come up with alternative solutions to eviction. Another example was how PRMN helps the government in tracking the movement of people following up on specific responses like tracing parents and reuniting children with their parents. Respondents also spoke about how PRMN assisted the government to understand the causes of displacement and guide what actions and services could follow to assist those people. A government respondent noted, "PRMN helps us to plan for durable solutions for the future for these displaced communities." Using information from the PRMN, especially about evictions, the Jubaland government successfully advocated for a plot of land (10x15 kilometre) outside of Kismayo for the relocation of IDPs. A government respondent noted, "PRMN helped us a lot in achieving this." A final example relating to government relates to the GBV working group chaired by the Ministry of Gender and Family Affairs. PRMN data feeds into this working group and its GBV service mapping, responses and case management.

Donors reported that PRMN data informs their reporting and, at sometimes, their responses. A UNHCR respondent noted, "The data is very useful. We use it on a daily basis, and we share the data, which then helps with our advocacy and planning." In 2020, ECHO allocated funding to respond to the flooding based on PRMN data. Moreover, ECHO used PRMN data to justify Crisis Modifier funding.
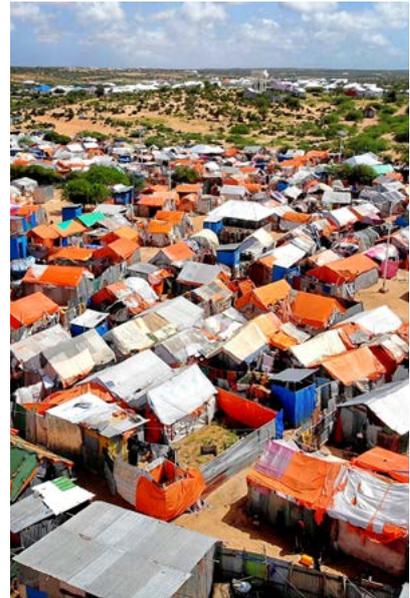
SUSTAINABILITY ▶

Key Messaging

- The PRMN project is likely to be sustainable for as long as funding for it is available.

- Many of the traditional measures of sustainability for development or humanitarian interventions are difficult to apply to the PRMN framework, given its information management focus as well as the nature of the intervention as a longstanding displacement, protection and return monitoring project.

- Over its 15 years of operations, PRMN has developed strong systems and partnerships with local NGO partners and stakeholders.

- Stakeholders spoke strongly about the need for PRMN to continue, even though they also highlighted potential areas for improvement and enhancement, such as data analysis and presentation, dissemination and coordination.

- While opinions amongst stakeholders regarding potential scale-up within Somalia were mixed, there was significant enthusiasm and interest in the potential of scale-up regionally.

- Stakeholders stressed that any regional scale-up would need to be preceded by careful research into what systems might already be in place at country levels, how coordination would be ensured, and what system perimeters and/or definition of terminologies would need to be considered in order to reflect local context dynamics.

Sustainability is a measure of intervention benefits after external support has been completed. Many interventions fail once the implementation phase is over, mainly because the beneficiaries and government do not have the financial resources or motivation to continue the programme activities. Sustainability is a core theme in evaluations as donors and international and national stakeholders emphasize autonomy, self-reliance and long-term improvements.

The nature of PRMN as a long-standing protection and return monitoring network does not lend itself neatly to the kind of sustainability considerations and criteria that are often applied to evaluations of humanitarian or development projects. The need for displacement and protection data in Somalia will continue for as long as displacement remains a feature of the landscape, and the PRMN is well-positioned to remain a key data source for as long as it remains funded. Well-established relationships with carefully selected local partners across Somalia, established data collection, analysis and dissemination systems, and the institutional experience of collecting and analysing displacement and protection data over 15 years mean that while adjustments and improvements will continue to strengthen the system, the core elements of the project are soundly in place.

Stakeholders, including partners, UNHCR staff, and NRC staff are clear about the ongoing need for PRMN. One UNHCR Protection Associate noted, "This is an important and useful project, and it needs to continue," while another called it "necessary" for moving forward, as internal displacement continued to represent a critical issue in Somalia. Another UNHCR programme staff member noted, "More than 100%, this needs to continue because we need this basic information. There would be a big gap if we didn't have it." A government representative also echoed these sentiments, noting, "I would encourage so much for it to be continued because I believe it is very useful and provides relevant information that can help a lot."

While there is clear support amongst stakeholders for the continuation of PRMN, there are also calls for improvements, for example, in data analysis and presentation, information sharing, addressing some of the concerns associated with the EPA (see "Protection"), and improved coordination. Building on and improving existing coordination mechanisms with other relevant stakeholders and data systems may also help improve sustainability prospects of the PRMN by further honing its effectiveness and relevance. One donor representative also articulated the importance of government engagement and ownership as a factor of sustainability, stressing the need to ensure PRMN was an inclusive tool that sought to include and engage government in both data analysis and response.

The evaluation also probed questions of scalability, both within Somalia and within the region. There were mixed opinions among stakeholders about the potential need for, or benefit of, scale-up of PRMN within Somalia. Some believed that the project had the potential to be scaled up within Somalia in terms of geographic scope and coverage, but also in terms of thematic coverage (for example, tracking information related to economically-motivated migration,

or new and emerging challenges such as Covid-19 and desert locusts). There is also potential for incorporating the inclusion of more data related to spontaneous refugee returnees and returnees from various countries of asylum. However, others argued that there was sufficient data already being collected by PRMN in Somalia, and that any further investments should rather go into the verification and analysis of data that already exists. One donor representative shared that, "From a donor perspective, coverage is good enough in Somalia – though maybe not if you are an implementer."

There was more united support for and interest in the idea of scale-up or replication within the region. **One stakeholder, for example, argued that a system that was capable of capturing regional dynamics would generate some "really interesting data and trends, and if it covered cross-border movement, it would fill a huge gap."** Stakeholders noted that appropriate research regarding existing data systems and stakeholders in regional countries would be a necessary prerequisite to determine what regional scale-up might look like, but a general consensus that, given the right modifications and the proper research, there is strong potential for scale-up. One stakeholder who had previously worked in the Protection Cluster in Ethiopia shared that such a system would have been extremely valuable in her work there, while a UNHCR programme staff member argued that a regional system would align with UNHCR's regional approach to working, noting that "The system is definitely strong enough to be used in another country, especially if we work together." NRC ICLA staff in Kenya and Ethiopia expressed interest in PRMN and they felt there could be value in a similar system within both countries. **Stakeholders argued that because of the interconnectedness of migration and displacement dynamics within countries in the region, including Kenya, Ethiopia and Yemen, having a common system across countries "would allow the data to speak to each other across these different interlinked countries."**

Donors also expressed some interest in the idea of regional replication or scale-up. One donor representative felt a regional approach would be good, noting problems they have observed with data systems not talking to each other between countries. He noted that "there is an opportunity and there is a window" to explore scale-up. Another donor representative cautioned that because PRMN is a mechanism to monitor internal displacement within Somalia, the extent to which it could be replicated in neighbouring countries would require more research, and that the priority should be exploring whether there is room to improve systems that are already in existence. A third donor representative also expressed interest in developing such an evidence base at the regional level, noting that at present, there was no collaborative system across the region to provide regional level data. This donor representative shared that as donors, they would prefer to have a harmonized system, without overlap, so any efforts towards this would need to ensure efforts to streamline and systematize good coordination.

In the Partner Survey, 14 out of 26 respondents (54%) described the sustainability of PRMN as strong or exceeding expectation, while an additional nine (36%) described it as satisfactory. Among the factors contributing to sustainability, partners noted: the long-term nature of the PRMN data over time; the ability of stakeholders to use PRMN data to contribute to long-term solutions; and the use of local organizations and local monitors to collect data. As one monitor noted, "The system supports local organizations and community structures, which contributes to sustainability upon exit of the project." Another partner Project Manager noted, "The project is run by local NGOs and that can increase the project ownership and sustainability." Partners also noted what they considered to be challenges for sustainability, including factors such as: lack of resources; inadequate training for finance and monitors; lack of interventions by the project that go beyond monitoring; the risk faced by monitors working in areas of active conflict; and limited capacity strengthening for local NGOs.

Young girl and her sibling in Kahda IDP settlement, outside of Mogadishu. Photo: Abdulkadir Abdirahman/ NRC

5.3 Conclusions

PRMN, in one form or another, has been operational since 2006. It is a UNHCR-led project, with NRC as the implementing partner, and locally sub-contracted partners who collect data on displacements and returns of populations in Somalia as well as protection incidents underlying such movements. At present, there are 37 partners collecting data in 19 regions across 117 districts. The target beneficiaries are displaced populations and returnees (forced or spontaneous) within accessible regions in Somalia. The project objectives are to (1) avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia, (2) increase access to emergency protection response, and (3) strengthen protection assessment capacity in Somalia. This is the first formal project evaluation since its inception.

This evaluation found that PRMN is a well-respected, relevant and useful project. The evaluation data showed that 'relevance' is one of the project's notable strengths, particularly its ability to mobilise and leverage local capacity in data collection, and to provide direct response to protection incidents or trigger such resposnes through referrals and alerts. The fact that PRMN has operated successfully for one-and-a-half decades amidst poverty, marginalisation, armed violence, insecurity, political instability, and natural hazards in Somalia is testament to its relevance, strong programme design and the admirable work of UNHCR and NRC staff and the local partners. The project has the most extensive information network and been at the forefront of and central to the collection of displacement and returns data in Somalia. A stakeholder noted, "This is one of the most robust tools we have." PRMN is the biggest network of monitors for protection and displacement in Somalia and that it is the only monitoring system capturing spontaneous returns. One stakeholder stated, "The data is very useful, especially as a Cluster Coordinator. If we don't know the movement, we are not able to help. We use it on a daily basis. We use and share the data, which then helps with our advocacy and planning." PRMN's relevance and usefulness also contribute significantly to the project's impact and sustainability.

Following this point, this evaluation found that despite respondents' reported examples of project impact, PRMN has no formal outcomes nor outcome indicators. This has resulted in a system where it is difficult to produce impact evidence and demonstrate adaptive learning. This gap is noteworthy and unfortunate, especially given that the project has been running for 15 years and should be able to show a wealth of changes and impacts across beneficiaries and stakeholders over those years. In the current humanitarian and development context, outcome indicators and tracking, as well as adaptive learning, are critical project components and their consideration in reviewing and updating the PRMN's M&E system is essential. Respondents spoke strongly about the fact that even with PRMN's focus on outputs, it has clearly had important impacts, especially on beneficiaries, families, and partners, but that these impacts remain mostly undocumented. This finding poses a significant opportunity for UNHCR and NRC because, with slight modifications, more comprehensive project outcomes can be developed, tracked, learned from, and responded to in the future.

This evaluation found that PRMN is effective in that it achieved its objectives and its results. Of the three core objectives, the evaluation found the strongest evidence with the first (avail information) and third (protection assessment capacity) objectives. PRMN's success in collecting the relevant data and increasing protection assessment capacity is notable, through its use of an interactive online dashboard showing displacement statistics, and through the analysis and uptake of information related to protection incidents. PRMN's significant contribution is evident in the fact that both of these activities in Somalia would be notably weaker without PRMN. There was also evidence of the increase in access to emergency protection response (second objective). However, there was more debate here concerning the project's success in the implementation of the Emergency Protection Assistance (EPA). There is no question of the significant needs of displaced persons in Somalia, nor of the importance of the EPA in responding to these needs. Stakeholders' main concerns were the EPA's relatively small size and the limitations in being able to respond

Family living in settlement in Mogadishu. Photo: Nashon Tado/ NRC

quickly enough to the identified needs. Thus, while the EPA is central to the project, a review is needed to make more strategic decisions about its mandate, scale, reach, and responsiveness. At the heart of PRMN's effectiveness and efficiency is the project design based on strong partnerships, useful data, and its ability to adapt to the changing context and needs in Somalia. Despite these strengths, challenges were identified, and the evaluation found that there are opportunities to strengthen data collection; data quality, comprehensiveness and usage; data presentation, visibility and dissemination; capacity of the system, partners and the government; and partnerships, especially with local partners in view of NRC's global commitment to the Grand Bargain and Localisation agendas.

PRMN showed strong coordination in the extent to which UNHCR, NRC and key partners (for example, the Information management Working Group (IMWG) and OCHA)_effectively shared information and avoided duplication in activities and geographic coverage. Stakeholders argued that coordination was strong in that PRMN partners regularly participate in relevant coordination mechanisms and meetings, including, crucially, engagement with the government. This evaluation noted challenges to coordination, including the scope and complementarity of the various related systems like DTM and SPMS, alongside coordination challenges presented by insecurity and recently by Covid-19. With regards to protection, the project ensured conflict and context-sensitivity, followed Do No Harm programming, and reduced protection risks. PRMN is aligned with NRC's protection policy and protection commitments. Data is appropriately disaggregated, identifies the causes of displacement, and highlights and responds to beneficiary needs. The main debate related to protection moving forward is the scale, scope and delivery of the EPA component, as discussed above.

The project's relevance and usefulness, as well as its effectiveness, efficiency and impact (as documented in this evaluation), suggest that the project is sustainable with ongoing funding and support, and that, with the proper context analyses and mapping exercises, there are opportunities for scale-up and replication. Stakeholders were unequivocal in their response that PRMN should continue in Somalia. There is debate about the need for project scale-up in Somalia, with many stakeholders believing that the project coverage is currently adequate. However, respondents were clear that, pending the results of a proper mapping and scoping exercise, it would be beneficial to expand PRMN regionally in order to strengthen regional and country-specific data. There was significant enthusiasm and interest in the potential of scale-up regionally. Although the decision not to collect cross-border information was an intentional design decision to avoid duplication, many respondents argued that the lack of such data currently represented a gap within PRMN. The need for tracking spontaneous refugee returnees was equally noted. Stakeholders also believed that PRMN is robust enough to be replicated, after the appropriate situation analysis, need assessment and system adjustments, in stand-alone countries.

PRMN is a unique, relevant, useful and robust data information system that has successfully collected displacement and protection data for 15 years, as well as returns data since 2015, in the particularly challenging context of Somalia. It is well-placed to continue making a significant contribution to beneficiaries, partners and the government in Somalia. Moreover, PRMN can make a significant contribution to the development of a possible regional system. The challenges identified in this evaluation create a unique opportunity in its developmental history to further review, refine, update and, ultimately, strengthen this vital system.

> PRMN is a unique, relevant, useful and robust data information system that has successfully collected displacement and protection data for 15 years, as well as returns data since 2015, in the particularly challenging context of Somalia. It is well-placed to continue making a significant contribution to beneficiaries, partners and the government in Somalia.

5.4 Lessons Learned

These lessons learned highlight the strengths and weaknesses of the project preparation, design, and implementation that affected performance, outcomes, and impact.

1   Partnership Model

PRMN's longevity is a testament to its relevance and the effectiveness of the project model, with its established networks of local partners and field monitors across Somalia representing a key strength.

2   Coordination

PRMN is well-known and respected coordination mechanism amongst stakeholders in Somalia.

3   Outcomes and Outcome Monitoring and Learning

PRMN's annual log frame and outputs-based reporting mean that outcomes and impacts associated with the project, including cumulative outcomes and impacts over time, have gone largely unrecorded.

4   Data Analysis and Dissemination

Data analysis and dissemination remain key challenges for stakeholders.

5   Emergency Protection Assistance

While the EPA is a much-appreciated component of the PRMN, important questions remain about its scale and scope, with protection needs far outweighing the capacity of the EPA and partners to adequately respond. The current administrative processes for approving EPA disbursements are also reported to lead to delays in the provision of urgent protection assistance.

6   Partner Capacity Building

While the PRMN project incorporates a capacity development component for partners, there are opportunities for enhancing this aspect to further align with NRC's commitments to the localisation agenda and Grand Bargain.

7   Data quality vs. timeliness

Stakeholders recognize the innate challenges of balancing data quality and credibility with the production of timely and relevant displacement and protection data. At present, most stakeholders feel that the delays between data collection and dissemination are still too long and may hinder the capacity to effectively respond.

8   Opportunities for Replication and Scale-Up

There was widespread support amongst stakeholders for the idea of scaling up PRMN activities to a regional level. Respondents felt that PRMN had the potential for replication within individual neighbouring countries but noted that a harmonized regional system providing regional and cross-border data would be very welcomed.

Photo of woman fetching water from a borehole.
Photo: Nashon Tado / NRC

5.5   Recommendations

It should be noted that the relatively high number of recommendations is due to the fact that there have been no previous formal evaluations of the PRMN over the 15-year project period.

OVERALL SYSTEM

1   Technical System Review

Conduct a technical system review. The age of the system and some of its limitations were identified as issues that required a technical review and update. This would be conducted by a programmer with experience in similar data collection and monitoring tools in the humanitarian field.

DATA COLLECTION

2   Cross-border Movement

Assess how best to respond to the calls for the inclusion of cross-border movement data collection, and particularly improved tracking of spontaneous returns within PRMN. While expanding the system to capture this data will enable PRMN to fill in some of the identified gaps in the data, it is essential that such an initiative is complementary and does not duplicate existing data.

3   Needs of Vulnerable People

Strengthen the collection and targeted sharing of data on the specific needs of vulnerable people, including women, children and people with disabilities, to enable more immediate responses.

Fadumo a mother and business owner from Dollow. Photo: Abdifatah Muse / NRC

DATA QUALITY, COMPREHENSIVENESS AND USAGE

4   Coordinate Efforts to Enhance Data Quality and Analysis

A coordinated assessment involving relevant stakeholders such as Cluster Coordinators, UNHCR, NRC, IDMC, REACH, IOM, JIPS, OCHA and others could be held to review and strengthen the quality of data collected (e.g. capturing push and pull factors of displacement), and to assess opportunities to further enhance the analysis of data already captured by the system, including qualitative data. This assessment could also explore how better to link data and data analysis to national or regional advocacy efforts.

5   Clarify Different Data Systems for Stakeholders

Consider the collaborative development of a regularly updated Briefing Document for partners, government and other stakeholders to clarify these systems and their relationship with each other. While most stakeholders are aware of the different existing data systems such as PRMN, DTM and SPMS, there are various degrees of confusion regarding what each distinct system entails and how they complement each other.

6   Timing of Data Collection, Analysis and Reporting

Review and streamline the data analysis process to improve the turnaround time from data collection to reporting. While it is understood that there are necessary steps through which the data must go, the ability to respond to the data is, at times, compromised by the relatively long turnaround periods. There was consensus amongst respondents that this is a matter that needs urgent attention and improvement.

DATA PRESENTATION, VISIBILITY AND DISSEMINATION

7 Dissemination

Review PRMN data dissemination systems and mechanisms to ensure that data is visible and reaches all intended stakeholders in a timely and proactive way.

PARTNERSHIPS & CAPACITY

8 Cluster Engagement

Review and strengthen Cluster engagement. Clusters appreciate PRMN but requested more strategic and coordinated engagement between PRMN and themselves. There is an opportunity to respond more directly to Cluster mandates and needs.

9 Government Collaboration, Engagement and Capacity Building

Strengthen relevant government collaboration, engagement and ownership, for example, through more training, support and the documentation and sharing of best practices.

10 Strengthen Capacity Building of Local Partners

Assess the degree to which NRC's current partnership model with PRMN partners could be strengthened to better align with the localisation agenda and NRC's Grand Bargain commitments. This could potentially be done within the PRMN model or through separate related programming within NRC.

11 Monitor Numbers, Salaries and Transportation Allowances

Conduct a review of the monitoring, in collaboration with the local partners, to ensure that there are a sufficient number of monitors assigned to each coverage area with competitive salaries and adequate transportation allowances.

PROTECTION

12 EPA Administration

Review the administration of the EPA to ensure that partners are able to respond immediately, flexibly and appropriately to the urgent protection needs identified. For example, consideration could be given to the strengthening of linkages and establishing standing retainers with pre-assessed health facilities in coverage areas to ensure emergency medical cases, including SGBV cases, receive urgent care and support.

13 EPA Coverage

As a central component of the project, the EPA needs to be reviewed, in close collaboration with relevant partners, in order to make strategic decisions about its funding, mandate, scale, reach, linkages and responsiveness.

> " Data has been collected for many years, with a consistent methodology. "
>
> Respondent

> " This is a very important project for UNHCR and its strategy in Somalia. It is important for us to have this information about the 2.6 million IDPs in Somalia and the related protection issues. We want and need this information. "
>
> UNHCR

DATA QUALITY, COMPREHENSIVENESS AND USAGE

14 Evaluation Plan

Develop a PRMN evaluation plan. This evaluation highlighted the lack of learning across the project. One of the reasons for this is the absence of any project evaluation since the project's inception in 2006. It is recommended that the project is externally and independently evaluated every 2.5 to 3 years.

15 Outcomes and Outcome Indicators

Build clearly defined outcomes and associated outcome indicators into future log frames to enable ongoing monitoring, assessment and learning of project impact over time. Consider a documentation exercise to capture historical impact.

16 EPA Monitoring and Impact Analysis

Consider a specific impact analysis of the EPA to help inform future strategic decisions regarding the EPA. Reporting on or tracking EPA requests against disbursements may also be instructive. While partners report on EPA cases and disbursements, this is only captured within the annual log frame in aggregate, as outputs.

PROTECTION

17 Regional Mapping

Consider a regional mapping exercise to explore scale-up and feasibility. This would assist in understanding issues such as which systems and actors already exist within the region, how the systems already overlap or complement, what the gaps are, what are the relevant political considerations to take into account, where scale-up is the best option, and whether resources would be better devoted to improving existing systems.

18 Replication

Consider replication, based on a similar mapping exercise in no. 17above, of PRMN in other stand-alone countries.

> " It is good to see the data coming in on a monthly and weekly basis, bringing in fresh data "
>
> Respondent

6 **Annexes**

Annex 1: Terms of Reference

CONSULTANCY: Evaluation of the Protection and Return Monitoring Network (PRMN) Project in Somalia

NRC

Posted 4 Jun 2020
Closing date 11 Jun 2020

A. Project Background

Project context and rationale

Managed and run by NRC's ICLA programme, the Protection and Return Monitoring Network (PRMN) is a coordinated system of humanitarian agencies providing a range of protection services designed to inform humanitarian planning, trigger appropriate protection responses, facilitate advocacies at different levels and enhance assessment capacity across Somalia. It serves as a platform for identifying and reporting displacements, in some cases returns, and protection incidents occurring as a consequence thereof. On an overall, PRMN seeks to achieve three central outcomes: Availability of information necessary to inform responsive and strategically targeted humanitarian response in Somalia, enhanced access to emergency protection assistance for populations victimized by serious protection incidents, and joint multi-sectoral assessment facilitated. Major service components include displacement and protection incident monitoring, provision of emergency protection assistance, referrals, post-return monitoring, service mapping, protection incident monitoring, ongoing assessments, as well as alert and reporting in real-time.

38 network organizations will maintain an active operational presence in 19 regions covering an aggregate 117 districts across Somalia: six (6) local partners in Somaliland, seven (7) in Puntland, nine (9) in Jubaland, and fifteen (15) across South Central Somalia. In total, 209 skilled and highly trained monitors are deployed across Somalia to facilitate monitoring and other project operations. Each partner organization is assigned a specific geographic coverage within a given region. The extent of coverage and ability partners to facilitate activities within a given area depends to a degree on the local security situation. There are also periods when certain regions will experience reduced reporting due to external events, changes in field partners or other reasons.

Data collection is accomplished through in-person interviews with members of the affected populations or key informants using a standardized questionnaire, usually at points of arrival, IDP settlements, transit centres and other strategic locations. For displacement incidents, data collection focuses on household-level information, while protection incidents involve the capturing of data unique to the persons of concern. Verified and approved data are uploaded into a web-based platform managed by NRC. Referral services and essential emergency protection support are available through the network to victims and survivors of severe protection incidents.

The PRMN methodology enables reporting on population movements and displacements together with analysis of trends over time and displacement from or to specific areas. The earlier forms of Network that existed in Somalia since 2006, Population Movement Tracking (PMT) and Protection Monitoring Network (PMN), were ultimately merged in 2010 to form the Protection and Return Monitoring Network (PRMN). It is, therefore, possible to perform trend analysis and comparisons over time can, but within certain limitations. Extensive geographic presence and the ability to identify and report displacement and protection incidents in real-time represent a unique added value of PRMN to the humanitarian response in Somalia - a context characterized by recurring emergency. Systems and procedures are in place that allow field monitors in the field to flag critical issues to NRC focal points, who verify and, together with UNHCR, may circulate a 'flash report' or 'flash alert' to the broader humanitarian community. The breadth of coverage of the network combined with the capture of origins, destinations and causes of movements means that the Network can provide meaningful insight into displacements covering a significant portion of the country.

PRMN, however, has some limitations. At the moment, the Network does not collect data intended to estimate IDP population at any given location. Therefore, while it may inform analysis and contribute in meaningful ways to the process of determining IDP figures, it is not a platform for estimating total or cumulative IDP populations in Somalia. At the same time, the network does not capture all population movements across Somalia at all times. Displacement reports and figures generated by the Network should, therefore, be considered illustrative indicators of potentially larger movements and their underlying causes. The network may not readily identify short-term displacement incidents where individuals or groups get displaced but quickly return. Albeit a single reason is recorded for each movement as the central driver, a combination of closely interrelated factors may trigger a movement.

A thorough technical review of operational modalities and service components is carried out annually as part of a standard quality assurance procedure. The exercise seeks to reinforce a balanced understanding of the factors underpinning displacement and to ensure that the Network remains relevant, responsive and appropriate. Where NRC and UNHCR consider that data is insufficient to provide results for a specific time-frame, data for a given location may be omitted from published reports (but may still be used in aggregated trends analysis). Throughout its evolution, PRMN has been shifting its focus in response to population movements and displacements in Somalia, from data collection to more detailed analyses to address prevailing humanitarian situations and inform durable solutions planning.

Project outcome:

NRC's overall objective in Somalia is to promote and protect the fundamental rights of returnees, IDPs and vulnerable host communities and to facilitate voluntary return or reintegration as a durable solution, by focusing on the most recent and the most vulnerable returnees and IDPs.

Project outputs:

More specifically, NRC seeks to avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia, increase access to emergency protection response, and strengthen protection assessment capacity in Somalia.

The programme has the following specific objectives:

> Monitor, report, triangulate, and verify data on displacements, population movements and avail information necessary to inform responsive and strategically targeted humanitarian response in Somalia.

> Expand emergency protection responses for populations of concern, in particular victims of serious protection violations.

> Strengthen protection assessment capacity in Somalia through technical and material support.

> Build the capacity of local partners on protection and return monitoring, financial management, administration, literacy and computer skills as an effective way of delivering on projects.

> Support local partners with a Small Grant Fund for the implementation of the PRMN project

> Provide local partners with Emergency Grant Fund as a mechanism to support survivors of protection incidents and victims of protection and human rights violations.

> Use the data generated from the PRMN system to undertake and inform protection and advocacy through dissemination of information to target groups and stakeholders

> Raise awareness on the socio-economic and humanitarian situation of returnees, IDPs and host populations among local and national administrative authorities, the humanitarian community, and other NRC projects, contributing to a better coordination of humanitarian and development interventions.

B. Purpose and phase for the evaluation and intended use

The primary purpose of the evaluation is to provide an independent assessment of the effectiveness, impact, relevance and sustainability of the activities of the PRMN project since its inception in 2006. The review will facilitate the elaboration of an enhanced programme lay-out and advance practical recommendations replication in the region and potentially in other humanitarian contexts. The evaluation team should provide the Country Management Team with useful information, analysis and guidance that would enable the organization to engage in meaningful policymaking, effective planning, and an overall improved programming delivery.

Having been in existence for more than a decade, NRC Somalia has decided to have the PRMN project externally evaluated with the view of, among other things, improving the programme design and documenting best practices, thereby providing a coherent framework for expansion within the East Africa and Yemen region. Moreover, access to information in a country riven by decades of war and an East African region with recurring humanitarian crisis is becoming increasingly challenging. Given the current political situations in Somalia, neighbouring Ethiopia and Yemen, and other countries such as South Sudan, Sudan, Burundi and DR Congo, and pattern of returns, effective humanitarian response will require enhanced access to information and protection analysis to inform programming, including effective targeting.

Intended use of results

On an overall, the evaluation seeks to document PRMN best practices and advance framework-wide recommendation(s) for improvement. Once systematically documented, the findings will be used by NRC and UNHCR to reorient, refine and/ or adjust, where necessary, PRMN's focus and methodology in Somalia, and to facilitate a potential replication of the framework in other parts of the region as a best practice of displacement monitoring information system.

C. Scope of work and methods

The evaluation should cover the overall assistance provided through ICLA from January 2006 to December 2019 as part of the PRMN project. As parallel objective, the evaluation seeks to implement a comprehensive review of PRMN's approach and services in Somalia, its impact to date, as well as the extent the current methodology will need to be improved to ensure higher impact and effectiveness and continued relevance in years to come.

The methodology will include:

1. Desk studies as general background, the evaluation team should study relevant internal strategic documents, including NRC Somalia's country strategy, appropriate action plans, project applications, correspondence, agreements and reports.

2. The evaluation was expected to include a field mission intended to facilitate interviews with PRMN monitors, target groups, beneficiaries of the emergency protection assistance component of the project, local authorities and members of host communities assisting with triangulation of information, national and international staff of the ICLA programme, representatives of federal and local governments, selected heads of humanitarian organisations, donor representatives, UNHCR and other UN agencies. However, it is unlikely that the COVID-19 crisis will be over during the timeframe specified for this assignment.

Therefore, NRC will organize the logistics necessary to facilitate remote data collection. Interviews, meetings and other group sessions will be held via online teleconferencing platforms. The evaluation team will still be able to assess PRMN activities, including but not limited to:

> Information collected and stored in PRMN online system,

> Types of reports and documents generated through the PRMN system

> Mechanisms and processes used for data collection

> Advocacy initiatives and humanitarian responses informed by PRMN reports.

In so doing, the evaluation will assess as to whether PRMN information services and protection response were relevant and adequate, whether PRMN improved overall humanitarian planning and response in Somalia, and importantly whether the system adequately adapted to the changing humanitarian context.

Evaluation principles

The following ethical rules/considerations will guide the evaluation process.

1. Openness – of information given, to the highest possible degree to all involved parties

2. Publicity or public access – to the results when there is no special consideration against this

3. Broad participation – interested parties should be involved when relevant/possible

4. Reliability and independence – the evaluation should be conducted so that findings and conclusions are correct and trustworthy.

D. Issues to be covered

The evaluation team will assess the performance, relevance and impact of the PRMN project in Somalia by applying the criteria described below. These criteria are also clearly defined in NRC's Evaluation Policy. The questions under each criterion are not to be construed as an exhaustive list. Instead, they are intended primarily to guide the evaluation team in focusing on the issues that are of significant interest for NRC.

1. Relevance/appropriateness

At the inception of PRMN, Somalia was immersed in a humanitarian crisis characterized by a fragile peace, recurrent hostilities, internal mass displacement, as well as spontaneous and forced return of Somalis from other countries. While the current humanitarian context remains largely unchanged, there is relative stability, and Somalia is transitioning to durable solutions programming while dynamic such as eviction resulting in forced secondary displacements, has become prevalent. Amid such intertwining dynamics, the relevance of the evaluation is anchored on the following:

> Was a thorough assessment focusing on contextual relevance undertaken before the design of the project? If yes, to what extent is PRMN aligned to the local environment, and humanitarian and protection needs identified?

> Given the extreme poverty in which most Somalis live, including NRC target population, did potential beneficiaries and host communities participate meaningfully in defining how the PRMN project could respond to their needs? Was such participation and involvement necessary for an information-type project such as PRMN?

> To what extent does PRMN contribute in providing appropriate responses to the needs of NRC's target populations (returnees and IDPs) on the one hand, and the wider humanitarian community, on the other?

> Are the goal and objectives of PRMN in line with NRC ICLA Policy and/or contribute to it?

> Are the objectives of the project in line with and contribute to NRC's overall programme objectives?

> Has NRC the required capacity in terms of staffing, local knowledge and experience in the country to effectively implement PRMN?

> What are other technically sound alternatives to PRMN's current design in terms of information management in displacement context? Is PRMN the best alternative in the Somali context. Why or why not?

> Are there functioning mechanisms in place to monitor whether the project consistently adapted to context changes and the information needs of the humanitarian community in Somalia?

> What aspects of PRMN can be categorized as best practice on a good displacement monitoring information system? How and what other elements/components of PRMN should be improved, if any?

> What aspects of PRMN can be replicated in different humanitarian contexts, and to what extent?

2. Effectiveness

The outcome envisaged of the PRMN project in Somalia is to inform humanitarian planning, trigger appropriate protection responses by other service providers, provide direct emergency protection assistance, facilitate advocacies at different levels, and enhance assessment capacity across Somalia. This overarching goal is achieved by adhering to the following foundational questions.

> Are objectives and activities sufficiently and clearly defined? Are they relevant to the context and the envisaged outcome of the project?

> Has the project set criteria for selecting beneficiaries as per its objectives? If yes, have they been applied consistently?

> Is there an internal monitoring mechanism consisting of objectively verifiable indicators against which performance, quality and impact are assessed?

> To what extent has the PRMN project achieved its original and subsequent adapted objectives?

3. Efficiency

> To what extent the project has efficiently utilized its resources and time?

> Is the direct implementation model where NRC manages partners the best alternative? Would other modalities, i.e. the use of independent implementing partners, have improved the balance between inputs and outputs?

3. Coordination

> To what extent PRMN coordinates with other data and information management actors in Somalia, both at the federal and sub-national level?

> Has coordination with NRC Kenya and NRC Ethiopia been relevant to the objective of enhancing cross-border cooperation, information and assistance to Somalia refugees in neighbouring countries, and returnees and IDPs in Somalia?

4. Impact

> Has the assistance provided by PRMN helped humanitarian actors to make well-informed decisions in terms of planning and response?

> Has PRMN and its components contributed to protection and durable solutions?

> What consequences has PRMN had on the population of concerned - direct and indirect, intended and unintended, and positive and negative?

> Are there quantitative and qualitative indicators to measure the impact of PRMN activities? Are there monitoring and analysis mechanisms in place?

5. Sustainability

> Has the project identified exit strategies?

> To what extent are those in line with NRC policies?

6. Protection and durable solutions

> To what extent does the PRMN project respond to existing protection issues for NRC beneficiaries (IDPs, returnees, deportees, refugees)?

> To what extent have advocacy efforts, initiated by or as a result of PRMN data, achieved positive and timely results?

E. Evaluation team and steering committee

An independent evaluator, or a team of professional evaluator with legal, protection and human rights expertise on East Africa and Yemen region, will undertake the evaluation and be responsible for writing the report. At a minimum, the evaluation team should have evaluation experience related to legal aid, protection, and/or human rights projects and/or experience with situations of forced displacement. The consultant should have professional knowledge about the conflict and culture in Somalia, and be gender-sensitive. Fluency in English is a strict requirement for the individual or team that will undertake the evaluation. The report will contain the difference of opinion among members of the evaluation team in terms of conclusions and recommendations.

A Steering Committee will be established, with the following members:

1. Barnabas Asora
   Chairperson, Head of Programme – Somalia

2. Joseph Jackson
   ICLA Specialist, Evaluation Manager

3. Evelyn Aero
   Regional Technical Adviser

4. Nicolas Cozza
   Regional M&E Adviser

5. Mohamed Hassan
   Somalia M&E Manager

The primary function of the Steering Committee will be to select the external evaluators, review preliminary findings and recommendations and establishing a dissemination and utilization strategy. The main function of the Evaluation Manager will encompass the preparation and approval the Terms of Reference (in close collaboration with the stakeholder and members of the steering committee), administration and overall coordination, including monitoring progress.

F. Timeframe and budget considerations

The whole process of the evaluations will have a time frame of six weeks (46 working days) starting 7th July 2020 and ending 22 August 2020. The evaluation team will begin its work precisely at the contract start date, working remotely. The evaluation team should contact the Evaluation Manager at NRC immediately if serious problems or delays are encountered. Approval for any significant changes to the evaluation timetable will be referred to the Steering Committee.

G. Reporting

At the end of the desk review and data collection, the evaluation team will hold a virtual workshop with the ICLA project team and other relevant staff identified by the Steering Committee to discuss the preliminary findings of the evaluation exercise. A draft report should be submitted not later than 08 August 2020.

The completion date for the Final: The consultant will disseminate the final evaluation report on 18 August 2020, having addressed all comments as appropriate. The size of the report shall be approximately 40 pages, appendices not included, clearly written in English using Arial 11 point.

The evaluation report should consist of:

> Executive summary and recommendations not more than six pages.

> Main text to include an index, emergency context, NRC mandate, evaluation methodology,

> Commentary and analysis addressing evaluation purpose and outputs to include a section dedicated to the issue of particular lessons-learning focus, conclusions (not more than 35 pages)

> Appendices, to include evaluation terms of reference, maps, sample framework, and bibliography)

> The consultant shall lodge with the Evaluation Manager before the end of the contract, all material collected while undertaking the evaluation.

H. Follow up and Management response

For the follow up of the evaluation, the ICLA Specialist in Somalia is the main responsible, with the Regional ICLA Adviser for East Africa and Yemen as the focal point at NRC Regional Office. Implementation of PRMN in 2020 and beyond will take into account the conclusions emerging from the workshop with the evaluation team. A management response, responding to the recommendations, including an action plan should be prepared by the ICLA Specialist no later than two months after receiving the final report. It is the responsibility of the Country Director, Somalia to ensure that the realizations of these plans are monitored and documented.

How to apply

> Expression of interest should be submitted through so.procurement@nrc.no not later than 11 June 2020. The final decision will be taken by 30 June 2020.

> For further information, please contact:
Regional M and E Manager,
Nicola Cozza - nicola.cozza@nrc.no

Annex 2: List of People Interviewed and Consulted

Abbreviations:
KII = Key Informant Interviews and **S** = Survey

NO.	PERSON INTERVIEWED	POSITION	VENUE	DATE	METHOD
Kabul					
1	Joseph Jackson	ICLA Specialist, East Africa & Yemen Region, NRC Somalia	Remote	27 July 2020	KII
2	Nicola Cozza	Regional M&E Manager, East Africa & Yemen Region, NRC	Remote	28 July	KII
3	Yussuf Hussein Ahmed	Field Associate/Shelter Sub-National Cluster Coordinator/ CCCM Focal Person, UNHCR Somalia Dhobley Field Unit	Remote	3 Aug	KII
4	Abraham Ondiek	NRC PRMN IM Specialist, Nairobi	Remote	4 Aug	KII

5	Zainab Suleiman Jama	UNHCR Head of Field Offices in PRMN Operational Area, Protection Associate, Bossaso	Remote	4 Aug	KII
6	Ben Conner	CCCM Cluster Co-Coordinator, Somalia (IOM)	Remote	5 Aug	KII
7	Ivana Hajzmanova	Monitoring Expert, IDMC	Remote	5 Aug	KII
8	Abdirahman Mohamed	NRC PRMN Focal Point Jubaland	Remote	5 Aug	KII
9	Morten Petersen	European Commission DG for ECHO, Nairobi			
10	Quentin Le Gallo	European Commission DG for ECHO, Nairobi	Remote	5 Aug	KII
11	Khadar Qorane Yussyf	NRC PRMN Focal Point, Somaliland	Remote	6 Aug	KII
12	David Njoroge Mugo	Information Management Officer, UNHCR Somalia	Remote	6 Aug	KII
13	Abdirisak Aden Ahmed	Core Competency Manager – ICLA NRC - South Central Somalia	Remote	6 Aug	KII
14	PRMN Partner Organisation	Executive Director, PRMN Partner Organization, Bay Region	Remote	6 Aug	KII
15	Séverine Weber	Deputy Regional Head of Cooperation, Swiss Development Cooperation	Remote	6 Aug	KII
16	Ammar Orakzai Diis Hassan	National WASH Cluster Coordinator, Somalia, Field Support Team			
17	PRMN Partner Organisation	Project Manager, PRMN Partner Organization, Bakool	Remote	9 Aug	KII
18	PRMN Partner Organisation	Project Manager, PRMN Partner Organization, Puntland	Remote	9 Aug	KII
19	Mahat Dakane Ali	UNHCR Protection Associate, Jubaland	Remote	10 Aug	KII
20	Nimo Hassan	Director, Somalia NGO Consortium	Remote	10 Aug	KII
21	Ahmed Yussuf	Finance Manager, Somalia Country Programme	Remote	10 Aug	KII
22	PRMN Partner Organisation	Director, PRMN Partner Organization, Middle Juba	Remote	10 Aug	KII
23	Kristin Arthur	Protection Cluster Coordinator	Remote	11 Aug	KII
24	PRMN Monitor Organisation	Field Monitor, PRMN Partner Organization, Bannadir	Remote	11 Aug	WhatsApp
25	Abdifatah Hassan Badi	Programme Department, UNHCR	Remote	11 Aug	KII
26	Andrew Makachia Celeste Sanchez Bean	IOM DTM Information Management Officer IOM DTM Programme Manager	Remote	12 Aug	KII
27	Evelyn Aero	NRC, Regional Adviser - Information Counseling and Legal Assistance (ICLA)	Remote	11 Aug	KII
28	Bishar Ibrahim	Protection Focal Point, Jubaland Refugee and IDP Affairs Commission	Remote	15 Aug	KII
29	Nyaruiru Ndungi Joseph Fedha	ICLA Project Coordinator - North Western Kenya (Kakuma) ICLA Coordinator for Dadaab	Remote	17 Aug	KII
30	Fethia Ismail Claire Merat	Fethia Ismail, ICLA Manager, NRC Ethiopia Claire Merat, ICLA Specialist, NRC Ethiopia			
31	Christopher Middleton	SDC Regional Protection Adviser	Remote	25 Aug	KII
32	26 respondents	Survey, PRMN Partner Organisations	Online	Aug 2020	S

SUMMARY		
KIIs		**SURVEY**
# Interviews 31 # Persons 36		# Sent 69 # Persons 26 Response Rate 38%
TOTAL RESPONDENTS 62 (36+26)		
Females 14 (23%), Males 48 (77%)		

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Annex 4: Interview Questions

RELEVANCE ▶

Key Question: To what extent did the project objectives and design respond to beneficiaries' global, country, and partner and institution needs, policies, and priorities?

Guiding Questions:

1. Was a contextual relevance assessment undertaken before the design of the project? To what extent, and in what ways, has the continued relevance of PRMN been assessed since the project began?

2. Did potential beneficiaries and host communities participate meaningfully in defining how the PRMN project could respond to their needs? Was such participation necessary?

3. Does PRMN contribute to the needs of NRC's target populations (returnees and IDPs) on the one hand, and the wider humanitarian community, on the other? In what ways, if any, has this changed over time?

4. Does PRMN contribute to or influence strategic humanitarian planning and response in Somalia?

5. To what extent is PRMN designed to meet the differential needs of women and girls, boys and men, and people with disabilities?

6. Does PRMN contribute to meeting the information needs of the humanitarian community in Somalia?

7. Are the goal and objectives of PRMN in line with NRC ICLA Policy and/or contribute to it?

8. Does PRMN contribute to national and regional priorities?

9. Is PRMN aligned with donor strategies on displacement?

10. Is PRMN aligned with relevant international frameworks related to information management?

11. Was the PRMN protection response component adequate in proportion to the prevalence of protection incidents?

EFFECTIVENESS ▶

Key Question: To what extent did the project achieve, or is expected to achieve, its objectives, and its results?

1. Are objectives and activities sufficiently and clearly defined, and understood by relevant stakeholders?

2. To what extent has PRMN achieved its original and subsequently adapted objectives?

3. Has the project set criteria for selecting partners as per its objectives? If yes, have they been applied consistently? Do these criteria effectively incorporate gender considerations?

4. How does the project design contribute to the project achievements?

5. What are the main drivers and challenges of the project achievements?

6. Is there an internal monitoring mechanism consisting of objectively verifiable indicators against which performance, quality and impact are assessed?

7. How have local partnerships contributed to the achievement or non-achievement of the PRMN project?

EFFICIENCY ▶

Key Question: To what extent did the project deliver, or is likely to deliver, results in an economic and timely way?

Guiding Questions:

1. To what extent has the project efficiently utilized its financial and human resources and time?

2. Does NRC have the required capacity in terms of staffing, local knowledge and experience in the country to effectively and efficiently implement PRMN?

3. Is the indirect implementation model where NRC manages partners the most efficient alternative? Would other modalities, i.e. the use of independent implementing partners, have improved the balance between inputs and outputs?

4. Were supervision and technical support to partners adequate?

COORDINATION ▶

Key Question: To what extent have the practical activities of NRC and key stakeholders avoided duplication in activities and geographic coverage, and effectively shared information?

Guiding Questions:

1. What relevant stakeholders in Somalia were involved? How were they involved? Why were they included? Were any relevant organisations not involved?

2. Has coordination with, for example, NRC Kenya and NRC Ethiopia (and beyond) been relevant to the objective of enhancing cross-border cooperation, information and assistance to Somali refugees in neighbouring countries, and returnees and IDPs in Somalia?

3. Did the coordination lead to better effectiveness and impact of the interventions?

4. What were the most significant coordination challenges?

IMPACT ▶

Key Question: To what extent did the project generate, or is expected to generate, significant positive or negative, intended or unintended, higher-level effects?

Guiding Questions:

1. What consequences has PRMN had on the targeted population? This includes direct and indirect, intended and unintended, and positive and negative impacts.

2. Are there differential impacts across project areas? If so, why?

3. Have these impacts been documented and used to assist humanitarian actors in making well-informed decisions in terms of planning and response?

4. Are there quantitative and qualitative indicators to measure the impact of PRMN activities, including proper monitoring and analysis mechanisms?

PROTECTION & DURABLE SOLUTIONS ▶

Key Question: To what extent did the project ensure conflict and context-sensitivity, follow Do No Harm programming, and reduce protection risks?

Guiding Questions:

1. To what extent is the PRMN project informed by NRC's approach to protection?

2. Has the PRMN project contributed to the response to existing protection issues for NRC beneficiaries (IDPs, returnees, deportees, refugees)?

3. Did this project identify any unmet protection needs and gaps? If so, how did it respond?

4. To which extent has PRMN considered and contributed to addressing the potentially different protection needs of men and women, boys and girls?

5. To what extent did PRMN establish a close link between protection and durable solutions? Does the PRMN system capture information relevant for deciding on a solution?

6. How was protection mainstreamed across core competency programming?

SUSTAINABILITY ▶

Key Question: To what extent have the net benefits of the project continued, or are likely to continue?

Guiding Questions:

1. How is the sustainability of the PRMN project conceptualised and understood by key stakeholders?

2. Is sustainability a part of the relevant project concept documents? In what ways, if any, has sustainability been addressed after the project inception?

3. Is this project (or components of it) scalable and replicable?

4. Is the concept of sustainability feasible considering the nature of the PRMN project?

Annex 5: Achievements, Challenges & Recommendations Survey

Please note, this questionnaire is entirely voluntary. Your responses will only be viewed by the independent consultants who are conducting this evaluation of the PRMN. The information and recommendations you provide may be used in our evaluation report, but we will keep your input anonymous. That is, your name will not be associated with the information you provide.

Instructions:

Please fill out the table below for the Achievements, Challenges & Recommendations (ACR).

The questionnaire has three parts:

1. Scoring: Please see the Definitions and Scoring explanations below
2. Achievements (A) & Challenges (C): Please provide 1-3 responses for each criterion
3. Recommendations: Please provide 1-5 key project recommendations moving forward

Please email your responses back to:
Stephen: capebluegroup@gmail.com <and>
Sarah: sarahpugh88@gmail.com
by **Tues, 11 August 2020**

NAME	POSITION & ORGANISATION	DATE

Definitions

Please note, this questionnaire is entirely voluntary. Your responses will only be viewed by the independent consultants who are conducting this evaluation of the PRMN. The information and recommendations you provide may be used in our evaluation report, but we will keep your input anonymous. That is, your name will not be associated with the information you provide.

1	RELEVANCE	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirement, country needs, global priorities and partners' and donors' policies.
2	EFFECTIVENESS	The measure of the extent to which an intervention meets its objectives. Objectives are defined quantitatively as expected outputs or results.
3	EFFICIENCY	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
4	COORDINATION	The extent to which the practical activities of the organisation and key stakeholders avoided duplication in activities and geographic coverage, and effectively shared information.
5	IMPACT	The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
6	SUSTAINABILITY	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of long-term benefits. The resilience to risk of the net benefit flows over time.
7	PROTECTION	The extent to which the project ensured conflict and context-sensitivity, followed Do No Harm programming, and reduced protection risks.

Scoring

1	2	3	4	5
Low or no visible contribution to this aspect	Some evidence of contribution to this aspect but significant improvement required	Evidence of satisfactory contribution to this aspect but improvement required	Evidence of good contribution to this aspect with some areas for improvement and change	Evidence that the contribution is strong and/or exceeding that which was expected of the project

Achievements & Challenges

NO.	CRITERIO	SCORE (1-5)	ACHIEVEMENTS (A) & CHALLENGES (C)
1	RELEVANCE		A. C.
2	EFFECTIVENESS		A. C.
3	EFFICIENCY		A. C.
4	COORDINATION		A. C.
5	IMPACT		A. C.
6	SUSTAINABILITY		A. C.
7	PROTECTION		A. C.

Recommendations

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Female enumerator interviewing mother and family. Photo: NRC