



# EVALUATION REPORT

FINAL EVALUATION:  
Strengthening Gender Equality and Women's  
Empowerment in Somalia - GEWE  
UNDP SOMALIA

The Evaluation Report contains the complete assessment and analysis under four evaluation criteria, an Executive Summary and Annexes.

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## Acronyms

ADR	Assessment of Development Results
AMISOM	African Union Mission in Somalia
CCE-CC	Community Capacity Enhancement -Community Conversation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPD	Country Programme Document
CSO	Civil Society Organization
GBV-FGM	Gender Based Violence-Female Genital Mutilation
GEWE	Gender Equality and Women Empowerment
GTG	Gender Thematic Group
LoA	Letter of Agreement
M&E	Monitoring and Evaluation
MOLSA	Ministry of Labor and Social Affairs
MoWDAFA	Ministry of Women Development & Family Affairs
MoWHR	Ministry of Women and Human Rights Development
PBF	Peace Building Fund
Prodoc	Project Document
PSGs	Peacebuilding and Statebuilding Goals
SL, PL & FL	Somaliland, Puntland & Federal Level
SOB	Sexual Offence Bill
ToR	Terms of Reference
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund

## Introduction

The concerted efforts dedicated towards improving gender equality and women's rights in Somalia in terms of peace and security, economic empowerment, leadership and participation and enabling normative frameworks, have constantly been met with resistance. Social norms, harmful traditional practices and beliefs, a deeply patriarchal clan-based structure, the protracted civil war and structural poverty all impede efforts at securing gender equality and women's empowerment.

Gender equality and the empowerment of women (GEWE) is intrinsic to the UNDP's development approach which recognizes that sustainable development cannot be achieved unless women and girls are able to contribute on an equal basis with men and boys to their societies (UNDP Strategic Plan 2014- 2017, p 17). In line with its mandate, UNDP Somalia established the GEWE Project in 2012 to further gender equality and women's empowerment as a distinct programme outcome under the CPD (2011-2015), Outcome 4: 'Somali Women and Men Attain Greater Gender Equality and are Empowered'.

Based on lessons learnt and recommendations from the first phase of the project, the GEWE project developed its second phased which included four outputs: participation of women in political life; economic empowerment of women; fight against gender violence and female genital mutilation; and adaptation of the framework of public and legal policies that provide greater sustainability to the changes generated.

Following the end of the project's implementation, the project envisaged an end of term evaluation and sought the expertise of evaluation consultant with extensive experience in evaluation, results-based management and knowledge on gender based programming.

This Evaluation Report has been prepared in accordance with UNDP standards. The contents are presented as follows: Analysis of the global context pertaining to Gender Equality and Women Empowerment; Description of the Project evaluated; Principles and methodology used in the evaluative process; Analysis of the evaluation criteria requested in the Terms of Reference: Relevance/Design, Effectiveness, Efficiency and Sustainability; General Conclusions reached by the evaluation. Each chapter is accompanied by its corresponding conclusions. Final conclusions are complemented by Lessons Learned and Good Practices collected. Finally, a series of Recommendations is offered.

In addition to the region of the Federal government of Somalia in Mogadishu, the evaluation process called for field visits in two Regions of Somalia Federal territory; Hargeisa and Garowe. 36 Project stakeholders were interviewed, including Program UN staff, national and local officials, civil society organizations and donors.

The evaluation faced logistical and security challenges that complicate the work. In this context, all the Program staff and the different stakeholders should be thanked for their openness, sincerity and commitment to the evaluative process.

## The Evaluation

The evaluation is understood as a constructive, participatory and reflective process, aimed at assessing the processes put in place and its ability to achieve the expected objectives and results. The ultimate goal is to issue a number of useful recommendations ahead of a possible following phase of Programming, or the development of future similar interventions.

The evaluator developed this task based on a retrospective evaluation concept from a "results-based management" standpoint, according to the latest cooperation trends set forth in the Paris Declaration on Aid Effectiveness to Development (2005) and its Action Plan Accra (2008). The logical framework is the methodological reference structure.

The ToR of the consultancy established that the purposes of the evaluation are:

- *Assess whether the UNDP GEWE project achieved its stated outputs*
- *Determine whether the project contributed to achieving the stated programme outcomes*
- *Highlight any processes and partnerships that contributed to achievement of project outputs*
- *Document lessons learned, success stories and good practices to capitalize on the experiences gained on GEWE project*
- *Provide forward-looking recommendations on how to build on the achievements of the project and to ensure that they are sustained by relevant stakeholders*
- *The evaluation should take into consideration projects' duration, existing resources and political and contextual constraints.*

The evaluation assessed the Project's relevance, efficiency, effectiveness and sustainability. These are the main evaluation criteria, based on the specifications of *Management Manual Assessments UNDP*, and according to the interests and needs that reflect the scope of study proposed in the ToR.

Ownership, alignment, harmonization and results-based management approach, as part of the commitments of the Paris/Accra Agenda for improving development aid were also taken into account in the evaluation process criteria.

Cross-cutting approaches also formed part of the analysis of each of the evaluation criteria: gender, human rights and governance.

In addition, the evaluator elucidated the progress that the project had in the implementation of some intervention strategies inherent to its development that is part of the sustainability approach: *Institutional and capacity strengthening, Coordination and strategic alliances.*

An Inception Report was delivered exposing the different methodological approaches to be applied in the evaluation process (See Annex 3).

## Context

The programming context within which the GEWE project was implemented was full of challenges especially in light of the project's objective which was to explore gender transformative results in order to improve the position of Somali women and girls. Somali women have traditionally been excluded from decision making. This dynamic is strengthened in times of drought and displacement -2016-2017- on women and children. Rape and sexual violence are common especially in IDP camps, and recourses are limited due to the lack of structures, both formal and informal, to deal with these issues.

According to the World Health Organization, approximately 98% of women in Somalia undergo Female Genital Mutilation (FGM), and it is mostly performed on girls between the ages 4 to 11 years in its most severe form. Infibulation is reported to be practiced in 80% of cases. Support for FGM from community members is a key barrier to its eradication.

The 2012 Provisional Constitution of the Federal Republic of Somalia, prohibits discrimination, under the general principles of human rights. Principles of gender equity and women's rights are enshrined in the individual constitutions of Somaliland and Federal Republic. The 30 per cent reserved seats provision was enshrined in the 'Garowe II Principles,' an agreement signed in February 2012 which set forth the new institutional structures to replace the Transitional Government. The 'Mogadishu Declaration,' which was the outcome of the National Consultative Forum which ended in December 2015, stipulated that the electoral colleges would be "diverse and contain representation from women, youth and civil society" and that "there shall be a minimum fixed number of seats reserved for women in both houses."

Although gender policies and strategies have been developed, their adoption and implementation has been slow in the three Regions -PL, SL and FL-. Sexual Offences Bills have been approved in SL and PL. Within the New Deal Compact 2014-2016, although gender is a cross-cutting area within the PSGs, there are no specific gender priorities for each PSG and gender is totally absent from the PSG results matrix. The Ministry of Women and Human Rights has not participated in the development of the six joint programmes launched in support of the New Deal commitments.

On the security front, a complex attack on the Jazeera Hotel in Mogadishu led to structural damages to the main United Nations Development Program (UNDP) offices at the United Nations Common Compound (UNCC) on 26 July 2015. UNDP national staff relocation affected normal operations of UNDP, leading to challenges in coordination of staff activities and program implementation.

A significant step forward for peace and stability was the establishment of four federal states (Jubaland, South West, Hirshabele and Galmudug) which was directly linked to this project; only remaining is Hiraan/Middle Shabelle, the process of which is currently underway.

## Relevance

The relevance as criteria looks at the extent to which the project is consistent with the needs of the Somali citizens, UNDP mandate and overarching national and international strategies and policies. In the following chapters, the strategies of intervention and management mechanisms will be assessed in terms of effectiveness, efficiency and sustainability.

### *Strategic Framework*

This Project is aligned to common national and international strategic frameworks for development, human rights and Gender Equality reflected in different main instruments:

- Provisional Federal Constitution and placed within the framework of CEDAW and the UN SCRs 1325, 1888, 1889 and 1820
- Somali New Deal Compact, that proposes a series of commitments for gender:
  - Contribute to enhancing the role women play in Somali society as peace-builders, as economic actors, and as figures central to the promotion of community stability and social cohesion.
  - Ensure equitable participation of women, youth and other marginalized groups in national political processes.
  - Respond directly to the acute challenges contributing to sustained gender disparities across multiple sectors.
  - Address contributing factors perpetuating gender inequality through strategic priorities under all PSGs.
  - Strengthen a government-led gender coordination mechanism, which include representatives from the UN and donors, to ensure effective coordination of gender efforts across sectors.
- UN Integrated Strategic Framework 2014-2016 (ISF). In line with the provisions outlined in the Security Council Resolutions 1325 and 1820.
- UNDP CDP Somalia 2011 – 2015. Specifically, Outcome 4: *Somali Women and Men Attain Greater Gender Equality and are Empowered.*
- ADR findings: This project is designed drawing inspiration from the ADR 2014 findings, with specific focus on Outcome 4 (See Annex 8).
- Extensive consultation of partners, stakeholders and key counterparts nationwide and internal lessons gained from the first project implementation.

There are some other important international tools coming from the sphere of United Nations that also inform the design and implementation of the Projects:

- UNDP's Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery
- UN Secretary General's 7 Point Action Plan on Women's Peace and Security
- UNDP's Strategic Plan (2014-2017)
- Gender Equality Strategy (2014-2017)



The GEWE project planning process employed a series of consultative meetings with partners and stakeholders, UN agencies, donor communities. The consultations were held in Garowe, Hargeisa and Mogadishu in November 2014. In attendance were CSO and representatives from the government in both Puntland and Hargeisa. The consultative meeting in Mogadishu was equally attended by representatives at federal level as well as members from the emerging states.

The consultations were highly participatory, a recommendation that came out of the Assessment of Development Results (ADR) in 2015 of the previous -GEWE Project (2012–2014) implementation. The design also includes linkages to UNDP corporate priorities, the Somali Compact (2014-2016), and the Somalia Integrated Strategic Framework 2014-2016.

### *Proposal of Intervention*

The proposal contains a detailed exposition of the context, which helps to contextualize the interventions. The problem statement determinants are visible forming the elements for constructing the theory of change.

The Project had a wide range of action, but this appreciation must be nuanced by the fact that the main strategy of intervention is advocacy and training. Advocacy is not an expensive strategy of intervention, it only demands a team of specialist that develop that advocacy, as the Project did. Another relevant strategy is the production of data. There was also a significant component on behavior change interventions: the community conversations on FGM, tackling social norms and harmful practices; and GBV prevention interventions.

The major beneficiaries of the interventions are:

- the people of Somalia because the activities are aimed at strengthening gender equality and women's empowerment overall as a necessary ingredient for good governance, peace consolidation and ensuring balanced and sustainable development.
- Somali Civil Society Women's Groups and Networks (CSOs) and national gender machineries pursue a shared goal to ensure that government commitments to the advancement of gender equality and women's empowerment are fully realized.

The GEWE Project also identifies *other potential beneficiaries*. This includes, among others: traditional and religious leaders, women at all levels of decision making, local communities/local governments, academia, media and private sector institutions. All these beneficiaries had a tangential role in the intervention designed. It has sense considering the wide range of coordination expected to implement comprehensive approaches. Ministries of Women were identified as essential partners who had to take a leading role in articulation with other sectoral ministries.

*In implementing this GEWE project, the most critical partners were the gender ministries in each region (MoWHRD at the federal level, MOLSA in Somaliland and MoWDFA in Puntland) as well as other relevant line ministries, agencies or public institutions with distinct roles to play in implementing certain components of the project. NGOs/CSOs, CBOs and the media were*

*instrumental in helping the project reach local communities. Efforts will also be made to engage the private sector<sup>1</sup>.*

The geographical coverage of the Project is not precisely defined, so it implies that it is the whole territory of Somalia. In fact, it was implemented in the three territories where UNDP has a Territorial Office SL, PL and FL. This was a very wide range of intervention for a limited budget.

The quantity of resources budgeted for the four-year Program is UDS 7,450,000 for 3 years and 3 territories. The allocated resources were UDSD 3,880,000, which implies an unfunded budget of USD 3,570,000.

The expectation to mobilize resources were very high and it was very daring to propose to raise such a quantity of funds. Anyhow, this meant a weakness in terms of focus. It would have been more appropriate to aim for a more discrete intervention in terms of geographical and thematic scope with a limited quantity of resources, and a quite complex context.

The objectives of the Project are very well sustained, with an expected main purpose and a logic of intervention accurately narrated.

CO Assessment of Development Results (ADR) exercise in May/June 2014, with specific focus on Outcome 4, informed the design of the GEWE Project. The assessment recommended the four lines of action that were consensual and validated by the different national actors.

The Objective proposed for the Project is: *GEWE project aims at strengthening women's representation and participation in public decision-making processes rendering them more inclusive; engaging community structures to transform negative traditions which limit women's and girls' rights; and addressing challenges of limited capacity and insecurity all of which adversely affect women's ability to voice out their concerns, put forward their agenda, negotiate their interests, claim their rightful space in society and enhance their access to resources and opportunities.*

As it was nationally agreed, it was oriented to address four Outputs:

Output 1. *To increase the representation of women in decision-making at all levels, temporary special measures such as quotas are indispensable. Interventions like training, sensitization meetings, dialogue and awareness deployed to increase knowledge and change attitudes. The project further motivated and supported women candidates in elections as complementary and equally important measure.*

Output 2. *Since socio-economic and political status of women is intricately inter-related, women's economic opportunities will be improved through increased scholarships and leadership capacities for young women, trainings in entrepreneurship for women businesses and provision of support for women job seekers.*

Output 3. *The change process towards reducing FGM prevalence and prevention of GBV is based on the perspective that gender inequality and discriminatory practices are deeply embedded in cultural*

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<sup>1</sup> Chapter IV. Partnerships. GEWE Project Document.

*and traditional norms. The project supported local organizations and communities to encourage dialogue, create space for mutual learning, and foster new perspectives and help local communities to mobilize around agreed actions.*

*Output 4. With regard to legal and policy framework, UNDP supported advocacy, policy and legal reforms to accelerate the equal participation of women, including young women and marginalized groups, in decision making across all branches of the state.*

The Project aimed to address too many fronts from an intervention with limited resources. The Outputs 1 and 4 shared the same logic of intervention, oriented to a high-level advocacy for updated policy and legislative framework. The Outputs 2 and 3 had another kind of components that differ to the strategies of advocacy, and that required a particular intervention for its approach, and a bigger amount of resources.

#### *The main thesis of intervention*

The Project Document sustains the proposal of intervention over some initial assumptions:

*The scope of the GEWE project and the opportunities generated through it, will have direct impact on women's ability to negotiate their ways through national processes, which is a precondition for inclusive and equitable peace-building and state-building, including Constitutional review processes, state formation, dialogues on Federalism, reconciliation and electoral processes. Gains made at this stage of the emerging processes, will have multiplier effect facilitating longer-term change in the culture of politics, policy and law-making across Somalia.*

Action	Effect	Result
women's ability to negotiate through national processes	inclusive and equitable peace-building and state-building	Constitutional review
	dialogues on Federalism	electoral processes
	reconciliation	
	longer-term change in the culture of politics	policy and law-making

Women's ability to negotiate *their ways through national processes* was an accent put in the Output 1. It was not necessarily oriented to provoke dialogue on federalism and reconciliation, but yes it was aimed to longer-term change in the culture of politics and equitable peacebuilding. Federalism and reconciliation were not exactly the accent put in the dialogue. Output 1 is connected to Output 4, that aims to generate sustainability to the changes reached through the legislative and policy review.

*Project gains would impact upon broader protections for women and girls from GBV and harmful traditional practices such as FGM and child marriages. Education and economic empowerment opportunities would have a strong correlation to women's empowerment in other areas such as women's decision-making in the family, community, and engagement by women in governance and democratization processes.*

Action	Effect	Result
broader protections for women and girls from GBV and harmful traditional practices	women's empowerment	women's decision-making in the family, community
Education and economic empowerment opportunities		engagement by women in governance and democratization processes

This statement combines two different aspects -physical integrity and economic empowerment- to get the expected effect of women's empowerment. No doubt, they are related, but its consequences are not so direct to be stated as an assumption. Nor the immediate results of decision-making and engagement in democratization processes. There are many other interventions to be incorporated to get effects attributable to the Project. Output 2 and Output 3 had another logic of intervention, with effect of contribution that is difficult to measure. Propose more dispersed effects.

*Capacity building, advocacy and networking across women's civil society and national gender machineries will stimulate contributions to policy development towards equitable service delivery and economic recovery.*

Action	Effect	Result
Capacity building, advocacy and networking across women's civil society and national gender machineries	stimulate contributions to policy development	equitable service delivery and economic recovery

Capacity building contributed effectively to stimulate policy development which was the focus of Output 4. The result is a more equitable service delivery, under a rights approach, but it is no so direct the result of the economic recovery, which requires much more integrated elements.

More specifically, the thesis of intervention proposed for each Output are as following:

**Output 1.** The chain of results proceeds from the premise that awareness and capacity building would lead to attitudinal change; mobilization of stakeholders, training for women groups, activists, MPs and community leaders and advocacy to political parties, would amount to an increased number of women candidates. Eventually, civic education for the general public, would broaden the women politicians' constituency or electorates; tailor-made trainings for women candidates and legislation of quota, will eventually increase the number of women in decision making at all levels.

Action	Effect
awareness and capacity building	attitudinal change
mobilization of stakeholders, training for women groups, activists, MPs and community leaders and advocacy to political parties	increased number of women candidates
civic education for the general public	broaden the women politicians' constituency
tailor-made trainings for women candidates and legislation of quota	increase the number of women in decision making at all levels

The theory of change is very solid. The activities proposed are well oriented to produce the expected changes.

**Output 2.** The theory of change process envisaged here is based on the following key assumptions or drivers that need to be present to strengthen women's resilience in the economic sector: (a) availability of sex-disaggregated data and value chain analysis will open new entry points for women in the private and the economic sector. The data and the analysis are also useful for advocacy on policy or legal reform to ascertain conducive and supportive environment for women; (b) Service provisions of information, knowledge (scholarships) and practical experience through internships, self-marketing and networking skills will enhance the employability of women in the market; (c) Sensitizing companies or employers on gender sensitive recruitment, linking women job seekers to the available opportunities and availing continuous mentorship and counselling services will increase employment and resilience for women in the market.

Action	Effect
availability of sex-disaggregated data and value chain analysis	new entry points for women in the private and the economic sector
data and analysis	advocacy on policy or legal reform
information, knowledge (scholarships) and practical experience	enhance the employability of women
Sensitizing companies or employers on gender sensitive recruitment	increase employment and resilience for women

There are two first interesting lines of action proposed, related to generate data and analysis as evidence to produce policies, and it has a strong sustainability approach. It was not developed in the practice. It would have been a very strategic point of action, delivering capacities and work dynamics to the institutions involved. It was very consistent with the small resources available.

The other statements (in red) are not so clear in its relation action-effect. Working on scholarship it is not clear that permit to enhance the employability of women. It can be, but only at a minor scale, reaching a small quantity of women. It has no sustainability approach. Sensitizing companies, it is not so certain that will increase employment. This last line of work was not finally developed.

**Output 3.** The theory of change proposes that following an intense reflection and analysis on personal and collective beliefs and practices on GBV/FGM, communities will have the capacity to make their own decisions based on identified concerns. It will reinforce community capacity to generate and transfer knowledge through support of community-to-community transfer of lessons learned. Once begun, this process of transfer repeats itself, from community to community, as well as among an ever-growing pool of skilled implementers and trainers, contributing to an expanded response to GBV. In this respect, communities can envision the future and make decisions. By providing an opportunity to link community decisions and actions to planning and implementation, the theory contributes to democratization and good governance in communities and local organizations.

This is expected to increase the reporting of GBV incidents. Reflection and review is a way of looking back at what has transpired – shifts in practices that achieved the objectives of the decision-making process. Once buy-in of decision makers is ensured, this will lead to an improved enabling environment where GBV responsive policies and programmes are in place; and eventually in a situation where FGM practice is criminalized and GBV is regarded as crime against humanity to witness reduction in actual GBV incidents as well as increased prosecutions in courts.

Action	Effect
intense reflection and analysis on personal and collective beliefs and practices on GBV/FGM	communities have the capacity to make their own decisions
	capacity to generate and transfer knowledge
	expanded response to GBV from community to community
link community decisions and actions to planning and implementation	democratization and good governance in communities and local organizations
buy-in of decision makers	improved enabling environment for GBV responsive policies and programs
FGM practice is criminalized and GBV is regarded as crime against humanity	reduction in actual GBV incidents and increased prosecutions in courts

The theory is very valid, but the resources available to produce those effects were not sufficient. That's why the effects were limited (see Effectiveness Output 3). It was implemented but, in a small scale. This methodology is practical with ability to generate results. It would be necessary to put more effort to enhance the capacities of facilitators to transfer knowledge, expand the response and produce the linkage with local planning in terms of governance.

In practice, the activities were oriented to just two effects: community sensitization and awareness through CCE methodology; and policy reform thereby providing the intervention with greater coherence.

**Output 4.** *Hence addressing these gender gaps will furnish enabling environment for women which in turn will trickle down to and reflect in the lives of women. Therefore, the legal and policy framework will under-cut all the thematic areas and sectors to address gender inequality and empower women.*

Action	Effect
addressing these gender gaps	enabling environment for women and reflect in the lives of women
legal and policy framework	under-cut all the thematic areas and sectors to address gender inequality and empower women

The statement is not so precise and direct in terms of action-effect, but obviously, addressing the gaps, will create a better environment for women. It is more coherent in terms of contribution than in attribution. Again, the design should be more specific since it is a level of Output.

The second statement is also a little bit vague, but correct in its proposal. In fact, the activities proposed in the practice were aimed to that purpose. Many efforts were dedicated to review and adapt the legal and policy framework.

#### *Mainstreaming and coordination as a necessity*

GEWE Prodoc established as a principle *to build alliances with these stakeholders (donors, international and local NGOs/CSOs, CBOs and rural communities, traditional sector, the media, private sector and public authorities) and other UN agencies in gender work, so that unity is achieved in putting gender equality commitments into action, ensure complementarities and avoid overlap.*

In a Project with limited resources, coordination and mainstreaming, more than a strategy becomes an obligation. In the last decades, UN has been progressing in operationalize the Policy of *One UN, Delivering as One*. Interagency coordination is always a challenge, but in contexts like Somalia, with many factors acting against the women's interests and with difficulties in fund raising, it becomes a necessity, not only inside UNDP, but also into UNCT and with the other stakeholders and different agents involved.

It is important to acknowledge the expected role attributed by the project document to an internal mechanism -Gender Theme Group (GTG)-, which was called to be a nexus for the articulation of the gender programming in order to strengthen the effects through a joint action: *Building on UNDP's strategic leadership role within the UN system coordination, the project will ensure information sharing, coordination and synergies with other similar initiatives through the mechanism of the UNCT's Gender Theme Group (GTG). Consultation with members of the GTG on the project document would effectively highlight potential areas for collaboration and help ensure strategies for joint implementation where this would maximize resources for more effective programming<sup>2</sup>.*

It is established that *under the supervision of the Deputy Country Director Programmes (DCDP), the Gender Specialist (P4) and Head of Cross-cutting Unit, Gender Programme Manager will oversee the implementation of the GEWE project as well as the CO Gender Mainstreaming strategy.* That means that the Gender Program Manager would be directly in charge of gender mainstreaming for all the UNDP Program and would be direct supervisor of the Project. This indicates the vision of comprehensive action that the project expected inside UNDP.

#### *Strategic Management Tools<sup>3</sup>*

The GEWE Project document established a very complete monitoring and evaluation framework. It proposes two levels of periodicity with different tools: within the annual cycle, annually, and quality assurance mechanisms.

All those instruments are shown as a complex set of monitoring tools to be developed in a quarterly basis. It is a very complete design, -with a results monitoring/reporting system, a risks log and lessons learned log in Atlas, and a monitoring planning-. In the practice, it seems difficult to comply.

<sup>2</sup> GEWE Project Document 2015-2017

<sup>3</sup> Strategic Management Tools, refers to standard UNDP corporate programmatic tools: monitoring and evaluation, communication, communication for development, results based management, human rights approach, sustainability, resource mobilization, south-south cooperation,...

Some of the tools proposed are repetitive or have similar function. In addition to all these mechanisms, the Project also proposes a quality assurance set that come back on the mechanisms previously mentioned.

An important element is the oversight of a *Project Board* and an *Outcome Board* that constitutes two important instances for presentation of advances, achievements, challenges and for discussion and decision making.

The Project also foresees the present final evaluation, conducted *to compare achievements with the objectives and to document lessons learnt and best practices*, and to *feed into the future planning of the programme and other interventions*. That is precisely the focus of the current evaluation.

The design did not consider communication as a complementary programmatic strategy of intervention inside the planning and the budget. In practice, this circumstance was corrected with the inclusion of the CCE-CC methodology, where communication is addressed under a programmatic approach. In the chapter on Sustainability, this matter is analysed as an approach in terms of the social sustainability of the intervention.

Knowledge management and networking is an important approach for the GEWE Project. Output 3 is specifically aimed at developing precise knowledge products aimed to *reinforce community capacity to generate and transfer knowledge through support of community-to-community transfer of lessons learned*. The definition of guidelines for knowledge management would have contributed to the intervention with an interesting tool to systematize experiences, duplicate in cascade, enrich reports and favour the mobilization of resources.

Due to the nature of the intervention, oriented to generate capacities and to advocate for conditions for the realization of women's rights, with limited resources for three Regions, sustainability was not considered as a tool in GEWE project design. This deficiency in the design was corrected throughout the project's implementation. Output 1 and 4 were entirely geared towards sustainability, which aims to institutionalising gender equality and women empowerment into local and regional policies and influencing federal policy dialogue. In a minor extent, also Output 3 did in reviewing and adapting the policy and legislative framework.

Another important management tool would have been to have some strategic guidelines for the mobilization of resources. Efforts were made, but they would have been more effective in the framework of strategic planning, starting from a brief situation analysis.

### *Logical Framework*

Indicators are difficult matter in planning process, more so in Projects that proposes approaches in thematic of human rights, governability and peacebuilding. The Logical Framework considered by the Project proposed a set of indicators that were aimed at qualifying the performance of the Project -most of them-, and some other more activity oriented. The indicators defined are adequate to international quality standards<sup>4</sup>. They include a baseline and a target.

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<sup>4</sup> UN recognized methodology. SMART criteria: Specific, Measurable, Attainable, Relevant, and Time-bound.



Another element in a UN standard Logframe<sup>5</sup> is the Assumptions and Risks column. For the GEWE Project, the risks and assumptions were defined in the Project Document in a narrative mode, including a small but complete Theory of Change. It responds to a standard Logframe. The activities proposed guard coherence with the Outcomes, and those with the final goal expected.

The budget foresaw a large amount of funds for Output 2 and 3, which later failed to be financed. It should have been more apparent from the design, anticipating the difficulty of mobilizing resources.

A set of risks was identified as *beyond the control of the intervention*. Some of them are: resistance from clan-leaders; increased threat to women from extremist groups; and weak financial management capacity may lead to poor accountability. Indicators are identified as factors that may affect the implementation of the Project and the delivery of results. The performance in monitoring the risks is analyzed in the chapter of Effectiveness.

The annual work plans issued lack of a narrative exposition, only have the list of expected activities, the goals of the indicators and the budget. A narrative explanation would have accounted for the changes that were expected to be achieved in each period.

#### *Cross-cutting Approaches*

The Project Document has the gender approach internalized not as a crosscutting issue but as the medullar and essential component of the intervention strategy. However, a positioning and guidelines for gender mainstreaming would have help have a common understanding and enhance delivery among actors involved.

Other important approaches, such as human rights approach and governance approach, were not considered in the design. Those are important for a Program dealing with women's rights and empowerment. It doesn't mean that they were not considered in the Project's implementation, but a positioning at design level would offer cross-cutting thinking and be included in the nature of the intervention, activities and budget. Those three approaches were developed in practice, not under specific guidelines, but they are mainstreamed throughout the activities, planning, reports and tools issued from the projects.

The chapter of Effectiveness, offer an analysis of the performance of the cross-cutting approaches.

#### *Conclusions*

The Project is characterized by having a good design. Not only in terms of alignment with the context but also in exposition of thesis of intervention, internal coherence, strategic approaches and managerial arrangements. The Project is aligned to a common strategic national framework for development. Also to the UN integrated strategic framework and UNDP CO CPD. The planning process implied a wide consultation series of meetings with all different actors. The proposal contains a large and detailed exposition of the context, problems and determinants, exposed in a

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<sup>5</sup> <https://undg.org/wp-content/uploads/2015/01/UNDG-RBM-Handbook-2012.pdf> ;  
<http://unpan1.un.org/intradoc/groups/public/documents/UN/UNPAN032814.pdf> ;  
<http://web.undp.org/evaluation/evaluations/handbook/english/documents/pme-handbook.pdf> ;  
<https://www.un.org/files/UNDG%20RBM%20Handbook.pdf>

theory of change. It would have been opportune to count with different management tools for programmatic approaches as: monitoring and evaluation, communication, knowledge management, sustainability, or resource mobilization.

The main intervention strategies are advocacy and training -strengthening of capacities and community sensitization strategies-. Those are appropriate strategies for a Project with limited resources and a large number of staff -including the Regional Offices-.

The Project presented a proposal of intervention with four outputs and different thematic to address within a very complex context and with limited resources. A more reduced and focused proposal could have favored a more comprehensive intervention and get small achievements in the framework of a greater women's agenda. Would have also been opportune, in a context of difficulties for the resource mobilization.

The Project had to manage with a situation of dismemberment of the territory that implies a political and administrative division. In the practice, there exists three regions that address similar problematic but that requires a separate intervention. That is an unexpected situation that makes the intervention more expensive and with more challenges in terms of logistic and articulation.

## Effectiveness

This chapter analyzes the scope of the results and the generation of changes proposed in the theory of change. Additionally, it reviews the performance of the indicators, the realization of the risks and the means of mitigation interposed, and the inclusion of the transversal approaches.

### *Programmatic Performance: Achievement of Outputs and Objectives*

This section provides a brief account of the Programs' activity to outline the dimension of the intervention. The summary refers to the content of each proposed output and activity in the Project's Logframe and provides a general reflection about the changes and remaining effects produced thanks to the intervention. The conclusions are derived together from the implementation analysis and also a quantitative analysis provided by indicator's performance.

#### ***Output 1: Increased participation and representation of women in politics***

The Output is aimed to *increase the representation of women in decision-making at all levels, given the patriarchal filters and the multi-faceted formidable challenges facing Somali women today, temporary special measures such as quotas are indispensable.*

The strategy was to implement *massive advocacy campaigns through comprehensive advocacy strategy development, mobilization and capacity building of stakeholders, engaging and sensitizing traditional and religious leaders, oriented to win over gate-keepers and transform the mind-set of public towards support for quotas.* All the efforts were aimed to increase knowledge and change attitudes at all levels, from community to decision-makers. At the same time the project would support women candidates in elections. The activities proposed were:

*Activity 1.1: Strengthened advocacy for women's political participation and representation in decision making*

The activities carried out were very effective in providing advocates with greater knowledge of women's rights and gender equality, with greater access to authority and voice as well enhanced, and improved confidence and capability. The advocacy efforts carried out by the women's organizations and all the different actors at all levels, had the capacity to influence the decisions of the National Leadership Forum (NLF) even the resistance from clans. Women's demand for 30% representation in parliament was adopted and became an exceptional milestone in the fight of Somali women for a greater participation and representation in politics.

*Activity 1.2: Enhanced capacity for women candidates to run in elections*

MoWHRD launched an initiative to take stock of women aspirants and potential candidates nationwide. In collaboration with Civil Society and the Somali Women Leadership Initiative (SWLI), MoWHRD set up a database of women candidates that would be used as an advocacy tool to provide sufficient numbers of women to occupy the 30% of seats in the upper and lower houses of parliament.

The project supported MoWHRD and the Goodwill Ambassadors to lead the nationwide media campaign calling for more women to come forward to declare their aspirations/candidature and approach various organizations in proximity to them to enroll on the database.

301 Women political aspirants were identified nationwide: 225 (176 for Lower House and 49 for the Upper House) at federal level, while the remaining 76 were identified from Somaliland.

67% of the total identified candidate were equipped with leadership and campaigning skills whereas the remaining received sensitization and awareness on electoral education and especially on women's quota. The data was analyzed in order to generate information that could be used to advocate for the specific women's seats.

*Activity 1.3: Key policy making institutions adopt policies, legal and administrative frameworks to enable women's participation in political and peacebuilding processes*

Somaliland supreme court (2016) endorsed the decision of the president to defer parliament polls from the presidential election. It was the third time that parliamentary elections of Somaliland were delayed since 2010.

At a Federal level, National Independent Electoral Commission NIEC law was approved on 11th February 2015. The Law reserved two seats for women in a nine-member Commission. A woman was appointed as a chairperson.

*Achievements*

The theory of change proposed for Output 1 was based over three assumptions: *i) awareness and capacity building, would lead to attitudinal change; ii) mobilization of stakeholders, training for women groups, activists, MPs and community leaders and advocacy to political parties, would*

*amount to an increased number of women candidates; iii) a civic education for the general public, would broaden the women politicians' constituency or electorates; iv) tailor-made trainings for women candidates and legislation of quota, would increase the number of women in decision making at all levels.*

There were three main activities that served as a basis for the activities performance: a gender analysis of emerging policies, legislations and strategies to advance women's participation in politics provided with useful data to take decisions; an advocacy action plan on women's participation was a guide to decide activities; a national consultation that established a Task Force on women's quota was an important instance for strategic discussion.

This is the more successful component of the Project. The success was based on three elements:

- ✓ The commitment of all the Somali women's movement together for the same purpose. Many men supported also.
- ✓ The support of the international cooperation.
- ✓ Acceptance from different instances of the Government, thanks to enhanced lobbying
- ✓ Communities and society in general were prepared and sensitized to accept those strong changes.
- ✓ Diaspora women participation and contribution.
- ✓ The role of the CSO working directly with the people at the grass-root level, to favor a nexus between communities and politics.

All this movement raised had to manage with powerful forces acting in the opposite direction:

- Traditional elders, some of them very extremists and active.
- Belief in Government institutions that they can do everything alone, but they require the support of the CSO on the field.
- Contesters bribing the delegates and clan elders to obtain a position in the elections.
- Islam as a religion is not in agreement with the work on the thematic
- Clans are mostly conformed by men and they do not select women candidates because of its capacities or its profile of belligerence in defense of women's rights. It is known that the critical decisions lay in the hands of clan leaders.

The election of 24% of women in both Federal parliaments -upper and lower- is really an achievement for the Project, that reached its objective. However, this achievement must be nuanced by two circumstances:

- MP's and other women in decision making levels, do not really take decisions. That is conditioned by three factors:
  - Traditional elders already dominate women. Candidates were elected by the Clans, so women represent the interests of the Clan, dominated by men, not women's agenda.
  - Elected women lack the capacity to articulate women's agenda. Women elected are belligerent depending on personality and capacities to defend women's rights.

- Elected women were trained to be candidates and be successfully elected, not to develop or pursue a woman's agenda<sup>6</sup>.
- A breach exists among MP's and communities. There is no commitment and good working relationship with the civil society. There is sporadic articulation especially when there is political interest.

There is no clear common agenda for women making it difficult for a real lobby of women and for women<sup>7</sup>. The 30% lobby demonstrated that a collective effort is the proper way of achieving results specially in a very difficult context and with limited resources.

In Somaliland, a Task Force for Quota was established, for the lobby. A very precise strategy was defined, including discussion with Guurti, politic parties, including men. A very successful agreement on 30% was signed with 3 political parties. The electoral process is very long and it is expected that many women will participate in the upcoming elections in 2019 and that at least 26 women elected. A visible change is that now, women are more aware of their rights to actively participate in politics within their communities. In 2017, there are four women Ministers and one Deputy in Somaliland.

In Puntland, changes are also perceived. Women are more aware and they feel more socially supported. There are more women participating in politics and Governance and with an increased capacity of taking decisions.

***Output 2: Enabling environment for increased economic opportunities for women in the private sector***

The Output proposed the improvement of women's economic opportunities *through increased scholarships and leadership capacities for young women, trainings in entrepreneurship for women businesses and provision of support for women job seekers*. The activities proposed were:

*Activity 2.1 Capacities of key ministries and local NGOs built to collect and analyse sex-disaggregated data and develop gender-sensitive value chain analysis and research*

*Activity 2.2 Advocacy to foster dialogue and synergy aimed at private sector policy reform or formulation*

There were no reported activities in these two lines.

*Activity 2.3 Conduct social marketing to increase profile of women in the private sector*

- A study on the influence of women in the private sector was carried out.

*Activity 2.4 Support provided to young women to increase their economic opportunities*

<sup>6</sup> Later project trained significant number of women MPs to push women rights agenda in the parliament but its quite clear and noted in recent after election study conducted by UNDP that divisions and lack of strategic alliances within the women's movement is a key challenge to women's representation in Somalia. There is a lack of collaboration between women in political decision-making in various institutions at federal and state level, also between women politicians and those in civil society.

<sup>7</sup> Currently there is a drafted Gender National Strategy 2018-2010.

This activity was implemented with a component of small grants to help women affected by famine and drought, displaced women, women victims of GBV or women living with HIV. 300\$ were assigned to 200 women, that were used mainly in the purchase of goats with the intention to initiate a sustainable business. The results of this intervention are very difficult to assess, because there was not an accompaniment, but it is considered that was useful in terms of alleviating extreme situations and changing the life of some people.

### *Achievements*

The theory of change for this Output is based on some assumptions that need to be present to strengthen women's resilience in the economic sector: *i) availability of sex-disaggregated data and value chain analysis will open new entry points for women in the private and the economic sector, and also for advocacy on policy or legal reform to ascertain conducive and supportive environment for women; ii) service provisions of information, knowledge (scholarships) and practical experience through internships, self-marketing and networking skills will enhance the employability of women in the market; iii) sensitizing companies or employers on gender sensitive recruitment, linking women job seekers to the available opportunities and availing continuous mentorship and counselling services, will increase employment and resilience for women in the market.*

This Output was not developed at all because it was not funded. Efforts to mobilize funds were not fruitful. Donors had no interest in funding it.

Although it was not planned, some resources were aimed to provide small grants to a quantity of women in high vulnerability conditions. This action had not a sustainability approach, and responds more to an intervention under humanitarian parameters. In addition to small grants, resources were oriented to finance the scholarship of a number of women, 30 in each region (Federal Level, Puntland and Somaliland). The last batch of scholarship beneficiaries were to graduate in the course of the year. However, funds are required to enroll more students into the scheme.

Activities 2.1 and 2.2 were more consistent with the overall project approach and were cheaper. They were activities oriented to advocacy, with high strategic interest. It would have been opportune to develop them instead of small grants and scholarships.

### ***Output 3: Measures implemented to prevent GBV and reduce the prevalence of harmful traditional practices against women and girls; especially FGM***

Understanding that the change process towards *reducing FGM prevalence and prevention of GBV is based on the perspective that gender inequality and discriminatory practices are deeply embedded in cultural and traditional norms, and recovering the learnings of previous implementation of CCE-CC, the Project purposes supporting local organizations and communities to encourage dialogue, create space for mutual learning, and foster new perspectives of action. This include designing community plans available to service providers.* The activities proposed were:

#### *Activity 3.1 Enhanced community awareness and ownership to prevent GBV and reduce FGM prevalence*

Under the CCE methodology, two communities were reached at Federal Level, four in Somaliland and two in Puntland. They meet monthly, with the guidance of facilitators that have been trained in being conductors of discussions on different thematic. They did not declare free of FGM in PL and SL, but it was at FL.

As part of the interventions, a gender based monitoring system was implemented in those communities. Women were trained to claim justice in the national justice system.

*Activity 3.2 Strengthened advocacy and sensitization at national levels for policy and legal response to GBV and FGM*

Two laws were impulse by the Project. This consisted of a range of activities that include lobbying with different stakeholders -religious leaders and Council of Elders-.

- FGM Policy: in PL was adopted; in FL was adopted; in SL is being reviewed.
- Sexual Offences Bill: in FL is under consultations, in PL was approved; in SL was passed by parliament and consulted.

*Achievements*

The theory of change proposes to *provoke a reflection on personal and collective beliefs and practices on GBV/FGM, to reinforce its capacities to generate and transfer of lessons learned with a multiplier effect. Linking community decisions to planning and implementation, the theory contributes to good governance in communities and leads to an environment of rejection of FGM practices and GBV.*

The effects of the methodology of Community Capacity Enhancement through Community Conversations CCE-CC are evident and immediate. This methodology has been implemented since 2012 and has been valued as very successful by all the actors involved. As a result, FGM has been disowned in those communities where it was possible to be implemented. Dramatic changes in the life of the women in communities are perceived immediately after the interventions:

- When women are totally aware, they feel more free and happier. Even it has effects in the daily division of responsibilities inside the home.
- Women- at grass-root level are more conscious of gender issues and how it shaped their position in the society
- In many communities, FGM practitioners opted for alternative livelihood opportunities, abandoning FGM.
- The efforts to improve access to justice system also showed good results in those communities. The traditional practices of solving the sexual offence have been abandoned. There's preference of formal justice system to traditional system though the cases reported still low. There are more denounces introduced in the formal justice system, instead of using traditional justice, administered by men in the communities.
- There are no data for these improvements, but the perception is that the presence of women in scholar centers has raised notably in the last years.

Articulation with the ministry of health has not been very successful. It does not work due to weak institutional capacity. Advocacy has not been developed with the ministry of education for more sustainable actions.

In Puntland, both FGP policy and Sexual Offences Bill were approved, adopted by parliament and currently in force. Even though there's still cultural norms impeding their implementation, communities are coming out to abandon FGM. Sexual violence cases trial is increasing under the new law with 81 cases reported and executed so far.

In Somaliland, lower and upper houses passed the SOB by February this year. It is waiting only presidential signature for enactment. FGM Policy has been in draft since several years, since has found strong opposition to a zero-tolerance approach. The FGM Working Group worked directly with the Parliament Committee. FGM has been approved in April this year.

***Output 4: Women supported by appropriately designed, implemented and enforced legal and policy frameworks in line with international and regional instruments***

The Project proposal supported advocacy, policy and legal reforms with gender lens to reveal gender gaps and to accelerate the equal participation of women, including young women and marginalized groups, in decision making across all branches of the state. The activities proposed were:

*Activity 4.1 Existing policies and legislation reviewed from gender perspective to identify gender gaps and new policies/laws developed*

In addition to the laws already mentioned, there are other legislative initiatives and government policies that were promoted at Federal Level, these are:

- National Gender Policy. Drafted at FL. Under review after approval with international expert. Will be back for consultation; in PL is in process of consultation; in SL has been approved and there is an implementation plan in place.
- Constitutional Review. Started late in FL, September 2017. It has been developed an advocacy strategy.
- CEDAW ratification is expected to be done in 2018. Started in 2016. It continues with consultations.

*Activity 4.2 Enhanced capacity of gender machineries to lead and coordinate gender mainstreaming in government policies and programmes*

A gender focal points strategy was implemented in the three Regions, aimed to assure the mainstreaming of gender issues in all the ministries.

- In FL, 12 ministries designated a gender focal point. All of them coordinated by the Gender Department of the Ministry of Women. They had meetings every month to discuss progress.
- In PL 10 focal points were designated in ministries with the same logic, under an interagency gender coordination mechanism.
- In SL, an interagency gender coordination mechanism was formulated in 14 ministries.



### Achievements

The theory of change proposes that addressing gender gaps in legislative and policy framework, will *furnish enabling environment for women which in turn will trickle down to and reflect in the lives of women*. This action should *under-cut all the thematic areas and sectors to address gender inequality and empower women*.

The system run well in the beginning. But it had the problem that the focal points did not have the capacity to decide. Then it was intended that the gender focal point would be the Director General of each ministry. This was good, but the system faced the problem of a high rotation in political positions.

### Indicators

In general terms, a constant following of indicators was developed through periodic quarterly reports. However, there is no specific discussion regarding the performance of the indicators and taking decisions to correct some programmatic tendencies.

The analysis of indicators had the tendency of disperse information. It was necessary to review all the reports to get a compilation. There has not been a systematic following into a global board. There was not either a final report that integrates all data.

The collection of information can be improved in the sense of being more organized. Currently there are meetings of National Clusters with the Government, who share information. In those meetings they all agree on the information. It is not a precise and conscientious systematic way of gathering information for reporting. To obtain the information from the partners to feed the reports was not easy.

Some of the Project's indicators refers to progress indicators, but some other (majority) have a special interest because of their content more geared towards sustainable results. For example:

- Number of electoral policies that mainstream gender equality
- Legal and/or policy framework in place to prevent and address FGM and GBV.
- Gender sensitive polices adopted in PL and FL
- Revised Constitutions in Puntland and Federal level includes specific provisions on women's rights e.g. quotas

There are some interesting indicators that were not reported at all. All of them related to the Outcome 2, that was unfunded: *Number of Ministries, NGOs and other agencies collecting sex-disaggregated data; Number of gender-sensitive private sector policy reforms; Number of women newly recruited into the big private sector companies targeted for advocacy from 2015 to 2017.*

There were some indicators that were introduced during the implementation, most of them with a focus on activities. It was a way of adapting monitoring to some new lines of action introduced by the Project. There is no evidence of an approval from the Board Committee regarding the new indicators. The new indicators lack baseline and target.

See in Annex 6, a performance analysis.

## *Cross-cutting Approaches*

### Human Rights approach

Under a human rights approach, it is expected that all actions developed had been informed by an awareness of being acting in the framework of internationally recognized rights and duties. That's why exist two interlocutors: on one hand there are the rights holders, that must be conscious that its demands are based on international standards; on the other hand, we have the duty bearers, the officials and politics are seen as workers for the common welfare, public servants. This means that gender equality is considered because there is a public demand. The services provided are institutionalized and are not one-off action aimed at obtaining political revenue.

In the GEWE Project, this relationship has been developed implicitly thanks to the dynamics introduced by the Project. Although it was not established in the Project document a rights approach from the design, the Project worked in that sense from different facets of the implementation. Mainly in the provision of training and in advocacy strategies.

Many of the results and achievements reached by the Project, are expressed in terms of human rights: women's political participation, reduction of GBV and FGM, and the review and adaptation of the policy and law framework. However, it is necessary to strengthen the human rights approach in all the interventions, aimed to reduce the violence against women.

Specifically, in PL were reported some efforts in order to improve the approach with duty bearers, with focal points in different government instances even at local level.

### Gender approach

Gender approach is the main focus of the Project. The gender dimension was considered in all the Project activities with women as candidates for politic participation, as receptors of investment projects, as the subject of the training and awareness activities regarding GBV and access to justice, and as beneficiaries of the policy and legislative reform.

The Project management implemented a strategy of gender mainstreaming. For that purpose, a gender toolkit was issued and training was imparted to UNDP staff. It would have been appropriate to extend that training to the partners -Government and CSO's- to share a common approach and vision for strengthening of institutional capacities.

The Project proposal had no deliberate systematic strategy of working with men that could have help produce better results. However, it was very clear from the project board to other stakeholders-implementers and beneficiaries of the project that men were involved in a productive way.

### Governance approach

The Project worked at high level of decision making-, parliament and ministries. Local level was reached in some advocacy activities, through media and implementing partners working in remote/local areas where the Project covered local communities.

There are security and logistical difficulties to reach the communities. However, it is a strategic level to institutionalize dynamics of change.

The project proposed to generate local action plans arising from the processes of awareness in the communities. Communities were trained to be able to take decisions and conduct their local planning. There is no evidence that it was produced.

An interesting dynamic was the initiative of mainstreaming focal points in ministries, that get a partial success. More than that, would have been very effective to introduce in the different levels of government as dynamic of work of all social sectors articulated around the same particular goals: civil society organizations, religious leaders, clan leaders, Guurti (Elders Council), different ministries and institutions, and donors. That dynamic would create appropriation and leadership.

### *Risks Management*

The Project Document included a risk analysis in its design, identifying possible risks and proposing mitigation measures. The analysis is quite complete and the risks adequately identified.

Two kinds of risks are anticipated as *beyond the control of the intervention and that may impact the implementation*:

- Structural obstacles: stronger resistance from clan-leaders; deterioration of physical safety and security situation; increased threat to women from extremist groups.
- Organizational challenges at project level: weak financial management capacity that may lead to poor accountability; gap in required funding or resources.

There were other emerging situations that were not anticipated in the Project document and became a challenge: new emerging regions in the political and administrative landscape; the situation of drought and famine in some regions of the territories of intervention; the highly elevated cost of operation in some regions, united to complicated logistic conditions; a constant change of ministries of women and technical staff.

Those situations have represented a risk for implementation and required decision-making to adjust the programme's strategy and workplan by the project management board. Analysis were done, and mitigation measures were identified and addressed.

Project reports, periodically -quarterly- analysed the aforementioned aspects. The constant context analysis carried out by the management board meetings, have provided a permanent review of what happened in each Region and for the whole Project. (See Annex 7).

### *Conclusions*

Achievements must be valued considering some key determinants in the intervention. Some of them were anticipated in the risk analysis of the Project, but other were not. Those are: logistic, elevated costs of the intervention in the different regions, weakness of the different structures of Government at Federal, Regional or Local levels, and weaknesses in the articulation of civil society and its capacity of delivering results.

Much of the changes have been operated top to bottom. There have been progresses at a higher level, but those changes must be accompanied and sustained by the society. It is necessary to work at both levels parallelly. It is necessary to be always sure that society is prepared and accepts and assumes those changes.

Most of the activity of the Project was aimed for big changes that would have not been achieved acting alone. The successes were produced because of joint efforts with other initiatives working towards the same purpose. That is why we can also talk of changes produced at a major scale. There is no a direct attribution to the project, but changes appreciated in the society help us to understand the contribution of the efforts made and shows that we are walking in the correct direction.

Talking about changes perceived -in the last three years- by contribution of the Project, there are some many interesting, beyond those reported, related to gender equality and women's empowerment, that announce that there are improvements:

- It has become normal to talk about gender issues in a context of great difficulty in talking about these issues. Even religious leaders are addressing the issue.
- Now there are women prosecutors. There are 40 lawyers.
- Women with better access to university (primary and secondary education). 80% of women in the health sector.
- Women organizations advocating.
- 80% of national small business by women.
- In the meetings at all levels and sectors, now a gender balance is always considered.
- Boys are supporting the girls right now in defense of its rights.
- Rapes have declined dramatically since the starting of the Project.
- In the next elections there are more women interested in participating in politics, because others were successful.
- Now men do more at home. It is perceived a small cultural change.

In general terms, the Project had a moderate performance in terms of expected results, with different levels depending on the Outcome.

Outcome 1: It had a very good performance in reaching some levels of quota for women in a very difficult context. The big achievements in advocacy and commitment in the elections process, has already been confirmed at FL. It needs to be confirmed in the following PL and SL elections processes in 2019.

Most of the changes produced were operated from top to bottom. Most of the work were operated at political level and was weakly accompanied with work at the community level. For a better sustainability of changes, those must be also operated at that level. It is necessary to change the perception of the hole society, including religious leaders and clans, in order to get more sustainable changes. It is necessary to create a genuine demand from the society that put the pressure on politics and decision makers at all levels. It is necessary to prepare the society for the changes. Although there was a lot of advocacy and sensitization done with religious leaders, clan elders as

well as civic education, gender continues being an issue that progress in small steps, and that speed must be respected, not trying to go faster.

The Project could reach many women candidates and prepared all conditions to succeed in getting political spaces for them, including leadership training which was envisaged in the project, being a very big achievement. However, those women are not prepared to be decision makers. We could get the seats, but not the capacity of taking decisions.

There are five factors that determine the capacity of women in decision making and must be considered for future interventions:

- The clan based structure of politics
- The limited capacities of those women in terms of leadership and knowledges
- The lack of awareness of women about women's agenda
- The weak nexus among women in politics and women in communities
- The lack of a clear women's agenda and priorities for that agenda for more joint and effective actions

Outcome 2: The planning was hardly realized because of lack of funding to implement this Outcome. Most of the lines of work carried out responded to approaches more appropriate to humanitarian approaches than development Projects -campaign of scholarship and small grants-. They are important and are connected directly with singular problems, very people oriented, but that was not the general objective of the intervention.

The resources used in developing those activities, would have been much better oriented to impulse some other activities proposed in the Outcome -activities 2.1 and 2.2- with major impact and sustainability orientation, like policy reform or advocacy with private sector.

Outcome 3: There has been many evidence and real effects produced by the CCE methodology in communities. It is the most remarkable achievement of this Outcome. The other lines of action were more disperse, and oriented to contribute to other initiatives, like access to justice, monitoring to cases, or attention to victims.

The specificity of the action form UNDP in contribution to the fight against GBV and FGM is the CCE approach. This component should have been developed more widely, instead of other lines of action inside this Outcome. It is a question of prioritizing resources. Other achievements in this Output were parallel to those in Output 4, in relation with policy and legislative reform.

Outcome 4: This is the most important Outcome, since it provides sustainability to the other achievements of the Project. Inside a Project oriented to generate changes in the society and in the political structure of the country, the policy and legislative reform provide the necessary framework for a favourable environment for changes.

## Efficiency

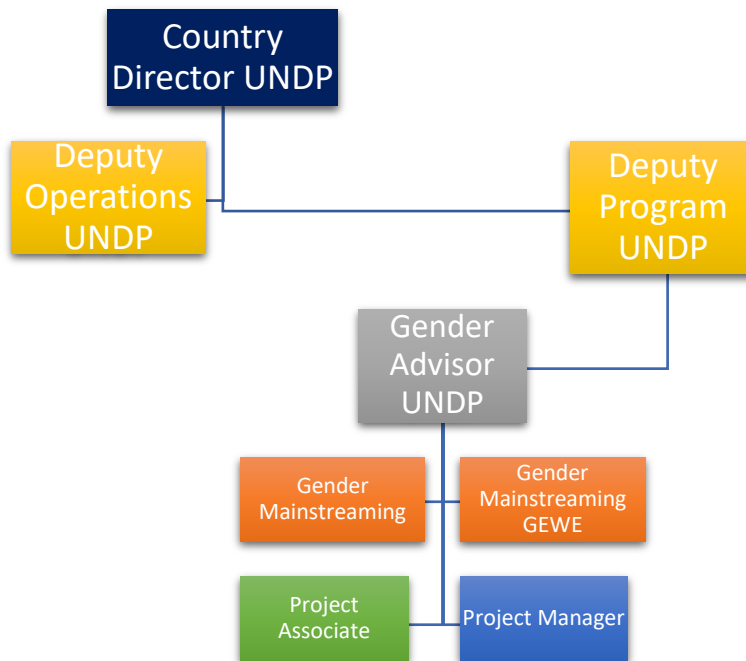
In this chapter, the project management structure, the administrative and financial flow, its articulation and mainstreaming capacity, and its monitoring and reporting system, will be analyzed. From the different analysis, conclusions will be extracted at the end of the chapter.

### *Project Structure*

The Project Document established the management structure for the Project. All the elements of the structure planned were implemented in the practice, with some little changes.

The Project structure is based on the UNDP management structure, being the Deputy Country Director the top supervisor and having the Gender specialist as the main reference. The Gender specialist has a strong presence and play an important role of accompaniment and quality assurance.

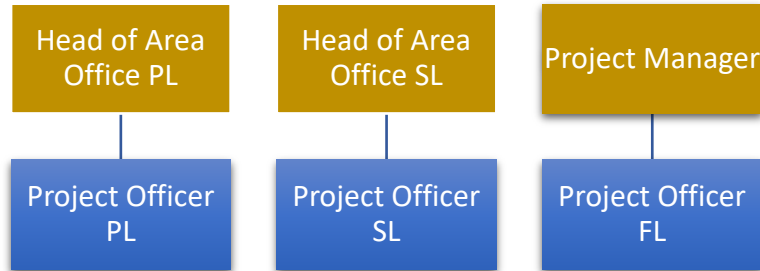
*Under the supervision of the Deputy Country Director Programme (DCDP), the Gender Specialist (P4) and Head of Cross-cutting Unit, is Gender Programme Manager overseeing implementation of the GEWE project as well as the CO Gender Mainstreaming strategy.*



The National Project Manager is in charge of the operative functions and coordination of the Project team, composed by three Project Officers, one in each region of intervention of the Project -SL, PL and FL-, under the supervision of the Head of Area Office, except in FL where is based the Project Manager.

A National Project Manager (NOC) was recruited to be based in Mogadishu and responsible for day-to-day project implementation and delivery of all project Outcomes. The National Project Manager will therefore supervise a team of at least 3 persons: three Area Project Officers based at the Federal

level, Somaliland and Puntland. The overall Gender Programme will enjoy the complement of a Project Assistant (G6) and 2 Gender Programme Analysts (IUNV) to be based in Garowe and Hargeisa.



The Project Document specify the functions of the National Project Manager. Those were the real operational functions performed by the Project Manager in practice, with the support of all the Project team.

*The National Project Manager, under the supervision of the Programme Manager will be responsible for day-to-day management and decision-making for the project, including the work plan, budget planning and oversight, drafting terms of reference for the acquisition of services and goods, elaborating and implementing a procurement plan, oversight of operations in the field and reporting to the Project Board.*

Heads of Area Offices were called to play an important role in the overseeing and direction of the Project on the field. They had also another role not specified in the Project document, it was a role of articulation with other programs or initiatives. That function was limited by UN structures disjointed in the Regional Areas.

*Heads of Area Offices in Somaliland and Puntland play an integral role in overseeing the day-to-day management and implementation of projects in the respective regions. Quality assurance is handled by the programme team based in Mogadishu.*

This was the original team structure. In the practice, the two Gender Program Analysts were based in Mogadishu and Nairobi. This change happened after the terrorists' attack in 2015. Another adjustment was produced when the National Project Manager renounced in 2016. Then the Project Officer in SL became also with the role of National Project Manager. Those changes didn't affect the course of the intervention, but the presence of the Project Officer in SL was more limited.

#### *Financial Flow*

The Project received the funds from the donors and came into an account of UNDP. UNDP made annual disbursements according to AWP's approved by the Steering Committee. Similarly, Regional Offices received the funds according to AWP's.

UNDP signs Micro Capital Grants (MCG's) with the CSOs. Letters of Agreement (LoA) are signed with Governments and National Institutions. Both MCG's and LoA's are the standard agreements for UNDP. The duration of those agreements depends on the kind of assignment. In many cases it was

12 months agreement, that is the most preferable, since it provides more stability to a more long-term strategy of intervention. With some CSO the agreements are for specific products and have a duration of 6 to 8 months.

Each partner draws up a planning schedule on activity basis and responds for it before the following disbursement. Partners charge salaries and activities -training and mobilization mainly-. Disbursements in the framework of the Letters of Agreement are done on a quarterly basis, depending on the approval of the progress reports, which trigger the next tranche payment.

Sometimes, the NGOs receive the resources in three tranches, responding with narrative and financial reports to an agreement for 40 thousand dollars and 5 months of work. It became a big administrative charge for UNDP and for the CSOs since an efficiency point of view. All partners carry out an annual audit exercise that guarantees a close financial control system.

The financial flow doesn't report any delays that could affect the performance of the Project. There were produced some delays in contracting and signing at the beginning of each cycle that were an inconvenience. Quarterly Reports are usually submitted at the end of each quarter and sometimes, partners do not have sufficient funds to move to another quarter smoothly. That doesn't allow a total continuity of activities. But it is the minor of the cases, normally, there are not sensitive delays with the reception of the next tranche Payment.

### *Monitoring System*

The Project document proposes a battery of monitoring tools. It is a very complete set -within the annual cycle and quality assurance mechanisms-, although not all the instruments designed were operationalized.

Within the annual cycle, it was expected to make quality assessment reports but Instead, there were Quarterly Reports that provided with advances in financial execution, activities implemented, results achieved, indicator's performance and risks analysis. They had good quality and a complete set of analysis tools.

Atlas was a tool used for monitoring with its different applications: financial flow indicators performance, risks analysis and monitoring activity. A lessons-learned log was not activated. It would have been a useful tool, since the Project did not have a knowledge management strategy. Instead of that, the board reviews include lessons learned and the annual report is uploaded in Atlas.

An Annual Progress Report was issued at the end of each year, summarizing the achievements and analyzing the progress towards expected results. It is a very useful and results oriented report. A Final Project Report, including a final report of the indicator's values, would have been very useful as a global self-assessment.

As a quality assurance mechanism, the Project Board worked properly and had a good performance. The meetings were periodical and had a good participation of all actors involved in the Project. They were held annually (2 in 2016) in three meetings round -one per Region-. The minutes of the meetings reflect an appropriate level of discussion oriented towards results, analysing the environment and taking decisions -analysis of challenges and correspondent actions-. The AWP's



and the Reports were presented and validated before the following year. The indicators were not part of the analysis, which is a significant lack, but it was the realization of the risks and correspondent mitigation measures. Meetings were accompanied by donors, UNDP management, and Government institutions involved.

*GEWE Project Board, comprised of donors, government representatives and CSO partners funded by the Project, will meet on a quarterly basis to review progress and provide policy guidance. The overall implementation of the GEWE Project in the field will be undertaken in line with UNDP Somalia's Area Office Guide.*

The Project Board Meetings have been organized jointly with the HIV programming -also was the programming and reporting-, since the Project has been implemented into the same programmatic logic. It is true that the nexus with HIV is evident, however, there are more sectors in the UNDP CPD Program that could have also been part of common discussions and programming. The aspects related to coordination and articulation inside UNDP will be analyzed in a following paragraph.

There was also an Atlas programmatic follow-up, including all its budgetary aspects, risk logs and monitoring plans. It was periodically fulfilled by the Project Manager, but its progress were not part of the analysis and discussions.

The reporting dynamic from the regions serves to ensure proper documentation of progress and financial expense according to UNDP rules. Region's Quarterly Reports were used as the elements to build the Project's Quarterly Reports and Progress Reports.

The Project's reports imply there has been a previous planning. Regions had an overall Project planning as well as a quarterly planning that was reviewed and approved by the Regional Head of Office. The Regional Head of Office reviewed all the reports and provided its feedback.

The Monitoring Unit M&E of UNDP Somalia, based in Nairobi, was in charge of implementing a monitoring plan. It consisted in a series of field visits. Due to security decisions, those field visits were contracted to a local company that realized those visits once a year and issued the correspondent reports. The information provided by that field visits has been part of the different reports. Those reports had the added value that provides with the point of view of the beneficiary in the communities.

The reports could be improved if they were more oriented to report changes. The Project was designed under the methodology of Theory of Change, so it would be opportune to report also in terms of changes generated.

The monitoring must be moved gradually to the partners, specially Government partners. The dynamic of results based management must be implemented by the Project Unit in UNDP, but it must be also moved to the partners into a logic of capacity building and sustainability. It is necessary to be assumed by the institutions to produce appropriation and strengthening of capacities. Monitoring is not possible to be driven by UN all the time, it is not sustainable. The generation of data was also a component of work proposed for this Project, and it helps also in terms of

governability with gender approach. The data generated is used to design local projects and national policies.

In the Output 2 it was planned a series of trainings in gathering and analysis of information that could not be developed due to the lack of funding. It would had been an interesting line of action oriented to generate sustainable dynamics inside the government structures.

### Execution

The evolution of the budget shows the same dynamics as the programmatic performance. Outcomes 2 and 3 are reduced in expectations, mainly Outcome 2, which was practically unfunded and was reduced to a few activities. These reductions were in favor of the increase in Outcome 1, which was the most developed and finally the most successful.

3	Initial budget	Final budget
Output 1	1,200,000.00	1,851,350.00
Output 2	1,500,000.00	346,371.00
Output 3	900,000.00	391,373.00
Output 4	900,000.00	609,898.00
<b>Total</b>	<b>4,500,000.00</b>	<b>3,198,992.00</b>

It was expected to mobilize a large amount of resources 3,570,000 USD, which eventually did not occur. This affected the performance of the Project at all levels. The resources of the PBF Project managed by UNDP were used to finance the GEWE Project and entered as mobilized.

Execution for years is very stable, which indicates that there were no execution peaks that implied a hasty execution. The execution followed the annual planning and there were no major delays. The implementation of the Project did not mean a minor execution. The advantage of being a second Phase was exploited, with an operating structure already formed.

Expenditure by Output			
1	2015	2016	2017
Output 1	584,834.00	595,562.00	670,954.00
Output 2	98,054.00	45,720.00	202,597.00
Output 3	123,484.00	100,172.00	167,717.00
Output 4	214,229.00	309,531.00	86,138.00
<b>Total</b>	<b>1,020,601.00</b>	<b>1,050,985.00</b>	<b>1,127,406.00</b>

The largest investment of the Project went to the CSOs. This is related in part to lobbying for achievements in the reform of legislative and policy frameworks. Also work with communities in GBV-FGM and economic empowerment activities of Outcome 2. These activities have a higher cost of logistics, but have a lower performance in capacity transfer and sustainability than if they were government institutions.

4	By Partner
Government	938,984.50
CSO	1,668,500.00
Other	591,507.50

The Federal level absorbed the greatest amount of resources. This is related to a greater action of the Project in advocacy, but also to a part of the salaries of the Project staff are charged at this level.

6	By Region
Somaliland	800,000.00
Puntland	900,000.00
Federal	1,498,992.00

A reflection on the budget for the regions is timely. They received 800 thousand and 900 thousand dollars for three years of execution, which means around 300 thousand dollars per year. It means that the budget per year for each region is very low and that limits the impact of the intervention.

As explained in the Relevance chapter, the design was very ambitious in the expectation of mobilization of resources and in the dimension of the intervention, this has reduced the effectiveness of the action.

The evaluation could not have information related to the execution by Item. This analysis would have been useful to know those items in which the expense occurred.

#### *Timeline*

The Project was signed in December 2014, and activities started in 2015. Throughout the first year, 2015, preparation activities were undertaken.

2015 was a year with many relevant issues that required the attention and conditioned the performance of the Project. It was a year of transitions and negotiations towards the following election process in 2016.

There were delays in the recruitment of the project staff. These arrears were mitigated by the previous existence of a project structure from the previous phase of the Project. Regions advanced in signing agreements with local partners and activities started progressively.

Galkayo Puntland crisis between clan militias provoked thousands of displaced. The general deterioration of the security situation in Somalia had an impact on UN personnel's mobility and affected the implementation.

The Federal Ministry of Women and Human Rights Development (MoWHRD) launched the National Gender Policy formulation process on 15 September 2015 in Mogadishu. In December, the government and its international partners held a National Consultative Forum to discuss transition options for 2016.

The year 2016 was marked by the elections. The revision of the Federal Constitution of 2012 was suspended. After a long debate to review the electoral system, in January 2016, the Federal Government announced its decision on the electoral model on 28 January, incorporating a "minimum quota of 30% of the seats" in both Houses of Parliament which would be reserved for women. The Federal Government also made public the plan to ratify the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 2018.

The strongest advocacy of the Project towards women participation in the electoral process is produced in 2016 with the joint action of all the agents involved: donors, UN Agencies, CSOs, international organizations, government entities and diaspora. The Constitutional Review process continued with advocacy actions at Federal Level.

In 2017, the drought in the country affected all the programming. People was demanding humanitarian intervention and help. The Project responded with some actions supporting with small grants to women in extreme risk.

An extension for one year of the duration of the Project was approved in 2017.

### *Linkages and Partnerships*

Articulating is a model of efficiency. When we join resources and efforts, we are more likely to succeed -harmonization-. Being a Project with limited resources, it was expected that the Project were capable to develop many articulations in order to improve its capacity of producing changes. At different levels, the coordination, articulation and develop of linkages, partnerships and synergies was almost an obligation and an essential role of the all levels' project staff.

#### At a Management level

The Project Document call to this articulation at a management level. Expressly says: *Building on UNDP's strategic leadership role within the UN system coordination, the project will ensure information sharing, coordination and synergies with other similar initiatives through the mechanism of the UNCT's Gender Theme Group (GTG). Consultation with members of the GTG on the project document will properly highlight potential areas for collaboration and help ensure strategies for joint implementation where this will maximize resources for more effective programming.*

All UNDP Program managers should be involved in the role of coordination and articulation with other initiatives and inside the Project, in order to strengthen their effects: Country Director, promoting synergies with other UN Agencies; Gender specialist operationalizing gender mainstreaming inside the UNDP Program and in relations with other Agencies; Gender Specialists coming into the practice the gender mainstreaming in the different UNDP Projects; Head of Area Offices, promoting the articulation among different initiatives from different Agencies at Regional level.

In the practice, a very close relationship was established with the HIV response. The two Projects - GEWE and HIV- have shared the same Board Meetings and the Progress Report as part of a same programmatic approach. The GEWE Project should have also shared opened connections with other programmatic areas -governability, human rights and economic development-. Nevertheless, there were no established permanent connections with these areas. It was very important to impulse the effects of the GEWE Project from all the sectors possible, in a strong articulation.

This doesn't mean that there has not been articulation between areas, but it could have been much stronger, in order to achieve better results. Coordination with political participation program was reported. Even, the new CPD was structured a mainstreaming strategy for gender inside a portfolio

modality. The Project devoted efforts to install mainstreaming in the UNDP Program, including a guide on gender mainstreaming that was accompanied by the corresponding staff training sessions. In addition, all the projects and their corresponding programmatic instruments have been reviewed from the gender perspective by the specialists of the UNDP Program.

This evaluation offers an analysis of the current portfolio gender mainstreaming in Annex 8.

#### At an Executive level

The Project Unit staff must also be in charge of operationalizing effectively the articulation with other UN Agencies' initiatives, especially in Regional Offices where the coordination structures of UN and local institutions are weaker.

The Project Document established that: *The project will also build synergies with other UN Agencies and partners for effective coordination of gender programming and information sharing through participation in the GTG.*

At an operative level, GTG was the instance called by the Project to articulate the different efforts. In the practice, GTG did not have a relevant performance. But there were other instances, not necessarily led by UNDP, that impulse and coordinated the specific efforts:

- GBV Working Group + CSO + Gov;
- Integrated Election Support Group;
- FGM Task Force;
- Quota Task Force;
- Constitutional Review Task Force.

There were reported some punctual coordination activities with other UN Agencies:

- UN Women: With not very active articulation. Should improve.
- UNSOM: Good coordination in thematic of elections and policy and legislative review.
- UNCT: Has played a role in communication with donors. They were expected to have a more active role at all levels of dialogue with the Government.
- UNICEF: As a part of the GTG.
- Outside of UN: Participation in forums to share information and discuss situation. Share reports Some specific participations with other international NGOs.

The situation on the Regions -PL and SL- is more difficult. In the Regional Offices, a UNCT doesn't work. Specific task groups are coordinated occasionally to address particular issues, but there are no permanent groups that develop strategic joint actions. The different approaches do not go beyond that sharing information in order to not duplicate efforts. However, the partners do express their satisfaction with UNDP technical support for gender mainstreaming, monitoring and accompaniment, also their support and their interest in improvement and continuous training. Also in the articulation with other UN Agencies such as UNFPA, UN Women and UNICEF.

### Articulation among partners:

The weak articulation among UNDP Programs and among UN Agencies on the field, is transferred to the partners in some way. A similar situation can be appreciated in Government instances and in CSOs.

The Project Document establish the importance of building alliances among the different stakeholders: *UNDP Somalia works with multiple partners to implement its projects. It is important to build alliances with these stakeholders (donors, international and local NGOs/CSOs, CBOs and rural communities, traditional sector, the media, private sector and public authorities) and other UN agencies in gender work so that unity is achieved in putting gender equality commitments into action, ensure complementarities and avoid overlap. In implementing this GEWE project, the most critical partners will be the gender ministries in each region (MoWHRD at the federal level, MOLSA in Somaliland and MoWDAFA in Puntland) as well as other relevant line ministries, agencies or public institutions who have a specific role to play in implementing certain components of the project. NGOs/CSOs, CBOs and the media will be instrumental to helping the project reach more local communities. Efforts will also be made to engage the private sector.*

The different Ministries in the different Regional Governments -SL, PL & FL-, show of the same lack or articulation. Being that it is necessary to bring all the efforts for more comprehensive interventions, a closer articulation should have been promoted among the different institutions involved, mainly Ministry of Health, Ministry of Education, Ministry of Labor, Ministry of Justice, Ministry of Social Affairs, Ministry of Planning, Ministry of Religion, ... The list is quite long, because of being GEWE a medullar and structural issue.

It is true that the regional offices also report institutional efforts to generate an articulation, such as Mowdafa and Molsa, that try to advance their institutional plan and mainstream the gender approach in the other governmental institutions. They work from the local and try to maintain an institutional vision of direct contact with women. But these efforts require more presence when it comes to promoting and implementing concrete activities

Being that they are weak governmental structures, its capacity to articulate efforts suffer of deficits. That's why it is necessary to provide a close accompaniment to stimulate that reaction. The Project tried it in articulating gender focal points in the 12 ministries, that finally had not much relevance, so it was decided that they were General Directors of the different ministries, in order to provide them with capacity of decision. It did not success either due to the high rotation in those positions, and finally the initiative faded out.

In the case of CSOs, the situation is similar. The organizations act separately and are hardly articulated among them. This subtracts ability to produce impact.

Normally, organizations do not have an institutional vision. They work according to particular plans and are mere executors of projects. It is necessary to support NGOs in generating alliances around prioritized themes; search alliances with specialized NGOs and with their own programming; and strengthen their capacities for a joint vision of approaches and promote complementarity and training between them.

### *Conclusions*

All the elements of the planned Project structure were implemented in the practice, with some little changes. The Project structure was based on the UNDP management structure, so it provided solidity and sustainability. The existence of regional offices makes it a larger structure. It is an expensive structure that responds to a Project oriented mainly to advocacy.

Heads of Area Offices had the role of articulation with other programs or initiatives inside or outside UN. That function was difficult at the Federal level and more limited in Regional Areas due to disjointed UN structures. The GEWE Project developed a close programmatic relationship with the HIV response inside UNDP. It was not operated with other programmatic strategic areas - governability, human rights and economic development-. The weak articulation among UN Agencies on the field, had also a reflect in partners -government instances and in CSOs-, that show the similar weaknesses and attitudes towards articulation.

Gender Thematic Group GTG was called to be a strategic instance for coordination. It did not have a relevant performance, but there were other instances, not necessarily led by UNDP, that articulated specific efforts with significant success: GBV working group; Integrated Election Support Group; FGM task force; Quota Task Force; and Constitutional Review Task Force.

The Project document proposed a very complete battery of monitoring tools -within the annual cycle, annually and quality assurance mechanisms-. Not all the instruments designed were operationalized, but it was not necessary. The reporting system put in place was sufficient and appropriately conducted. However, the monitoring must be moved gradually to the partners, specially Government partners, into a logic of capacity building and sustainability.

The project had to be developed in a difficult context, facing a multitude of challenges from the context, such as security issues, emerging federal regions, constitutional review, electoral processes or climate events -drought-. Those challenges conditioned and transformed the orientation of the programming, which means that the management boards developed their expected functions.

### *Sustainability*

Three lines of analysis for sustainability are proposed: sustainability of results; social sustainability; and financial sustainability. Conclusions are offered at the end of the chapter.

#### *Sustainability of Results. Strengthening of Capacities*

The Project did not consider a sustainability strategy, although some activities in the programming and practices in the implementation conducted to that direction.

Federal and Regional governments were subject of some training components -gender mainstreaming, women's participation, GBV- as a strategy of intervention. To that respect, all the training activities along the Project must be conceived as a formative process to reach a more effective result. Must be results oriented and accompanied by practical activity that must be supervised to assure that new skills are effectively implemented. It is opportune to carry out the

training work towards partners, including the CSOs, in a more structured way. Greater emphasis has been placed on working with the UN staff. It is necessary, but also towards partners.

Many working dynamics have been institutionalized, which guarantees sustainability. Federal and Regional governments and its institutions have experimented new logics of work -mainstreaming gender focal points in ministries-, trying to give sustainability to the dynamics established, but changes in elected local principals and officials -GDs in ministries- are a challenge. The tendency, in terms of sustainability, must be institutionalize working dynamics, protocols and normative. In that sense, the Project was strongly oriented to the review of the national legislative framework, so it can introduce and institutionalize permanent dynamics.

Coordination between Regional and local instances is weak. A bottom-to-top/top-to-bottom relationship has not been built in transferring work dynamics, neither within and among institutions. The lack of this flow doesn't allow to improve the local work, and a regional and local institutions with a higher level of coordination and awareness.

In the Project document it was expected the participation of academia and private sector in some components. Both two are important elements to be considered in the sustainability approach. Academia can be an ally in introducing thematic of women's rights into the curricula of some disciplines as human rights, women's rights specifically, and the international law framework. Also in the schools in its different levels. In the case of Private Sector, it was expected to have been produced some approaches in order to strengthen a commitment to improve the employability of women. Those two approaches were no sufficiently developed by the project.

CSO show also a lack of approach to results. Most of them do not have an institutional plan or strategy of intervention inside an institutional mission and vision. Do not work internally under a planning with yearly goals. Mainly they implement activities responding to the demand or the international cooperation, even covering disparate thematic. There is a lack of articulation among them to reach common goals.

In terms of harmonization, that lack of institutional vision comes together with a lack of clear national agenda (from every national actor, including international cooperation) that could prioritize issues and do small steps towards common and joint goals.

All these efforts in strengthening capacities face the problem of staff turnover in institutions (and probably in CSO's also). This is a risk that should also have been considered from the design stage.

The local Projects have supported productive investment initiatives to stimulate local economies, mainly to women mobilized by the war, famine and drought. It is too soon to demonstrate the results and sustainability of those interventions, but a quick review shows more an emergency and very small response than a Programmatic one, oriented to sustainable effects.

A bank of information on the subject of GBV was generated which would be useful for planning at local, Regional or Federal levels. This is an essential aspect for sustainability. But there is no information regarding the effective use of that information.



An important achievement of the Project was the quota obtained in favor of women in some important decision-making spaces. However, a debate is opened from the point of view of sustainability. There is the possibility that those achievements suffer a set-back in a fragile political situation with external and strong factors (fundamentalism) playing against. A strong legal framework -ratification of international law, adapted to national law- won't permit set-backs. The Output 4 of the Project is aimed to that important function.

There was not (implicit or explicit) a logic of collecting experiences that allow create models of intervention that can be replicated in other Regions in a scaling-up strategy of the effects of the Project. Documentation of success stories and life stories have not been developed. Those use to be an important tool to generate cascade effects of achievements and contribute to sustainability.

### *Social Sustainability*

To maintain the achievements, all intervention that promotes social changes must have a social sustainability approach. An effective way to fight against the set-backs at a medium and long term is the capacity to mind-set population into new points of view. That creates an irresistible current towards the changes promoted.

The Project applied a methodology of community sensitization and awareness that demonstrated to be very effective. The CCE-CC is a methodology oriented to provoke changes in the society. That was an approach very coherent with the main goals that the Project wanted to operate. In Puntland and Somaliland, it was accompanied by some dynamics of knowledge management -stories of live, systematization of successful experiences-, but those were isolated actions. They did not respond to a strategic line formulated from the Project.

It would have been very effective to have a communication strategy aimed at changing knowledge, attitudes and practices in the population, using different media -radio broadcasting and the creating of videos for enhancing public awareness and project visibility-. UNDP at a global level has guidelines to carry out Communication for Development C4D<sup>8</sup>, focused on social changes.

It is opportune to involve the different agents of the educational community and Ministry of Education. Internalize the expected changes within the educational curricula at all levels. It is a form of appropriation and the best way to produce sustainability. It is the alternative to the traditional training of the projects.

However, it is necessary to search for other methodologies that allow a more sustainable effort. CCE is limited to some reduced groups of population. When those kinds of strategies are implemented, it is necessary to expressly include strategies aimed at duplication of its effects in housekeeping, leave mechanisms installed for it, and make an accompaniment to its realization.

The advocacy strategies to produce changes must be comprehensive and involve all the sectors. Not only working with institutions, but also communities, CSO's, diaspora, Elders, religious leaders and

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<sup>8</sup> [http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/civic\\_engagement/c4d-effectivenessofun.html](http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/civic_engagement/c4d-effectivenessofun.html)

society in general. That was the success of the demand of 30% of women's participation in politics. The same approach must be applied in the other different issues.

### *Financial Sustainability*

It is necessary to look for the implication of national, regional and local institutions and authorities. Some sectors are crucial, as education is. A commitment must be shown from the government in terms of appropriation. If this do not occur, we'll be fighting alone and the results are lower.

Institutionalization permits a more integrated approach. The strategy of including specialized staff - focal points- in institutional units is a very adequate way to guarantee it. The difficulty is the low professional capacities of officials in governmental sectors and the low resources available to implement strategies and activities. But it is not always a question of resources. There is a big quantity of actions that do not need resources.

Another option is fundraising from cooperation agencies. That is the more common dynamic operated to mobilize new initiatives from different donors to continue the dynamics and tools created. In that sense, the best way to mobilize resources use to be demonstrating the capacity of the Project to produce changes. A good monitoring strategy and a robust reporting activity are the most efficient way to mobilize resources.

A knowledge management strategy allows to work in that sense and is very useful to put into relevance the achievements of the Project. It becomes also a tool for the resource mobilization.

There must be an understanding with donors to support those more strategic lines of action that are prepared to produce changes. It must be planned based on very focused actions, but within a long-term agenda.

### *Conclusions*

The Project did not consider a sustainability strategy. However, some activities in the programming and practices in the implementation conducted to that direction.

Training processes are adequate elements to generate permanent work dynamics, but those must be accompanied by a monitoring process to ensure the correct implementation of the new knowledges. A transfer of knowledge must be produced from UNDP to the partners and also to promote the transfer of capacities among them.

The mainstreaming and articulation is another element that favors sustainability. It must be done firstly inside UNDP and UN, to transfer that dynamic to the partners. This is more evident in Regional Offices, were the coordination is even more difficult. UN agencies must improve its relationship, but also the internal coordination in Ministries and among CSOs.

It must be avoided isolated actions related to humanitarian response. The small grants to women affected by drought is not a strategic activity, neither the scholarship to a reduced quantity of women.

A dynamic of collecting experiences that allow create models of intervention that can be replicated in other Regions in a scaling-up strategy of the effects, can be an important tool to generate cascade effects on achievements and contribute to sustainability.

The social sustainability allows that the society support the changes generated to avoid a set-back in the progress achieved. Some activities of the Project were oriented to that purpose, specifically the CCE methodology of work with communities in thematic of GBV and FGM, although it was a limited action due to the lack of resources.

The advocacy strategies towards the 30% of women in parliaments were a good example of action oriented to change knowledges, attitudes and practices, for generating social sustainability. Advocacy was accompanied of communicative elements, sensitization and training. Society was more prepared to those changes.

A resource mobilization strategy would have been interesting for a more fruitful effort. Those efforts must be accompanied by evidence generated to demonstrate the capacity to generate changes and reach results.

## General Conclusions

### RELEVANCE

- The Project was designed in a very complex context, with many external constraints: logistics, security, cultural rooted beliefs and practices, groups of power contrary to the aims of the Project, and emerging situations such as the political-administrative dismemberment of the territory. and climatic events such as the drought.
- There is a timely alignment of the proposal with the national framework and cooperation in the country. Also with the UNDP mandate and global programmatic orientations.
- The design of the Project is adequate in terms of coherence in its construction and logical framework instruments -activities, indicators, risks and assumptions/theory of change-. Nonetheless, a weakness is identified in proposing an area of intervention that is too large, programmatically and territorially, for the available resources.
- The project proposed the mobilization of a large amount of resources in a difficult context to obtain cooperation funds. Later, it became a problem of lack of resources.
- It is proposed to influence structural problems with a big dimension, which require specific and much larger and more comprehensive interventions, such as Outcome 2 -economic empowerment of women-, and Outcome 3 -GBV/FGM-.
- The main emphasis of the Project is on advocacy, which entails a very interesting strategic approach from the point of view of sustainability and programmatic-financial coherence.
- The design did not include interesting programmatic instruments that should have contained minimal strategic guidelines for intervention such as: communication, sustainability, resource mobilization, or knowledge management.

## EFFECTIVENESS

- There are remarkable achievements produced with the contribution of the Project, mainly in Outcomes 1 and 4. The lobby for the 30% of the representation of women in Federal and Regional Parliaments was a big success. At Federal level it is a reality with a 24% of women in Parliament. In the Regional level, strong commitments have been funded. The progress in the Policy and Legal reform has reached important milestones: GBV Policy, Gender Policy, FGM Policy, SOB, Constitutional review, CEDAW ratification.
- They are not achievements attributable exclusively to the Project, but to the action of all the actors involved. Project's success must be measured in terms of contribution.
- This success lies in a coordinated and comprehensive action of all social and political actors: donors, cooperation, the UN, Federal and Regional governments, CSOs, diaspora, and with the support of many sectors of men.
- Outcome 2 had a very low performance. It was unfunded and the scarce resources were allocated to non-strategic activities or without large-scale impact -small grants and scholarship-. Outcome 3 had a good performance in terms of results oriented -CCE methodology-, but its scope was conditioned by a limitation of available resources. Its value lies in having demonstrated the effectiveness of a work methodology.

## EFFICIENCY

- The Project is based on a functioning structure from a previous Phase, and uses the UNDP administrative structure and its management staff and programmatic gender specialists. This is a positive aspect that favors the internal articulation. At the same time, the structure becomes a difficulty because of its dimension. In a Project with limited resources for three years and three Offices, it is a heavy burden. On the other hand, UNDP is shown as an agile administrator, and all the difficulties in logistics were handled with solvency.
- A Project with limited resources and aimed to such complex objectives, necessarily required a strong dose of articulation and coordination to generate complementarities. These complementarities were necessary within the UNDP, within the UN in Somalia, with other donors and cooperation agents, with governments and their various bodies, and with CSOs and between them.
- This articulation occurred in the case of the most successful Project's line of action, the advocacy for 30% representation of women in Parliament. Lobby for the adaptation of the legal framework and policies, also was strong.
- The mainstreaming efforts within the UNDP Office have been remarkable. An attempt was made, to impulse the gender approach within the CPD structure, consisting in the transition from having a specific Outcome (3) to a thematic Portfolios system, which always constitutes a challenge of internal articulation.
- The interagency articulation is weak in its maximum mechanism of articulation in gender thematic, the GTG. However, there have been interesting and operational initiatives that have emerged in the practice, to address various thematic: elections and women participation task force; CBV-FGM task force; Constitutional review task force. They have proven to be very effective. The interagency coordination is an even greater challenge in

the Regional Offices. There are not UNCT at that level, and although there are specific thematic instances of coordination, the overall performance is low.

- There is weakness in the articulation with the implementing partners and among themselves. Collaboration agreements do not include necessarily a transfer of skills and close technical support, or this is weak. Governments have made efforts to promote an articulation between the ministries, which reached a modest success due to structural causes. NGOs are disjointed and their efforts are more isolated.

#### SUSTAINABILITY

- Sustainability is part of the strategic proposal of the Project. In its essence, it is a Project focused on advocacy to produce solid changes in decision-making bodies. Although the Project did not have a specific guideline for the sustainability approach, part of the lines of action developed had this orientation, mainly the advocacy to achieve 30% representation of women in Parliament, and the advocacy for the reform of the legal and policy framework.
- Not many actions were developed to strengthen capacities of partners. Capacity transfer through permanent accompaniment to the activities is a gap identified between UNDP and the partner that can be improved.
- Training actions towards the population, unless they are mass communication campaigns, usually lack a focus on sustainability. The Project lacked a communicative strategy aimed at changing attitudes and practices toward certain topics. In this sense, the work with the formal or informal educational instances are more sustainable than the training processes from the cooperation.
- An intervention aimed at producing profound social changes, since they touch on aspects related to tradition and even religion, is more than a mere isolated action of advocacy. To avoid setbacks, it is necessary to generate a current of social support that sustain those changes. There must be a population prepared for these changes. The work in communities through the CCE methodology was shown as an effective tool, focused on producing permanent changes in the theme of GBV / FGM. The few communities reached corroborate the evidence of notable changes produced within society.
- Financial sustainability is always a challenge. The best way to generate financial sustainability is through the institutionalization of favorable dynamics within the different instances of Government and in partner CSOs. The Project proposed an innovative solution by installing gender focal points in the different ministries and stimulating their functioning as a network. For different reasons it had a modest success, but it stimulated an awareness of the need for internal articulation.
- There was no a strategy for mobilizing resources, that would have expanded the scope of the effects. Knowledge management for the cascade duplication of the effects of the Project would also have been a useful tool that also helps demonstrate the capacity to produce changes and, therefore, mobilize resources.

## Lessons Learnt

- A focused and coordinated action between all the different social, institutional and international cooperation agents is an effective and efficient approach in a complex context, with many factors against it and with limited resources. It was demonstrated with the lobby for the 30% of seats for women in Parliament. A focused intervention, in the frame of a wider strategy, is a proper strategy to produce small changes inside a bigger agenda.
- In a context of difficulty in the mobilization of resources, planning must be done on the consideration of available funds. If new funds can be mobilized, they can be added later to the intervention to increase their reach.

## Good Practices

- The work of raising awareness in the communities through the methodological approach of Community Capacity Enhancement -CCE-, has been successful thanks to its ability to be in touch with the population. It is an effective way of approaching communities to bring about changes in knowledge, attitudes and practices regarding the theme of GBV and FGM. Through arousing reflection among the population, the communities addressed experiment immediate and obvious changes that transform their daily lives. This experience has the capacity to be easily replicable and can produce multiplier effects in its near context.

## Recommendations

### RELEVANCE

- The planning should be very focused and oriented to address those specific issues agreed upon as priority within a clear agenda in the longer term. A clear and wide consensus among all the agents involved on the priorities is fundamental, as well as a precise agenda of action within the national and UN strategic frameworks in Somalia. This clearness provides with common and precise goals and it is the beginning of the articulation and coordination.
- In the design of the Project, it is very useful to expressly include guidelines that define some strategic approaches regarding some programmatic approaches such as: communication, knowledge management, capacity building, sustainability, mobilization of resources, and cross-cutting approaches such as: human rights or governance. It helps for a common understanding about the essence of the programming and the elements that define the intervention.
- Given that interagency coordination and with partners is difficult, it will also be important to establish precisely the degree of articulation expected with and between the different agents -Project staff, UNDP-UN Managers, Government, CSOs- involved in the Project. In this way, the board committee must be the instance called to monitor its performance.

### EFFECTIVENESS

- It is appropriate to direct efforts towards those priorities, sectors and places that are most prepared to assimilate the changes and to adopt the expected capacity building dynamics.

- In agreement with donors, it is necessary to design long-term programming for structural problems and more small and immediate projects on agreed priorities among all social, political and cooperation actors. The priorities must be based on mature themes to be addressed, very focused, and under the commitment and coordination of all actors involved, for a true mainstreaming and joint action.
- Some thematic intervention recommendations identified from this evaluation are:
  - Once the effort has been made to get a representation of women in parliament, it would be opportune to work with them so that they know the roadmap of a specific agenda around women's rights.
  - It is necessary to strengthen the link between these women and their communities. Communities is the origin of the electoral system and were it is possible to contribute to produce more permanent social changes. Given that a space was created for the participation of women in political life, it is necessary to expand work in the communities so that women can continue demanding for political participation in their communities and local governments.
  - GBV is too broad a problem to be addressed from a small Project. It requires much more comprehensive interventions and within a long-term programming. The CCE methodology of working with communities proved to be very effective in generating permanent changes in the communities. Actions aimed at changing knowledge, attitudes and practices are very useful to prepare society for major changes. It is appropriate to continue with this methodology by expanding its geographical scope in small steps. Communication for Development -C4D- approach would be a useful tool for those approaches.
  - Specifically, in Somaliland the scenario seems more propitious for a more intense address towards the FGM eradication. At the social level and at the institutional level, there are signals that it is possible to produce a substantial change. A very strategic intervention in this Region can be timely if it is part of a consensus of all the sectors involved, including religious leaders and the council of Elders.
  - A dialogue should be opened from the upper UN management with the Ministries of Education to introduce some topics -gender equality, GBV/FGM, human (women's) rights- in the curricula of the different levels of formal education. Projects with isolated training actions are not sustainable and its impact is limited. The commitment of the governments must be reflected in agreements for the gender approach from the ministries of education.
  - The reform of the legal framework and policies has been promoted and has produced relevant progresses. These actions must continue, but it is important not to expand further the scope of action. There are many open fronts and efforts should be directed to a few prioritized instruments. The most opportune moment must be found for its approach to strike when there are favorable conditions to act more effectively. The actions of political work cannot be separated from actions of preparation of conditions at a grass-root level to assume the changes and generate sustainability for them.
- From a results-based management point of view, short term programming must be aimed at producing small changes. The theory of change must be a useful management tool in

practice to define activities and measure progress. In that sense, the reports should be oriented to show the production of changes. This will enrich the quality of the reports and the programmatic discussions of the board committee, and will favor the mobilization of resources.

- Capacity transfer activities should be oriented to constitute long formative processes, not mere single training. It must involve a permanent follow-up of the technical staff of the Project in accompaniment and monitoring of the implementation of the knowledge acquired.
- The strategies for human rights and governability approaches must be evidenced in the proposed activities. The human rights approach generates awareness of rights subjects among the population, and bearers of obligations among the officials of the different government instances. The governance approach allows to establish a dialogue between the community and the government to define planning and to involve the population in public life.
- The gender approach must do a bigger effort in working with men and include them in the planning for more comprehensive efforts. Production of data is a necessity, not only in sex disaggregated data, but also in specific studies that contribute to define policies and action plans.
- The interventions must maintain a link with the community. People should be reached as much as possible. Working with decision makers to advance certain issues must be accompanied by the corresponding work in the communities. Work in political participation must be reflected in local communities and governments for a more solid sustainability of the progresses. In addition, women parliamentarians must maintain a link with the communities and represent the interests of the women's agenda.

#### EFFICIENCY

- The Project's main intervention strategy is advocacy. Having a large Project staff structure, means that part of the resources is allocated to this function. Therefore, the performance of this task must be greater. The work content of the gender staff members -at all levels- and Project staff should be defined more precisely, so that it includes mainstreaming tasks within the UNDP, within UN, with the government partners and between its different instances, and with the partners of civil society and between them.
- The Project has demonstrated that the articulation of all social, political and cooperation agents towards the same purpose is an efficient strategy. This type of strategy should be oriented, as far as possible, towards objectives that are ripe to be addressed at a certain time and place. The articulation and coordination with all actors is essential when we count with limited resources. In this way, UNDP positions its role and added value as interlocutor with governments and key actor in the different national processes.
- Regional Offices must make a greater effort for articulation in gender issues. Inside UNDP, it should be easier, because normally the staff articulates several initiatives. At the inter-agency level, it is necessary that there be an interagency coordination instance in which integral approaches to problems that require comprehensive responses are discussed.
- Acting under this logic, these dynamics can be transferred to the different government instances involved, so that they can develop integrated responses as Government. The



Heads of Regional Units are responsible for their impulse, but also the Project Officers must perform the operational part by spending more time with the partners and transferring capacities and installing work dynamics in partners.

- In the same way, greater involvement with civil society partners should be achieved. CSOs should be accompanied by the gender staff for an effective skills transfer, but also, an articulated work dynamic should be encouraged among them. For this purpose, it is opportune select the CSOs that will accompany each intervention according to their expertise and geographic coverage. Afterwards, dynamics of articulation and complementarity between them must be aroused, including the formation between each other.

#### SUSTAINABILITY

- It is necessary to pay attention to the social sustainability of the advances promoted. In addition to working at a decision-making level, it is necessary to work with society to create conditions to accept the changes. The society must be prepared in advance for these expected changes. Communication for Development C4D strategies can be used. It is about using communication as a programmatic tool oriented to generate social and political support for the changes promoted. UNDP has issued Guidelines for this methodologic approach at a global level.
- Systematize experiences into a strategy of knowledge sharing, use to be a very useful strategy for identify what good practices are interesting and innovative and can be turned into knowledge products at country level, and how they complement each other.
- Systematizing experiences serves to multiply successful ones, but also to mobilize resources through demonstrating the capacity to produce changes. Communication actions with donors and with other cooperation agencies facilitates the visibility of achievements, inter-agency coordination, and resource mobilization.

## Annexes

1. EVALUATION TERMS OF REFERENCE
2. LIST OF STAKEHOLDERS INTERVIEWED
3. INCEPTION EVALUATION REPORT
4. EVALUATION MATRIX
5. RESULTS MATRIX
6. INDICATORS MATRIX
7. RISKS MATRIX
8. ADR REVIEW FINDINGS
9. CHALLENGES OF INTERNAL ARTICULATION OF THE GENDER APPROACH WITHIN THE COUNTRY PROGRAM UNDP 2018-2020.
10. NATIONAL GENDER STRATEGY REVIEW