



EXECUTIVE SUMMARY EVALUATION REPORT

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

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The GEWE Project must be understood as something more than a Project. It is part of a process, of a longer-term programming that arises from the agreements of Somali New Deal Compact 2014-2016, and that has been extended afterwards in successive instruments such as the National Development Plan 2017-2019, to which UNDP aligns its current CPD 2018-2020.

Being a Project with limited resources, it is a contribution to a consensual country vision among all national agents. Their achievements, therefore, should be measured in terms of changes produced within a larger logic of intervention.

The evaluation has been developed according to a plan. It was based on the consensus of a methodology and the analysis criteria. In a 40-day mission, 34 stakeholders -UN, UNDP, Governments, CSOs- were interviewed in three Regions -Mogadishu, Garowe and Hargeisa-.

The information collected has been ordered and analyzed in an evaluation document on the four main standard evaluation criteria: relevance, effectiveness, efficiency and sustainability. The following is a summary of the evaluation's main findings, organized by: conclusions, lessons learned, good practices and recommendations.

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.

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 and effects will be assessed in the medium term. The progress in the Policy and Legal reform has reached important milestones: GBV Policy, Gender Policy, FGM Policy, SOB, Constitutional review, CEDAW ratification.

- Those 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 among 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, 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; SOB 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.
- 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

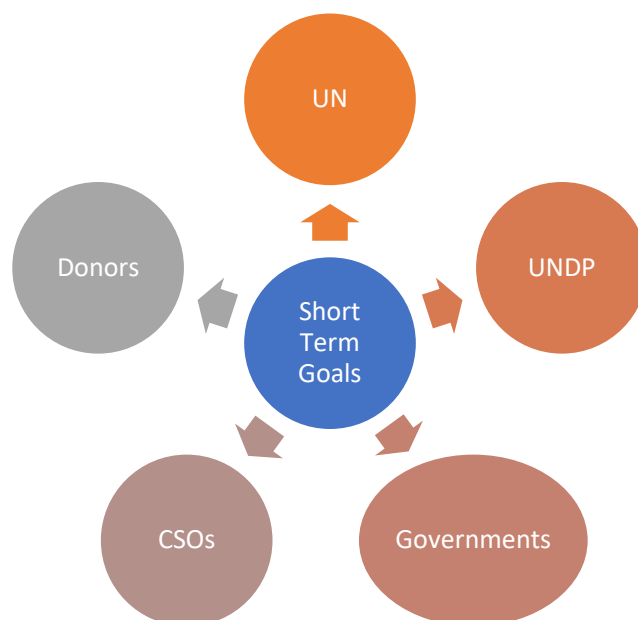
RELEVANCE

- 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: gender, 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. National programming and policies are the framework for the long-term women's agenda.

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- 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 -MPs- 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. Being a multi-dimensional issue, 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 to be adopted 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.

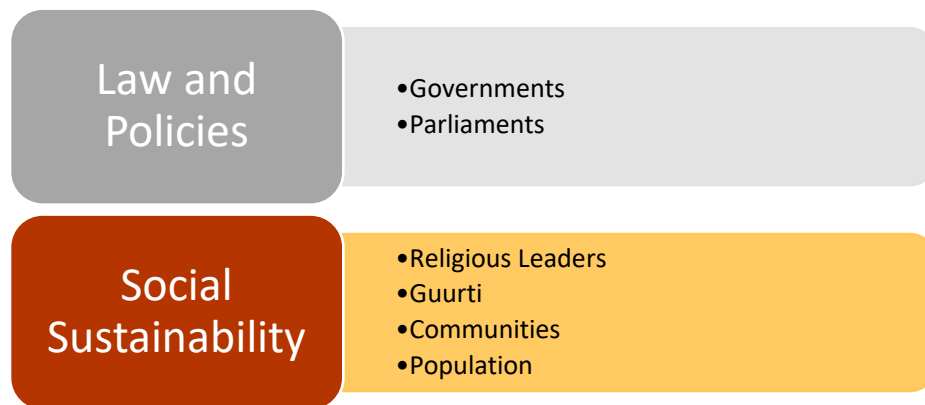
EFFICIENCY

- 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 the 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 among 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 the impulse of that governmental articulation, 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 training processes between them.

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.