



EVALUATION REPORT

FINAL EVALUATION:

Strengthening women's role and participation in
peacebuilding - Towards just, fair and inclusive Somalia -
PBF UN SOMALIA

The Evaluation Report contains the complete assessment analysis
under the 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 through Community Conversation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
GBV-FGM	Gender Based Violence-Female Genital Mutilation
GEWE	Gender Equality and Women Empowerment
GTG	Gender Thematic Group
MOLSA	Ministry of Labor and Social Affairs
MoWDAFA	Ministry of Women Development & Family Affairs
MoWHR	Ministry of Women and Human Rights
PBF	Peace Building Fund
PSGs	Peacebuilding and Statebuilding Goals
SL, PL & FL	Somaliland, Puntland & Federal Level
SOB	Sexual Offence Bill
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Program
SWALI	Somali Women Leadership Initiative
RUNOs	Recipient United Nations Organization
NCF	Somali National Consultative Forum
HLPF	High Level Partnership Forum
NGP	National Gender Plan
MPTF	Multi Partner Trust Fund
ESARO	Eastern and Southern Africa Regional Office

Introduction

The different efforts made to progress in improving the women's rights in Somalia in terms of personal security, economic empowerment, participating in decisions making and the policy and legislative framework, have faced constantly with the opposition of strong forces. Traditional attitudes and beliefs, the clans based structure of the society, the war as a way of live, and a structural poverty.

The successive programs developed by United Nations have meant a succession of small steps towards a more egalitarian and equitable society, with a greater recognition of the role of women. The latest UNDP programs joined efforts of greater programmatic scope within the framework of national agreements and strategic action documents aimed at peacebuilding and state-building.

Commitments made by the Federal Government of Somalia in the framework of the Somali New Deal Compact, involve strengthening national gender machineries and providing support to Somali women civil society leaders to advocate for integration of gender concerns and representation of women in the emerging political, peacebuilding and state building processes.

PBSO monitors the inclusion of gender equality and women's empowerment all PBF projects, in line with SC Resolutions 1325, 1888, 1889, 1960 and 2122, and as mandated by the Secretary-General in his Seven-Point Action Plan on Gender Responsive Peacebuilding.

PBF Project proposes three Outcomes: Enhanced participation of women in political and public policy making processes to sustain and consolidate peace; Enhanced capacity of MoWHRD and women CSOs, in particular their leadership role, policy making ability, advocacy and negotiation skills to inform and influence the Peacebuilding and Statebuilding Goals (PSG); and The Somalia New Deal Compact commitments to advance gender equality and women's empowerment realized.

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 global 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 two field visits in two Regions of Somalia Federal territory. Two places were selected: 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 Project 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. His 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 each of the UNDP GEWE project and UN joint PBF project achieved their stated outputs*
- *Determine whether each of the projects contributed to achieving their stated programme outcomes*
- *Highlight any processes and partnerships that contributed to achievement of both project outputs*
- *Document lessons learned, success stories and good practices to capitalize on the experiences gained on both projects*
- *Provide forward-looking recommendations on how to build on the achievements of both projects and to ensure that they are sustained by the 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 a results-based management approach, as part of the commitments of the Paris/Accra Agenda for improving development aid, are also taken into account in the evaluation process as other criteria.

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

In addition, the evaluator will try to elucidate the progress that the project had in the implementation of some intervention strategies inherent to its development that are 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

Somali women are traditionally excluded from decision making. This dynamic is strengthened in times of drought and displacement -2016-2017- on women and children.

The 2012 Provisional Constitution of the Federal Republic of Somalia, prohibit 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 Puntland. The 30 per cent allotment was enshrined within 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 have been slow in the three Regions -PL, SL and FL-. Sexual Offences Bills have been also impulse. Within the New Deal Compact, 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 PSGs 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.

The Vision 2016 and the Somali New Deal Compact provide the overarching framework for the peace- and state building efforts in Somalia. Initiatives are organized around the five Peace and State-building Goals (PSGs)¹ of the Compact. The interventions of the Federal Government of Somalia (FGS) and its partners including the UN are aligned with the PSGs. This project is developed within the framework of PSG, Inclusive Politics, which is considered to be a remedy to conflict prevention and attainment of peace. Women's enhanced participation in political processes is preserved in the Compact and strategic priorities and initiatives and interventions under PSG 1 are crucial to attain that.

An 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 were relocating affecting normal operations of UNDP, leading to challenges in coordination of staff activities and program implementation. Other attacks on hotels and government institutions continued to occur during the Project's implementation.

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

¹ The Somali Compact entails five Peacebuilding and State-building Goals (PSGs) namely: Inclusive Politics (PSG1), Security (PSG2), Justice (PSG3), Economic foundations (PSG4) and Revenues and Services (PSG5).

Relevance

The Relevance chapter analyzes the design of the intervention. In the following chapters, the strategies of intervention and management mechanisms will be assessed in terms of effectiveness, efficiency and sustainability.

Strategic Framework

The Project is aligned to a common strategic national framework for development, reflected in different main instruments:

- ADR findings: This project is designed drawing inspiration from the ADR findings, with specific focus on Outcome 4
- 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 includes representatives from the UN and donors, to ensure effective coordination of gender efforts across sectors.
- UN Integrated Strategic Framework (ISF)
- Provisional Federal Constitution and placed within the framework of CEDAW and the UN SCRs 1325, 1888, 1889 and 1820
- UNDP CDP Somalia 2011 – 2015. Specifically, Outcome 4: *Somali Women and Men Attain Greater Gender Equality and are Empowered.*
- 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)

Proposal of Intervention

The proposal contains a large and detailed exposition of the context, which helps to contextualize the intervention. Problems and determinants are exposed and are the elements for the construction of a theory of change.

The Project interventions include the following:

1. *Support the MoWHRD to establish coordination mechanisms among key line and oversight ministries involved in various processes, CSOs, women's groups, and influential women leaders at the national and regional levels.*
2. *Strengthen existing networks and women's collectives such as the SWLI, to effectively play their catalytic role and serve as solidarity model for greater cooperation and movement at national and local levels.*
3. *Strengthen the capacity of women leaders and groups and particularly young women in leadership, negotiation, advocacy conflict resolution, policy dialogues and analysis, gender analysis.*
4. *Create opportunities for exchange and networking of women leaders and peace-builders across national and regional level in Somalia, building the capacity of women organizations and leaders to establish cohesion among the different groups, networks and platforms.*
5. *Develop tools, briefing papers, research and public information campaigns to promote women's political participation and inform gender responsive policy dialogues in PSGs.*
6. *Develop and implement an advocacy plan to reach out to Federal and Regional government structures spearheading state-formation, political and development processes.*
7. *Reach out to community elders to engage them in advocacy campaign for women's greater recognition, role, representation and participation.*

The Project had a wide range of action in relation to the quantity of resources available, the geographic scope and the time for execution. This appreciation must be nuanced by the fact that the main strategy of intervention is the advocacy, together with training. Advocacy is not an expensive strategy of intervention, it only demands a team of specialist that develop that advocacy, as the Project did.

The main implementing partners proposed for the intervention are:

- *Government: Ministry of Women and Human Rights Development (MoWRHD - Federal), Ministry of Interior and Federal Ministry of Women Development and Family Affairs (MoWDAFA - Puntland)*
- *CSOs: Somali Women Leadership Initiative (SWLI), and others to be determined through competitive bidding.*
- *Research institution: Heritage Institute for Policy Studies*

The Project interventions were also expected to target advocacy at key public bodies and structures for state-building and peacebuilding, including:

- ✓ *Office of the Prime Minister (Stabilization Unit, Policy Unit), Aid Coordination Unit (MoF), Policy Unit, the Technical Committee on State Formation, Parliament, relevant line and oversight ministries, PSG Working Groups, Independent Constitutional Review Committee.*
- ✓ *Electoral commission and other elections governance/administrative bodies that are in process of being formed, for ensuring balanced representation of women in membership and integration of gender issues into their functions.*
- ✓ *Elders and religious institutions as informal actors that limit women's access, participation and life choices, as a specific target group for negotiations with the aim of building visible support to increase women's participation in state-building and peacebuilding processes.*
- ✓ *Development partners and the donor community in Somalia, for their proactive role in advocating and reinforcing accountability for women's participation and contribution.*

The geographical coverage of the Project is precisely defined. It is proposed to be implemented at national and regional levels, in Mogadishu (Federal), Puntland, Baidoa, Kismayo and Geddo. At the same time, it is proposed to address also *newly emerging states and recovered areas*, which is an imprecise statement.

This coverage responds to those being part of negotiations and those that *can be modeled and replicated in other locations/regions with similar features*. The engagement in Mogadishu was expected to have a greater impact across the Federal territory, being Mogadishu the center of power. Anyhow, it is a wide range of intervention for a limited budget and time for implementation -1 million dollars to all those regions and 18 months-.

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.

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

The main thesis of intervention

To achieve the set goals and objectives, the project is guided by the following proposes and logic:

Representation and participation: *If support is provided to strengthen women's representation and participation in public policy making fora, then women will have greater access to decision making processes and as a result will be able to influence the PSG processes and policy decisions. If further support is provided to enhance their capacity and strengthen their role, then they will gain access and ability to negotiate for political and economic justice which will bring about changes in gender-power relations. If project interventions are specifically tailored to support women's collectives and enable them to influence various political and peace building processes at various levels then that will enable them to influence various on-going processes, including PSGs and in effect women's agency and voice will be strengthened. If support is directed to networks of women leaders and gender advocates with specific aim to carry out policy advocacy then that is likely to result in a policy shift, making all new policies and legislations more gender responsive. If assistance provided to enhance women's capacity and leadership role then that is likely to make them more confident to*

take part in elections as candidates which may eventually enhance women's representations in various public offices at different levels and their role as candidates and voters during the electoral process.

Action	Effect
support is provided to strengthen women's representation and participation in public policy making fora	women will have greater access to decision making processes and as a result will be able to influence the PSG processes and policy decisions
enhance their capacity and strengthen their role	access and ability to negotiate for political and economic justice, changes in gender-power relations
support women's collectives and enable them to influence various political and peace building processes	<i>influence various on-going processes, including PSGs and in effect women's agency and voice will be strengthened</i>
<i>support is directed to networks of women leaders and gender advocates with specific aim to carry out policy advocacy</i>	<i>a policy shift, making all new policies and legislations more gender responsive</i>
<i>assistance provided to enhance women's capacity and leadership role</i>	<i>more confident to take part in elections as candidates which may eventually enhance women's representations in various public offices</i>

The proposed changes are very high and cannot be achieved in a short period of time, nor with such a small Project. They should be defined in terms of a more precise contribution, defining stakeholders.

Policy making: *With project support if women can take part in national and regional decision making processes then that will give them new experience, eventually generate new body of knowledge and give women stronger voice to influence and (re)shape societal thinking and belief of potential, role and abilities of women; in other words the project is likely to challenge gender stereotype and reshaping societal values and belief of women's ability and role, including that in political processes, governance, in peace-building, service delivery and economic recovery. This will further contribute to a change in the political culture prompting processes which are more democratic and where there is room for the voices of otherwise marginalized groups. This will also promote an enabling environment to improve policies, and hence produce more equitable service delivery and economic empowerment.*

Action	Effect
<i>women can take part in national and regional decision-making processes</i>	<i>new experience, eventually generate new body of knowledge and give women stronger voice to influence</i>
<i>to challenge gender stereotype and reshaping societal values and belief of women's ability and role</i>	<i>change in the political culture prompting processes</i>
	<i>enabling environment to improve policies</i>

A process of changing social values and beliefs must be a longer-term process. This requires precisely defining the specific contribution from the Project.

Coordination & mobilization: *If project facilitates women's groups, networks to come together and strengthen their alliance that will help them build their own constituency and support-base, increasing their membership and enhance their capacity to lobby, widen their outreach, which will eventually enable them to negotiate, influence and impact processes of Federalism. In other words, it will make both quantitative and qualitative changes. If project supports women to build alliance and partnership with community elders that will strengthen their ability to negotiate with clan leaders and break the traditional barriers for women's participation in politics and positions of authority.*

Action	Effect
women's groups, networks to come together and strengthen their alliance	build their own constituency and support-base, increasing their membership and enhance their capacity to lobby
alliance and partnership with community elders	ability to negotiate with clan leaders and break the traditional barriers for women's participation

This is the most important strategic approach of the Project. In such a small Project with such long expected effects, coordination is an essential premise. Similarly, it is to articulate with all the social sectors for an integral intervention.

Advocacy: *If project interventions help influence policy shift that will be catalytic to change political culture which will continue to support women's groups, networks and MoWHRD and benefit women and girls beyond the project life time. The achievements in line with the Compact gender commitments which will be processed through the project interventions will continue to serve as guidance, norms and frameworks effecting change in gender-power relations beyond the project life time and in the longer-term as well.*

Action	Effect
influence policy shift	change political culture
achievements in line with the Compact gender commitments	will continue to serve as guidance, norms and frameworks effecting change in gender-power relations

Advocacy is the main intervention strategy, along with training. However, the commitments of the Somali New Deal Compact are very broad and the project should be very precise in its contribution.

Capacity strengthening: *If afforded support for capacity building of national gender machineries and women's organizations that will transform their ability to dialogue, lobby, advocate and influence the culture of politics making it more inclusive eventually that will create more space for women and give them greater recognition.*

Action	Effect
capacity building of national gender machineries and women's organizations	transform their ability to dialogue, lobby, advocate and influence the culture of politics
	more space for women and give them greater recognition

The strengthening of capacities allows to transfer sustainability in the form of installation of new work dynamics. But the project had to be more precise in the definition of the capacities that it tries to install and the precise object of the same ones.

Access to public sphere: *Furthermore, with the project support if women can enhance their access to public sphere that will help them gain more visibility and voice, enabling them to influence policy agenda, legislations, policies and strategies that will drive state-formation and peacebuilding processes. If project can create environment that is enabling for women to influence electoral process then their participation in elections as candidates and voters as well as appointees in emerging state structures will increase.*

Action	Effect
<i>women can enhance their access to public sphere</i>	<i>more visibility and voice, enabling them to influence policy agenda, legislations and strategies that will drive state-formation and peacebuilding processes</i>
<i>create environment that is enabling for women to influence electoral process</i>	<i>participation in elections as candidates and voters as well as appointees in emerging state structures will increase</i>

Access to the public sphere is an expected effect of the Project, rather than an intervention strategy. From the Project, it is necessary to define the concrete area of contribution.

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

Outcome 1. *Enhanced role and participation of women in influencing political and public policy making processes to promote, sustain and consolidate peace. A new generation of women leaders, who are actively promoting peace, advocating for inclusive and gender responsive policies and political culture, will emerge as a result of the project interventions furthering women's greater role and participation in all decision and policy making processes and emerging state institutions relevant to peace-building and peace consolidation in Somalia.*

Action	Effect
<i>furthering women's greater role and participation in all decision and policy making processes and emerging state institutions relevant to peace-building and peace consolidation</i>	<i>Enhanced role and participation of women in influencing political and public policy making processes to promote, sustain and consolidate peace</i>
	<i>new generation of women leaders will emerge</i>

The proposal is valid in its content, but it is not precise in its contribution from a small Project to an effect of great dimension.

Outcome 2. *Enhanced capacity of MoWHRD and women CSOs, in particular their leadership role, policy making ability, advocacy and negotiation skills so as to inform and influence the PSG processes; in effect, a shift in the culture of exclusionary political and public decision-making processes is expected to start taking roots in the peace-building and stabilization processes in Somalia.*

Action	Effect
<i>Enhanced capacity of MoWHRD</i>	
<i>Enhanced capacity of women CSOs</i>	
<i>leadership role, policy making ability, advocacy and negotiation skills so as to inform and influence the PSG processes</i>	<i>shift in the culture of exclusionary political and public decision-making processes</i>

It is a more precise statement in terms of contribution, since it determines the concrete institution and the CSO sector which is intended to be strengthened and the precise capacities that are expected to be installed.

Outcome 3. *The Somalia New Deal Compact commitments to advance gender equality and women's empowerment realized. The project will generate a significant push to advance the role of Somali women as peace-builders and be catalytic in empowering them in claiming their due space in public offices/sphere through various afore mentioned processes.*

Action	Effect
<i>push to advance the role of Somali women as peace-builders</i>	<i>Somalia New Deal Compact commitments to advance gender equality and women's empowerment realized</i>
<i>empowering them in claiming their due space in public offices/sphere</i>	

The proposal focuses on advancing the Somalia New Deal Compact agreements regarding gender equality and women's empowerment, but it is a very broad area of action. In addition, the proposed lines of work are imprecise for such a small project. The contribution should have been more defined.

A Joint Initiative

UNDP is named as executing entity and Project administrator. Being a Joint Initiative, there are other two UN implementing agencies: UNSOM and UN Women.

For many years now, the UN System has been moving towards a logic of *One UN, Delivering As One* programming. Joint Programs have been the methodological instrument to materialize that spirit of joint intervention. Agencies participate in the *joint initiatives*, contributing their expertise and offering programmatic coordination with each other and the UNDP.

It is intended that each participating Agency contribute its expertise towards a common Initiative. The Agencies are selected to participate based on the speciality of their mandates and implication in Gender Equality and Women Empowerment issues. The PBF Project proposed a division of roles and resources for the three Agencies involved in its design. An analysis of its performance will be offered in the chapter of Efficiency.

A common problem in the design of the Joint Programs is the division of programmatic areas and financial resources. This is so that there is some autonomy in the action by each Agency, but it tends to be understood as a separation of the programmatic action, decreasing efficiency.

In a Project with limited resources, coordination and mainstreaming, more than a strategy becomes an obligation. 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 RUNOs, but also with the other stakeholders and different agents involved.

In the Chapter referred to Efficiency, the performance of these instances in mainstreaming the intervention for getting results, will be analyzed.

Strategic Management Tools

The Project document does not foresee management tools, which are very useful to define work guidelines in aspects such as: monitoring and evaluation, communication, knowledge management or sustainability.

However, in practice, the Project is nourished by the work in these aspects developed by the participating Agencies. UNDP, as administrator, developed some lines of work in its GEWE Project, being the programmatic and operative framework within which the PBF Project is developed.

The PBF Project document established a monitoring and evaluation framework. It proposes some different tools: monthly update, monitoring visits, bi-annual reviews, data collection, and evaluation mechanisms. The bi-annual did not make sense in an 18-month Project.

A national Monitoring specialist (UNV) should be responsible for assisting the MoWHRD in the overall coordination of the Project and that of the PMC. This staff was not hired.

All those instruments are shown as a complex set of monitoring tools to be developed in a quarterly basis. In the practice, it seems difficult to comply. Some of the tools proposed are repetitive or have similar function.

In addition to all these mechanisms, the RUNOs also were expected to implement a quality assurance and monitoring set of mechanisms. In the chapter referred to Efficiency, the performance of that monitoring system will be analyzed.

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 advocacy for conditions to the realization of women's rights, with limited resources and for three Regions, sustainability was also another important tool not considered in the Project's design.

Logical Framework

Indicators are a difficult matter in a 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 -the most of them-, and some other more activity oriented. The indicators defined are adequate to

international quality standards² and they included a baseline and a target. But the indicators had the problem of being a very large number -22 indicator- for a small Project, including Outcome and Output indicators. In addition, the indicators had the logic of design, in the sense that they were very ambitious for the resources and time available. This later affected its performance.

Another element in a UN standard Logframe³ is the Assumptions and Risks column. For the PBF Project, the risks and assumptions were defined properly. It responds to a standard Logframe.

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

The annual plans were part of the Programming of the GEWE component of UNDP. 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 to a common delivery among all the actors involved.

Other important approaches, such as human rights approach and governance approach, were not considered in the design. Those are important for a Project dealing with women's rights and women's empowerment. It doesn't mean that they were not considered in the Project's implementation, but a specific positioning at design level would offer cross-cutting thinking and being included in the activities and budget proposed. 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 Project.

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

Conclusions

The Project is characterized by having a good construction. 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. The proposal contains a detailed exposition of the context, problems and determinants, exposed in a theory of change. It would have been opportune to count with different

² UN recognized methodology. SMART criteria: Specific, Measurable, Attainable, Relevant, and Time-bound.

³ <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>

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.

The Project presented a proposal of intervention with many 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 Projects' 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 reflection about the changes and remaining effects produced.

Outcome 1: Enhanced participation of women in political and public policy making processes to sustain and consolidate peace.

Output 1.1: Capacity of Gender advocates to promote women's participation in peacebuilding and state building processes is enhanced

Training developed equipped women with increased knowledge and skills in advocacy and leadership, resulting in their improved engagement in National Consultative Forum and subsequent consultations and processes relevant to the 2016 electoral process.

Activities were useful in enhancing confidence and capacity of women rights and gender advocates, and the engagement of participants in various processes, including the on-going state formation process, the National Consultative Forum and associated public consultations.

Forums allowed to community members made commitment to support women's full participation in the forthcoming elections, women's engagement in existing and new political parties, women's capacity building in coalition building and networking to ensure women's voices are heard.

Output 1.2: Key policy making institutions adopt policies, legal and administrative frameworks to enable women's participation in political and peacebuilding processes

Women civil society organization's leaders and activists were equipped with information and strategies to carry out advocacy to address and incorporate gender and women's rights issues in the review of the federal provisional constitution and ensure active engagement of women.

Output 1.3: Representation of women as candidates for political offices as well as appointees to key government bodies to peacebuilding and decision-making is increased

MoWHRD convened a national conference involving regional women affairs ministries and civil society leaders -500 community members- and members of parliaments and prepared a Declaration of Women, which they presented at the closing plenary of the NCF in December 2016 and demanded a minimum 30% seats for women in the both houses of parliament.

The process provided women with greater access to authority and voice as well enhanced and improved their confidence and capability. The decisions of the NCF and the National Leadership Forum were hugely influenced by the advocacy and lobby carried out by the women which reflected in the stipulations of the respective communiqués.

Outcome 2: Enhanced capacity of MoWHRD, regional gender machineries and women-led/gender-focused CSOs, in particular their coordination role and for evidence-based policy-making and advocacy to inform inclusive state building and peacebuilding processes

Output 2.1: MoWHRD effectively coordinates with regional gender machineries and CSOs on advocacy for gender-responsive policy development.

MoWHRD has been leading consultations and conferences, creating an approach to advocacy and campaign for women's rights and representation.

Output 2.2: CSO capacities built to promote community engagement in peacebuilding and state formation processes.

The trained CSOs have been organizing local community engagement sessions of women's political participation and representation on the ongoing peacebuilding and state formation processes in Mogadishu, Baido and Addado. Of the trainees, 90% reported an increase of their knowledge of CCE methodology and its application to facilitate and promote women's political participation process.

Output 2.3: National policies, legislation and strategies to advance women's participation in politics, state building and peacebuilding processes are informed by timely, relevant and consistent data and analysis

The dissemination forum was aimed to share the research findings with government and civil society representatives to provide them with specific information, pursue them to engage in appropriate programming and policy action that would promote the participation of Somali women in leadership and decision-making at various levels and in processes. The Somali Sexual Offense Bill was redrafted

capturing all forms of sexual violence. Lobbying for the revision of the Puntland National Health Policy to account for the de-medicalization of FGM.

Outcome 3: Somalia New Deal Compact commitments to advance gender equality and women's empowerment realized.

Output 3.1: Representation and contribution of MoWHRD, regional gender machineries and women-led/gender-focused CSOs to the Somali Compact implementation structures is increased and clear Gender results integrated into the PSGs

The representation of the Minister MoWHRD in the HLPF has become part of the engagement of key national leaders. In her deliberation, the Minister highlights key achievements vis-à-vis the Compact deliverables on gender.

The Minister also has a seat at the SDRF, which monitors the progress of the Compact deliverables and approves new initiatives/projects to realize the peacebuilding and state-building goals. The Minister was among the five-member ministerial Task Force set-up by the then Prime Minister to lead the process for an agreed upon electoral model for the 2016 electoral process, which was a Compact milestone.

Instead of a gender strategy specifically addressing gender issues relevant to the Compact, the MoWHRD aimed to address key compact gender deliverables within a wider framework. MoWHRD launched the National Gender Policy formulation process in September 2015. The process was concluded through a consultative process, which included stakeholders from across the country—federal and state-level, in May 2016. The NGP was finalized and endorsed by the cabinet in May 2016.

Output 3.2: PSG priorities for the elections, constitutional review and state formation integrate and respond to specific concerns for women and girls

Therefore, until the process is completed and the review/new constitutional is endorsed, no concrete assertion can be made on the inclusion of gender provisions, including women's quota in the constitution. The process has been stalled due to heavy engagement of the federal leaders and concerned entities in the preparation of the 2016 electoral process.

The training equipped the participants with greater understanding of gender equality issues in media reporting and strengthened their ability to investigate and develop stories that are responsive to gender and women's issues.

PBF's Main Objective: The project is expected to impact upon political culture, newly-created Federal and national institutions and processes, making them more inclusive and responsive, enabling women to influence political processes and decision making and strengthen their voice and expand their space in public and political area.

Project achievements should be valued in the form of a contribution to long and complex processes. It is not so much the Project, but its ability to articulate with other initiatives to produce the desired effects. In that sense, the Project contributed to a more inclusive political culture regarding women,

strengthening their voice and presence in more areas of State administration. The project enabled civil society women leaders and peace activists enhanced engagement in peace processes, women-peace missions to Galkayo is an example to that effect.

Outcome 1: Enhanced role and participation of women in political and public policy-making processes to sustain and consolidate peace.

The Project supported the formulation of the National Gender Policy (NGP), successfully advocated for the inclusion of women's quota in the newly adopted electoral model.

The engagement of participants in various processes, including: the state formation process; the National Consultative Forum and associated public consultations held for the determination of the 2016 electoral model; and the campaign to secure 30% reserved seats for women in the ended 2016 electoral process, that resulted in a significant increase of 10% women's representation in the Federal parliament from 14% in 2012 to 24% in 2016.

Women leaders Peace Missions intervened and mediated during active violence and fighting broke out on the border of Puntland and Galmudug regions. The women peace missions engaged with power brokers, the fighting factions and ceasefire committee involved to persuade them to agree on a peaceful resolution of the crisis. It meant a real implementation of the skills acquired by women in Peacebuilding.

Outcome 2: Enhanced capacity of MoWHRD, regional gender machineries and women-led/gender-focused CSOs, in particular their coordination role and for evidence-based policy-making and advocacy to inform inclusive state building and peacebuilding processes

The project contributed to enhanced women's participation and improved leadership capacity of women political aspirants and facilitated the community engagement in support of women's political participation through the Community Consultations Sessions (CCE).

Workshops on Federalism and Peacebuilding and Conflict Management undertaken by the Joint Programme on Support to Emerging Federal States had high levels of women's participation -26 women from the South-West State Ministry of Women's Affairs and CSOs were trained on conflict resolution-. Local authorities were also sensitized to the importance of women and youth participation in peace and development efforts.

MoWHRD convened a number of national activities and campaigns involving women leaders, the Committee of Goodwill Ambassadors, CSOs, state women affairs ministries. Those activities contributed to establish a collective position of women on issues of political representation and leadership role. However, the leadership of the Ministry and the articulation with CSO continue to be weak. The activities required a greater focus on peacebuilding and state-building.

Outcome 3: Somalia New Deal Compact commitments to advance gender equality and women's empowerment realized.

The project supported the baseline survey on women's participation in politics and state formation process. Analytical work began on women's representation in the police and legal aid needs of

women in conflict with the law. A Women's Access to Justice Action Plan for Puntland was developed which will be aligned to the federal Women's Access to Justice Policy. Significant strides were made in the development of FGM Bills in all states.

MoWHRD achieved significant results in coordination and monitoring of the gender deliveries in the Somali New Deal Compact. Through advocacy, representation of the Minister MoWHRD in the HLPF has since become part of the engagement of key national leaders. The Minister also has a seat at the SDRF, which monitors the progress of the Compact deliverables and approves new initiatives/projects to realize the peacebuilding and state-building goals. On the other hand, a major milestone was reached when the Federal cabinet endorsed an advance draft of the National Gender Policy (NGP). The Policy provides an overarching framework for gender equality and women's empowerment endeavours in Somalia.

UNSOM leads the reports of commitments to the Compact. The chairperson of the Commission for following those commitments is a woman. UNSOM is a privileged interlocutor at this political level, but the Government has not offered sufficient political will.

Indicators

Indicators were reported in the two Progress Reports issued (Mid and Final Reports). However, there is no evidence of a specific discussion regarding the performance of the indicators and taking decisions to correct some programmatic tendencies.

The analysis of indicators had the difficulty of disperse information. It was necessary to review 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. They collect and agree on information in meetings of National Clusters with the Government. It is not a precise and conscientious systematic way of gathering information for reporting. Obtaining the information from the partners to feed the reports has been a difficulty.

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

- *Number of newly adopted policies and laws with gender equality and WPS provisions enshrined in them.*
- *Number of advocacy initiatives led by MoWHRD in coordination with regional gender machineries and CSOs on enhancing women's representation in peacebuilding processes.*
- *Increase in representation of MoWHRD, regional gender machineries and women's groups in the Compact implementation/coordination structures.*
- *Number of Compact related meetings and events in which MoWHRD, regional gender machineries and women-led/gender-focused CSOs participation*

In general terms, the indicators report a good performance, reaching the goal or surpassing it. There are some interesting indicators that report vague values -partially-. This indicates the difficulty of obtaining data or that there was no specific activity developed in this regard. For example:

- *% of women candidates on party lists from major political parties in federal election.*
- *% of women in various commissions, bodies and structures in federal states.*
- *% of campaign financing that goes to women established in Party Law*

In Annex 6, an analysis of its performance is offered.

Cross-cutting Approaches

Human Rights approach

Under a human rights approach, it is expected that all actions developed have been informed by an awareness of being acting in the framework of internationally recognized rights and duties. That's why exist two interlocutors: on the 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 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 a once-off action aimed at obtaining a political revenue.

In the PBF Project, this relationship has been developed implicitly thanks to the dynamics introduced. 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 advocacy, 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.

Gender approach

All the Project has a gender approach. That is the focus of the Project. The gender dimension was considered in all the Project activities with women as candidates for politic participation, as the subject of the training 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 and UNSOM staff. It would have been appropriate to extend that training to the partners -Government and CSO's- to sharing a common approach and vision and for strengthening of institutional capacities.

The Project did not carry out a deliberate strategy of working with men. That could have help to produce better results. This does not mean that we do not work with men. It was done and in a productive way, but it did not respond to a systematic strategy, but to singular actions.

Governance approach

The Project worked a high level of decision makers, parliament and ministries. But the local level was not reached with the same intensity in advocacy activities. 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 try to introduce in the different levels of government a dynamic of work of all social sectors articulated around the same 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.

The risks anticipated in implementing this project include resistance from clan-leaders; lack of adequate physical safety and security as the project implementation will involve women's movement between regions and organization of events; increased threat to women from extremist groups; deterioration in security situation may involve risks for the implementation of the project and delivery of results; weak financial management capacity may lead to poor accountability. The risk management matrix below reflects mitigating strategies that will be deployed to address them.

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 have 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 analysed those aspects. The context analysis carried out in the management board meetings, 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 to foment 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 mayor 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 organizations advocating more actively.
- In the meetings at all levels and sectors, now a gender balance is always considered.
- In the next elections there are more women interested in participating in politics, because others were successful.

In general terms, the Project had a moderate performance in terms of expected results, with different levels depending on the Outcome. A general consideration is that the focus of the action was placed more generally on participation of women in politics arena, and not so much in the specific thematic of peacebuilding and state building.

Outcome 1: It had a good performance in reaching some levels of quota for women in a very difficult context. However, the big achievements in advocacy and commitment in the elections process, need to be confirmed in the following elections processes in 2019.

Most of the changes produced were operated from top to bottom. Most of the work was been operated at a 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 de society for the changes. 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 some political spaces for her, which is 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 two factors that determine the capacity of decision of women 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 a 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

On the other hand, the work was aimed at the participation of women in general, not specifically towards their participation in Peacebuilding and State Building processes, which were the object of the PBF Project.

Outcome 2: This Outcome sought the strengthening of Women's Ministries, CSOs and gender machineries focused on greater participation of women. The actions did not have so much focus on capacity building and installation of dynamics, as awareness-raising actions such as the CCEs in a limited number of communities.

Federalism and peacebuilding were worked with Emerging Federal States and a little with local governments. But the focus on peacebuilding and state-building was weak.

Outcome 3: 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 with the necessary framework for a favourable environment for changes.

MoWHRD was positioned in decision-making bodies related to Peacebuilding and State-building - HLPF and SDRF-. From these spaces it has been possible to advocate for important processes of political reform within the framework of the Somali Compact agreements, such as FGM Bill, SOB, National Gender Policy and Constitutional Review.

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 a management structure. It is led by a Project Management Committee, which makes programmatic decisions, and also has a Coordination and Technical Advisory Committee, which is responsible for implementation.

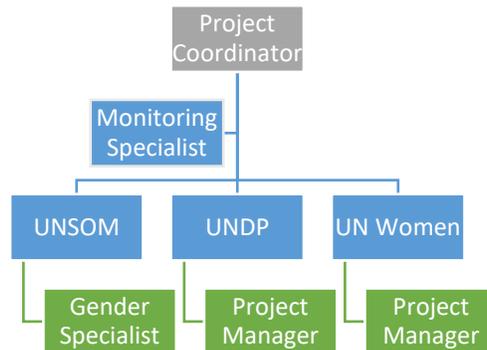
The Project structure is based on the RUNOs management structure, being the Deputy Country Director the top supervisor and having the Gender Program Manager from each Agency as a main reference. The Gender Program Managers had a relevant presence and play an important role of accompaniment and quality assurance of the project.

From an operational point of view, the Project had a UNV Coordinator and a national specialist in UNV Monitoring, who would provide assistance to the MoWHRD Ministry in the coordination.

The International UNV Project Coordinator and national Monitoring Specialist (UNV) will be responsible for assisting the MoWHRD in the overall coordination of the project and that of the PMC.

In practice, there was not a Monitoring Specialist, but a UNV Coordinator. His performance was weak in his role of impulse and articulation. This circumstance decreased the effectiveness and efficiency of the Project.

The basic structure of the Project also includes specialized personnel in the RUNOs and personnel specifically hired for the execution of the Project in UNDP and UN Women. In the same way, there was personnel from the different Agencies for the execution in the Regional Offices of each Agency.



It was a simple coordination structure, but for such a small Project, the Agencies should have absorbed the programming without having to hire coordination staff. This is to achieve a more efficient intervention.

Financial Flow

The project was implemented *using the direct implementation modality, providing the necessary technical capacity ensuring smooth implementation of the project.*

The UNDP MPTF Office serves as the Administrative Agent (AA) of the PBF and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports (Mid-term and Final) and the submission of these to the PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOS based on the signed Memorandum of Understanding between each RUNO and the MPTF Office.

RUNOs assumed full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent, administered in accordance with its own regulations, rules, directives and procedures. This system is efficient from the point of view of the administration, but has implications from the programmatic. The tendency is for Agencies to be responsible for executing a part, to the detriment of coordination and joint action.

Agencies signs McG's with the CSOs. Letters of Agreement LoA are signed with Governments and National Institutions. Both McG and LoA are the standard agreements for UNDP. The duration of those agreements depends on the kind of assignment. 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 was supposed to develop a monitoring plan, *underpinned by specific data collection exercises and contribute to strong evaluation*. The Monitoring System designed was composed of three elements:

Monitoring: *The RUNO, MoWHRD, relevant Civil Society and stakeholders will be involved in monitoring activities to ensure cost-effectiveness and timeliness of project delivery. The project management meetings, which will be held on a quarterly basis, will serve as an important monitoring mechanism for timely and effective implementation of the project.*

In practice, the monitoring activity was developed by the Agencies, although not in a systematic way. On the ground, a company was responsible for carrying out monitoring missions, but not on a periodic basis, but in response to specific aspects.

Data collection: *Monitoring will be supported by collection and analysis of data by the M&E Specialist and by the Project Coordinator of relevant documentation such as monthly reports. Data collection exercises will be conducted at midterm and at the end of the project.*

As expected, a data collection, analysis and reporting took place in the medium term and at the end. Those were the only two Reports available specifically issued by the PBF Project.

Evaluation: *A mid-term partnership review and final independent evaluation will be carried out. The midterm partnership review will invite all relevant stakeholders, including project beneficiaries, to reflect and discuss project implementation after the project's first eight months of implementation.*

The project reported the following monitoring dynamics:

- ✓ 3 Regular monitoring meetings with partner organizations Bi-annual in 2016
- ✓ 1 Project Board Meeting in Nov 2015
- ✓ 1 Coordination, technical and advisory committee meeting April 2016

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.

Apart from that monitoring activities, the Monitoring Units M&E in RUNOs 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 Project 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.

Execution

The project was jointly implemented by UNDP, UNSOM and UN Women, with UNDP as the lead agency, and funded from the Peacebuilding Fund (PBF). The MoWHRD was expected to facilitate the in-kind contributions for the Project.

This evaluation does not have precise data on the execution of the PBF Project. There was only information on the execution of the GEWE Project, of which he became a part, as an administrative-financial integration. There are some elements for analysis such as the initial budget of the Project, which give an idea of what was intended. There are also reflections that come from the execution analysis of the GEWE Project.

The initial budget shows coherence in that the most important item is that of Grants to Counterparts, with 386,400 USD, meaning 38%. It is what is effectively addressed to the partners. There is also USD 175,600 in Contractual Services, which responds to consulting hiring. It is understood that mainly training. There is a 10% directed to staff, which is very balanced. But there are also high operating expenses for a small intervention, which accounts for the logistical difficulty in the country. Supplies, travel and direct costs, total 272,579 USD.

PBF PROJECT BUDGET

CATEGORIES	Amount UNSOM	Amount UNDP	Amount UN Women	TOTAL
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1. Staff and other personnel		60,000 USD	40,000 USD	100,000 USD
2. Supplies, Commodities, Materials	10,000USD	50,000 USD	50,000 USD	110,000 USD
3. Equipment, Vehicles, and Furniture				
4. Contractual services		30,000 USD	145,600 USD	175,600 USD
5.Travel	70,458 USD	22,198 USD	21,923 USD	114,579 USD
6. Transfers and Grants to Counterparts		266,400 USD	120,000 USD	386,400 USD
7. General Operating and other Direct Costs (M&E)	13,000 USD	20,000 USD	15,000 USD	48,000 USD
Sub-Total Project Costs	93,458USD	448,598 USD	392,523 USD	934,579USD
8. Indirect Support Costs	6,542 USD	31,402 USD	27,477 USD	65,421 USD
TOTAL	100,000 USD	480,000 USD	420,000 USD	1,000,000 USD

The distribution of the budget is related to the expected roles for each Agency. UNDP and UN Women with a more executive role than UNSOM.

The performance in the execution of the GEWE Project indicates a stable and permanent execution in time, without peaks of execution that imply a delay or a hasty execution. The Outcome 1 was the most developed, due to the great activity developed in the lobby for 30% representation of women in the legislative chambers. This Outcome was also the most successful.

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.

A Joint Initiative

As a joint program, it is about pooling the different capacities and mandates of each Agency in favor of a common goals. The Project document highlights from the beginning what are the capacities of each Agency and the expected contribution of each of them. An initial and basic distribution of roles is that of UNDP as lead agency and the three agencies as technical support in different areas, making available their specialized personnel.

As lead agency, UNDP will supervise the Project Coordinator and provide overall oversight to the day-to-day running of the project activities. Technical support will be provided by UN Women as well as by national and field technical gender teams located in UNDP and UNSOM. In special situation, technical advice can be obtained from UN Women and UNDP through their specialists based in the Regional Offices in Nairobi and Cairo and from headquarters in New York.

More specifically, the technical role of each Agency is determined:

UNDP: *In joint collaboration with UNSOM and other UN entities, UNDP's current work relates to all PSGs and all cross-cutting issues including the mainstreaming of gender. UNDP will be privileged to*

extend full support of its Gender Unit to the implementation of the project, also specialists in areas relevant to electoral process and state formation processes. The project will also benefit from UNDP's strong partnership with the Federal as well as regional governments and authorities and CSOs, women's groups.

UNDP is the Agency that offers its strength in the administration of Joint Programs, its personnel specialized in gender focus, its role as interlocutor with governments, and its presence in the field to reach communities.

UN Women: *UN Women is engaging in strategic partnerships with MoWHRD and MoWDFAFA specifically on its key policy and overall strategic work on gender mainstreaming, which will complement the activities of this project. UN Women M&E capacity is located at the country level and benefits from UN joint M&E and risk management structures. Additional technical support for M&E is provided through M&E Units operating in ESARO.*

UN Women contributes as a specialized agency in gender approach and with its dialogue with the Women's Ministries at Federal and Regional levels.

UNSOM: *The UNSOM Political component and Regional Offices will facilitate access to various political fora, processes, entities and regional authorities, also in security intelligence and logistic. While headquartered in Mogadishu, the members of the team will be fielded in various regional offices; the implementation of the team will benefit from the advisory and coordination support and regional presence of the Integrated Gender Unit situated in the Office of the SRSG.*

Various UNSOM components contributes to high level coordination within the New Deal Compact implementation, also in Constitutional Review process. They are called to maintain effective communication and coordination with other peacebuilding related initiatives.

Apart from this separation of roles in the programmatic contribution of the Project, an operation such as Joint Programming was also expected. It is not a sum of separate efforts, but an integration of the intervention. The internal structures of coordination and joint articulation did not work and in practice. Constituted more a separation of financial resources and programmatic roles.

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: *The Project will be governed by a Project Management Committee (PMC) which will include representation of the Federal Government of Somalia through the Ministry of Women and Human Rights Development (MoWHRD) and representation of collaborating UN entities, implementing CSOs and other relevant development*

partners. UNDP as the lead UN entity will Chair the PMC; and given the mandate and strategic position of MoWHRD in ensuring coordination of interventions for the advancement of gender equality and women's empowerment, the Minister, on behalf of the FGS will Co-Chair the PMC.

It was designed as an analysis and decision-making Committee, as part of a results-based management system, led by UNDP management and with the participation of government partners -MoWHRD- and civil society. In practice, there was only one specific PMC for the PBF Project. It was supposed the GEWE Project's Committee integrate the PBF programming, but most of the discussions were around the objectives set for the GEWE Project, without specific analysis for the PBF Project.

The Project should have a shared opened connection with other programmatic areas -governability, human rights and economic development- in the Agencies. It was very important to impulse the effects of the Project from all the sectors possible, in a strong articulation. Strong efforts were made by UNDP in articulation between areas, but it could have been much stronger, in order to achieve better results.

At an Executive level

A Coordination and Technical Advisory Committee (CTAC) should have been created to support the implementation of project activities, ensuring harmonization of interventions as well as effective coordination and communication among recipient UN entities and implementing partners. Furthermore, the CTAC will provide substantial technical advice, support and oversight throughout implementation of project activities. The CTAC will include the Project Coordinator as well as representatives from all partner agencies (i.e., UNDP, UN Women, and UNSOM), and it will be chaired by UNDP.

The Technical Committee should have had an executive function and articulate efforts to generate joint action. In practice, this Committee met only once, which subtracted integrality from the joint response.

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.

At an operative level, GTG was an inter-agency instance called to articulate the different efforts in gender issues. 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.

The situation on the Regions 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 not permanent

groups that develop strategic joint actions. The different approaches do not go beyond that sharing information in order to not duplicate efforts.

Articulation among partners:

The Project Document establish the importance of building alliances among the different stakeholders: *Through various interventions and processes, the project will bring women's groups, networks and activists and MoWHRD together and allow them to work closely and collaboratively which is likely to lead to a stronger partnership and eventually enable both sides to gain greater ground, to negotiate and voice concerns, adding a new dimension to advocacy for women's rights and gender justice.*

The weak articulation 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 different Ministries in the different Regional Governments -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, ...

It is true that the Regional offices also report institutional efforts to generate an articulation, such as Mowdafa and Molsa, that tried to advance their institutional plan and mainstream the gender approach in the other governmental institutions. They worked from the local and try to maintain an institutional vision of direct contact with women. But these efforts require more presence and persistence 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.

There is another important area of articulation with other social actors that were reached and were the object of the lobby, although it was not developed responding to strategic planning.

Assistance to establish alliance and mobilize community elders, a vital strategy of the project, will help women's groups and lobbyists as well as ordinary community women gain greater legitimacy within and across communities and eventually breaking the boundaries of traditional gender norms, role and division of labor.

There is no evidence of articulation with other peacebuilding initiatives to share experiences and good practices. *UNSOM will also ensure effective communication and coordination with other peacebuilding related initiatives.*

Conclusions

The structure of the Project was small and operational, just two people hired in coordination. In addition, a coordinator in each Implementing Agency -UNDP and UN Women-. It is coherent, given that the management had to rely on the structure of the Agencies themselves. This was an advantage and also the cause of a dissolution of the programming in the Agencies. In the case of UNDP very clearly, the PBF Project became part of the GEWE Project, with similar programming, but a different approach, since PBF was more focused on Peacebuilding and State-building.

The GEWE Project did not develop a close programmatic relationship 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.

The operational structures of the Agencies provided solidity and sustainability. The existence of regional offices makes it a larger structure. 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.

Coordination and Technical Advisory Committee was called to be a strategic instance for coordination. It did not work, 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 some monitoring tools. Not all the instruments designed were operationalized. The reporting system rested on the Agencies and was part of the implementation of its own programming. The specific follow-up of this programming was minor and was confused with the monitoring and reporting of the agencies' programming, with more or less success or impulse. However, the monitoring must be moved gradually to the partners, specially Government partners, into a logic of capacity building and sustainability.

The project was 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 in politics, women's leadership- 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 in some components. It is an important element 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. Academia can carry out necessary researches in strategic thematic, to provide with useful evidence to define policies and Programs. It was 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.

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 Outcome 3 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 has 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 whole intervention was oriented to provoke changes in the society. Some actions were made specifically in that sense, for example in the work with women candidates in communities. Those were isolated actions that 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 C4D⁴, 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 in thematic as human rights, women's rights, governability and rule of law. It is a form of appropriation and the best way to produce sustainability. It is an alternative to the traditional training of the projects.

However, it is necessary to search for other methodologies that allow a more sustainable effort. Strategies implemented must be 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 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.

⁴ http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/civic_engagement/c4d-effectivenessofun.html

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.

Monitoring must be institutionalized as much as possible, to generate ownership and sustainability. When the monitoring is done from the Project and there is no appropriation, no installed capacities are left.

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. The Project expected to have worked in this direction, but no efforts were developed in this regard.

Best practices will be drawn from UNDP and UN Women programmes related to promotion of gender equality and women's empowerment for peace-building and state-building both at the national and international level. The implementation of the project will benefit from and contribute to other on-going initiatives and mechanisms, in particular those involving UN entities and the national counterparts. Strengthening institutional capacity is a key area of support and the experiences and lessons learned will be documented to promote and draw evidence based analysis and conclusion and contribute to the body of knowledge.

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.

In that sense, one of the early gains made through the contribution of this Project is that *the responsible UN entities have been able to attract more resources from bilateral donors. The UK's Department for the International Development committed additional resources to upscale the work being done through this project. They have made £3.5 million available through a new joint programme for women's political leadership and empowerment.*

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 UN Agencies 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 UN Agencies, to transfer that dynamic to the partners. This is more evident in Regional Offices, where the coordination is even more difficult. UN agencies must improve its relationship, but also the internal coordination in Ministries and among CSOs.

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 work with communities in women's political participation, although it was a limited action given the availability 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.
- 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.
- It is proposed to influence structural problems with a big dimension, which require specific and much larger and more comprehensive interventions, being that proposes rooted cultural changes.

- 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, or knowledge management.

EFFECTIVENESS

- There are remarkable achievements produced with the contribution of the Project, mainly in Outcomes 1 and 3. 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.
- The progress achieved has been more in the general area of women's empowerment and gender equality. The specific achievements related to women's participation in national discussion spaces regarding Peacebuilding and State-building are more difficult to identify. This is since the Agencies integrated the Project into their macro programs without so much emphasis on this specificity.
- 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.

EFFICIENCY

- The Project is based on a functioning structure and uses the administrative structure of the RUNOs, 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.
- The concept of the Joint Program appeals to a management mode in which there is an integration and coordination of efforts, not a mere sum of separate efforts. 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 RUNOs, 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 strongly coordinated.

- The gender mainstreaming efforts within the UNDP Office have been remarkable. An attempt was made, to impulse the gender approach within the new 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; 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 RUNOs and the partners, that can be improved.
- Training actions towards the change of behaviors of beliefs in population, unless they are mass communication campaigns, usually lack a focus on sustainability. The Project lacked a communication strategy aimed at changing attitudes and practices towards certain topics. In this sense, the work with the formal or informal educational instances would be 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 in the theme of women's political participation and leadership were focused on producing permanent changes.
- 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 to 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.

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 immediate 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 in Agencies, RUNOs 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 and the interests of women in the framework of negotiations for Peacebuilding and State-building.
 - 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.
 - It is necessary to have a specific route or agenda from women at the national level, in the field of Peacebuilding and State-building. There is no clarity in this regard. The general statements related to the contribution of women to these processes are known, but not a specific agenda or roadmap with specific goals.
 - A dialogue should be opened from the upper UN management with the Ministries of Education to introduce some topics -gender equality, human and civil (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. Women's participation in Peacebuilding instances is a highly recommended activity, due the focus of the PBF Project.
- 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.
- 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

- A Joint Project must make greater efforts for coordination and articulated delivery of the results. It must be avoided being a mere sum of efforts and become a single joint action.
- 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 RUNOs, 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 towards specific and reachable goals is essential when we count with limited resources. In this way, RUNOs position its role and added value as interlocutors with governments and key actors in the different national processes.
- Regional Offices must make a greater effort for articulation in gender issues. Inside RUNOs, 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