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**EVALUATION REPORT**



**UDF-SOM-12-505 - Promotion of Women's Empowerment and Rights (POWER)**

**Date: 16 June 2016**

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All errors and omissions remain the responsibility of the authors.

## Disclaimer

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF nor of any of the institutions referred to in the report. The map provided by CED is not an official UN map and no recognition of place names, borders or boundaries is implied.

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## I. Executive Summary

### (i) Project Data

The project *Promotion of Women's Empowerment and Rights (POWER)* (UDF-SOM-12-505) was run over 25 months by the Mogadishu-based non-governmental organization (NGO) Centre for Education and Development (CED). CED had 20 partners in the project, all Somali community service organizations (CSOs). Total project grant is USD 180,000 (inclusive the UNDEF M&E fee USD 18,000) and the grantee received the funds amounting to USD162,000. This project was funded by a contribution from Japan to the UNDEF, in line with Japan's commitment to African development and women's empowerment.

The project's overall development goal was "to contribute to inclusive development by empowering women with capacity to claim their rights in Somalia through increased participation in social, economic and political activities". It aimed to achieve this by focusing on training and support to the 20 CSO partners, including through promoting exchanges and networking among them; grassroots awareness raising through the CSOs and via the media; and advocacy targeting regional and national officials through meetings and the development of regional and national strategies on women's empowerment. A final component of the project was the awarding of 10 small grants to participating NGOs submitting the most innovative projects on women's empowerment, designed to "test" the impact of the capacity building on the organizations.

The expected outcomes were:

- Enhanced capacity of 100 women leaders and 1,000 members of 20 women's organizations;
- Strengthened institutional capability of, and network among 20 women's organizations;
- Raised awareness of men and women of women's rights and participation; and
- The adoption of policy changes to promote women's participation.

### (ii) Evaluation Findings

There is undoubtedly a need for women's empowerment in Somalia, particularly at a crucial time when a new Constitution is being put in place and elections are being held. The project's overall objective was consequently **relevant** and, indeed, timely.

On first examining the documentation of the project, the evaluation team of one international expert and a local evaluator queried the extent to which the project had in fact reached beyond the 20 women's organizations that participated and therefore to what extent it reached this objective of increased representation and participation of women in social, economic and political activities in Somalia, since the project focused so strongly on capacity building of the CSOs and much less on promoting broader community-level empowerment. However, the field interviews and especially those with CSO partners and Community catalysts showed very clearly that CED had very carefully selected these participants because of their potential for outreach into the community, and had put in place support mechanisms, such as the attachment of Resource Persons as mentors for the CSOs, that increased their ability to do this. There were numerous examples of the CSOs training others, increasing their advocacy for women's empowerment and generally taking the experience of the project into their constituencies. For this and other reasons, the project is considered to be **effective**.

The project was also **efficient**. The budget was well allocated such that the project's objectives were likely to be achieved. CED had to supplement the budget from its own resources, partly because it underestimated the time it would take to develop the baseline study, but also because security considerations forced the relocation of the training and meetings to higher-cost venues. Otherwise, funds were well used and directed to project activities.

The **impact** of the project on the participants was positive and significant. The impact on women in Somalia more broadly is difficult to assess, although some women were reached by the project and a seed has been sown through the enhanced capacity of the CSOs for more to benefit in future. CED staff, the CSO participants and the Community catalysts all suggested that the project should have been bigger, with more participants, a larger budget, greater coverage and a longer implementation period. This would have been unrealistic, given the capacity of CED itself at the outset of the project and available funds. However it does suggest that the project might be seen almost as a "pilot" that could be replicated and extended in future.

At this time, however, there are no plans for a second-stage project. **Sustainability** rather resides in the enhanced capacity of the CSO partners and how they mainstream women's empowerment into their regular work. There were indications from the field interviews that many of the organizations would certainly do this; others had benefited more generally from training to strengthen the organization but might not focus on women's empowerment specifically in their work. One outstanding question relates to the proposed Regional Network that the project aimed to create. Meetings during implementation of the project resulted in an embryonic network, but it seems unlikely that this will continue. However, several CSOs said that they continued to exchange experience and discuss issues informally with organizations they had worked with on the project, and since a number of the participants were already umbrella organizations, networking of some kind is in place.

There was **value-added for UNDEF** in this project because, in a country where many UN organizations are working on women's issues and rights more generally, this project came at a time of emerging democratic processes and took advantage of this to orient activities and outcomes to promoting women's participation in these. UNDEF's support therefore provided a focus that is not in the mandate of other UN agencies and that was both crucial and timely.

### ***(iii) Conclusions***

- ***The project was relevant.*** It was well designed, with a number of components that helped it both to empower women in the 20 participating CSOs and beyond. It was also timely, given discussions on a new Constitution and elections announced for 2016.

- ***There was insufficient attention to issues of protection for women whose empowerment might put them at risk.*** It is a sad reality that, as women become empowered or even make attempts to improve their situation, they may face reprisals at home and in the community.

- ***The Ministry of Women should have been involved earlier in the project,*** perhaps at design stage, to take advantage of their expertise and data.

- ***The project was effective.*** The actions planned were carried out and met their targets. There were no superfluous components in the project; each was designed to add value to other parts of the project.
- ***The budget was underestimated and had to be supplemented with funds from the grantee.*** To some extent this was a result of unavoidable factors such as increased costs caused by the security situation, however activities such as research and data collection were under-costed.
- ***The project was efficient.*** The budget was sensibly allocated and appropriately used to support activities likely to lead to the achievement of objectives.
- ***The project is replicable or could be extended to other regions.*** In a number of ways, this project broke new ground for those leading the project and participating in it and could be seen almost as a “pilot”. Now that lessons have been learned, it could well be replicated or extended.
- ***The project had significant impact on the CSOs that participated,*** both at an organizational level and in relation to the individual women involved. Many of those interviewed gave examples of how participation in the project had empowered them in different ways.
- ***The project had a less measurable impact on women in broader Somali society*** although the seeds of change were sown and there is potential for future impact.
- ***The project is sustainable to the extent that the CSOs that participated remain engaged and motivated.*** The CSOs are likely to continue to network informally (and formally if the Ministry of Women succeeds in setting up a network) and will thus have the opportunity to continue to share ideas and acquired skills.
- ***There was good value-added for UNDEF*** in this project, which filled a gap for empowerment of women in political life at a crucial time in Somalia’s history.

#### ***(iv) Recommendations***

- ***Always include, in any project that aims to empower women, a component that deals specifically with protection*** – for those working on the project as well as those participating. Experience has shown that women’s empowerment, if successful, can shift relationships between the women and men in their family and community, or just be perceived to do so. This potentially puts the women at risk of reprisals including violence.
- ***Consider involving the Ministry of Women, and indeed other external stakeholders, at design stage of a project.*** In addition to giving access to available data and expertise, this will ensure their participation and support.
- ***Always submit a total budget to donors,*** indicating those parts of the budget that relate to their specific donation, so that a donor knows the full scope and reach of the project.

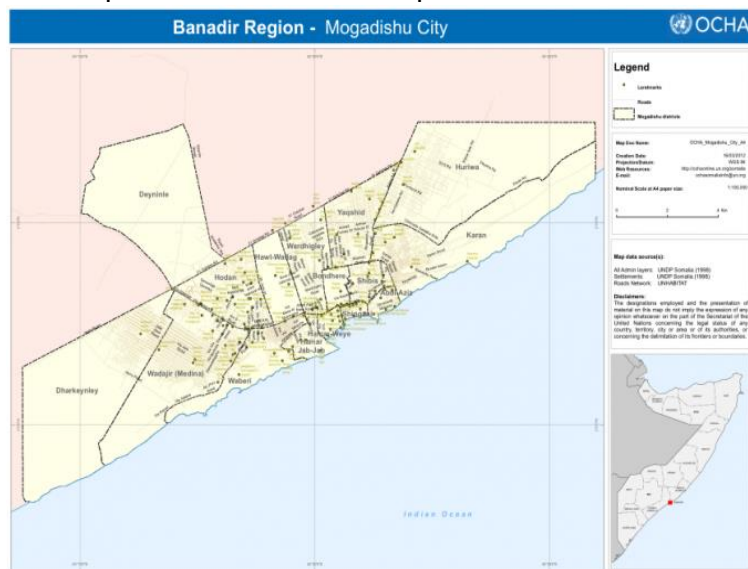
- ***UNDEF might consider this project as a good practice example*** both in terms of its management and implementation and its focus on political empowerment of women at a time of great political change in a country.

## II. Introduction and development context

### (i) The project and evaluation objectives

The project *Promotion of Women's Empowerment and Rights (POWER)* (UDF-SOM-12-505) was run over 25 months (two year project plus one month no-cost extension to take account of security concerns that affected implementation). It ended in March 2016. The recipient of UNDEF funds amounting to USD162,000 was the Mogadishu-based non-governmental organization (NGO) Centre for Education and Development (CED). CED had 20 partners, all Somali community service organizations (CSOs), listed in Annex 4. Out of these funds, 10% were retained for Monitoring and evaluation purposes. Total project grant is USD 180,000 (inclusive the UNDEF M&E fee USD 18,000) and the grantee received the funds amounting to USD162, 000. This project was funded by a contribution from Japan to the UNDEF, in line with Japan's commitment to African development and women's empowerment.

The project's overall development goal was "to contribute to inclusive development by empowering women with capacity to claim their rights in Somalia through increased participation in social, economic and political activities". The beneficiaries of the project were given as 1,000 Somali women who belong to women's organizations and 20 women's organizations, umbrella organizations and associations. The indirect beneficiaries were specified to be 1.02 million Somali women in the Banadir region centring on the capital, Mogadishu. The Banadir region is renowned for being a particularly tough region; constrained by volatile security.



To achieve the project objective of increased representation and participation of women in social, economic and political activities in Somalia, the project focused on training and providing support to the 20 CSO partners, through mentoring, exchanges, and promoting networking among them. Grassroots awareness raising was done through the CSOs and via the media, as well as through a series of school debates. Advocacy targeting regional and national officials was carried out through meetings and the development of regional and national strategies on women's empowerment. A final component of the project was the awarding of 10 USD2,000 grants to participating CSOs submitting the most innovative projects on women's empowerment, designed to "test" the impact of the capacity building on the organizations.

The expected outcomes and the activities designed to deliver these are illustrated in detail in the logframe below (see p.9), but in summary the expected outcomes were:

Outcome 1: Capacity of 100 women leaders and 1,000 members of 20 women's organizations enhanced;



Outcome 2: Institutional capability of, and network among 20 women's organizations strengthened;

Outcome 3: Awareness of men and women of women's rights and participation raised;

Outcome 4: Policy changes to promote women's participation adopted.

CED nominated six indicators to measure outcomes of the project, all of which are quantitative. They relate to whether a product (for example the baseline survey) was produced or to the number or percentage of change in capacity within the primary target groups or awareness among radio and TV consumers.

An early question raised by the evaluators was the extent to which the project had an impact beyond the 20 women's organizations that participated and therefore the extent to which it reached its primary objective of increased representation and participation of women in social, economic and political activities in Somalia (or even in the Banadir region).

This was explored during the field interviews conducted with CED, consultants and other contributors to the project and the participating women's organizations. Also indicative in this respect, however, are the contents of the training materials, the focus of the small-grant projects, the messages in the IEC materials and the outreach of the selected CSO participants. These demonstrate the likely ripple effect of the project beyond its immediate participants to broader Somali society and provide some indication of whether the design of the project was appropriate and the objective likely to be achieved.

### ***(ii) Evaluation methodology***

The evaluation took place in April and May 2016 with field work in Somalia from 19 to 24 May 2016. The security situation in Somalia meant that the evaluation was carried out by a two-person team of one local and one international evaluator who communicated electronically throughout the exercise.

The local evaluator, based in Mogadishu, carried out the field interviews; the international evaluator assessed the documentary outputs of the project and worked with the local evaluator to draft interview questions, follow up issues as they arose and draft the final report. At the time of the evaluation, the final financial utilization report had not been received by UNDEF, however a draft copy was provided to the local evaluator and has been used for this report.

The evaluation used the Development Assistance Criteria (DAC – see Annex 1) and further took into account the grantee's nominated indicators. Draft questions for the interviews were provided in a Launch Note initiating the evaluation and were then further developed in consultation between the evaluators as the field interviews progressed. As concerns rose about the potential outreach of the project, the local evaluator attempted to find evidence of outreach from the participating CSOs, including by asking about the small-grant projects and the participants in cascade training undertaken by the organizations. Some specific methodological tools, such as the use of Resource Persons to mentor the CSOs following the training, and the role of small-grant projects in demonstrating enhanced capacity, were also explored during the interviews.

A list of those interviewed is provided in Annex 3.

### **(iii) Development context**

The “turmoil, factional fighting and anarchy”<sup>1</sup> that began with the fall of Mohamed Siad Barre in 1991 led to Somalia being labelled a “failed state”, and plunged the country into economic ruin. Northern clans declared an independent Republic of Somaliland which, although not recognized by any government, has developed as a stable entity moving towards constitutional democracy. The neighbouring semi-autonomous state of Puntland has been self-governing since 1998 but does not aim at independence. It has also made efforts at representative government. In 2000 the Somalia National Peace Conference in Djibouti resulted in a Transitional National Government, but it was not until October 2004 that a Kenya-led peace process led to elections and a Transitional Federal Government (TFG) which in 2008 joined with the Alliance for the Re-liberation of Somalia (ARS). The TFG-ARS unity government expanded the parliament and developed a Transitional Federal Charter outlining a five-year mandate leading to a new Somali Constitution and a transition to representative government. The TFG-ARS mandate was renewed until 2011 and in 2012 clan elders replaced the transitional government, appointing a new parliament and electing a new president. At the time of the project, a new Somali Constitution was being negotiated and representative elections had been called for 2016. The project’s aim of empowering women to increase their participation in the political life of the nation was therefore particularly relevant.

Women’s rights in Somalia have suffered as a result of the conflict and the instability of political processes; for example the lack of a recognized stable government has meant that Somalia has neither signed nor ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Ongoing conflict, especially in south-central Somalia, has diverted resources and slowed governmental reform, as well as resulting in the abuse of civilians. The presence of Islamist group Al-Shabaab in southern Somalia has affected transport routes, and continued attacks on civilians and infrastructure in the capital, Mogadishu, have made the work of welfare groups and others attempting to organize extremely difficult. The project under consideration was extended precisely because of security concerns that obliged CED to change venues for meetings, putting pressure also on the budget.

The situation of women continues to manifest these political and social realities, but it is also adversely affected by a predominantly patriarchal society where Shari’a law and *xeer* (traditional) law largely dominate civil law, especially in areas outside major towns. As a result, the Gender Inequality Index for Somalia in 2016 was 0.776 (with a maximum of 1 denoting complete inequality).<sup>2</sup> This puts Somalia in the fourth highest position globally. Girls are married off at a young age, with 45% of women aged 20 to 24 married before the age of 18.<sup>3</sup>

In Somalia’s largely pastoralist economy, livestock has traditionally been the property of men, although women manage the sale and exchange of livestock products such as milk and ghee. Women’s participation in wage employment in the non-agricultural sector is highest in Puntland, at 40%, followed by Somaliland (36%) and 33% in south-central Somalia.

Women’s access to health services is poor and Somalia’s maternal mortality rates are among the highest in the world at 1,600 per 100,000 live births.<sup>4</sup> The World Health Organization (WHO) estimates that 98% of Somali girls undergo Female Genital Cutting (also known as Female Genital Mutilation, FGM), mostly between the ages of four and 11. Sexual violence is a problem in Mogadishu, including in IDP camps.

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<sup>1</sup> CIA World Factbook 2016: Somalia

<sup>2</sup> UNDP: *Gender in Somalia*, 2016.

<sup>3</sup> UNDP: *Somalia Human Development Report 2012*, p.11.

<sup>4</sup> UNFPA, quoted in *Gender in Somalia*, 2016.

The adult literacy rate for women in Somalia in 2006 was estimated at 26%, compared to 36% for men. Women are generally excluded from decision making, which often takes place “under the tree” as men gather in the shade to deliberate.<sup>5</sup> However, the most recent government in Mogadishu has streamlined the cabinet and in the 2016 elections a quota of 30% of women in the lower house will be in place. UN agencies are advocating for a Gender Policy to be included in the new Constitution. Somalia is historically party to a number of regional instruments and has signed but not ratified the Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa (the Maputo Protocol), however weak implementation and the dominance of Shari’a and *xeer* law mean that even where women’s rights are enshrined in law, they are difficult to achieve in everyday life.

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<sup>5</sup> UNWOMEN: *Eastern and Southern Somalia*, 2016.

### III. Project strategy

#### (i) Project approach and strategy

The project was predicated on the presumption that increasing the capacity of women's organizations would result in outcomes that improved the situation of women in Somalia in relation to social, economic and political participation. The principal activities of the project therefore focused on capacity building and support to 20 CSOs in the Banadir region centred on Mogadishu. This comprised:

<b>Output 1.1:</b>	<b>A baseline study and capacity assessment of the target women and CSOs on which the training would be based.</b>
<b>Output 1.2:</b>	Development of a training manual on women's empowerment
<b>Output 1.3:</b>	Training for 100 women leaders on advocacy strategies for women's empowerment
<b>Output 1.4:</b>	Cascade training by the trained women for 20 CSOs
<b>Output 1.5:</b>	Training for 40 staff members of the CSOs in governance, advocacy and financial management
<b>Output 2.1:</b>	Development of an Organizational Training Manual for Resource Persons/Mentors
<b>Output 2.2:</b>	Training of 20 Resource Persons/Mentors who would be placed with the CSOs
<b>Output 2.3:</b>	Support to 20 Resource Persons/Mentors
<b>Output 2.4:</b>	Four exchange visits for two representatives of the 20 CSOs
<b>Output 2.5:</b>	Establishment of a regional women's network
<b>Output 2.6:</b>	Financial support to 20 CSOs for basic communication
<b>The participating CSOs were also implementing partners in a series of activities designed to raise public awareness of women's issues and in a number of advocacy actions targeting regional and national authorities. This was done through:</b>	
<b>Output 3.1:</b>	Production of IEC materials (posters, banners)
<b>Output 3.2:</b>	32 grassroots campaigns in 16 districts, led by CSOs
<b>Output 3.3:</b>	Four school debates on gender relations and women's empowerment in four districts of Mogadishu
<b>Output 3.4:</b>	48 radio items on four radio stations
<b>Output 3.5:</b>	Four TV talk shows
<b>Output 4.1:</b>	Four public forums with 100 participants each
<b>Output 4.2:</b>	Three meetings with district-level government official in all districts
<b>Output 4.3:</b>	Development of a Regional Strategy on Women's Empowerment
<b>Output 4.4:</b>	Development of a Country Strategy on Women's Empowerment
<b>To 'test' the success of the capacity building, the project included the awarding of 10 modest grants of USD2,000 to 10 CSOs who submitted innovative project ideas in a competitive process among the project participants</b>	
<b>Output 4.5:</b>	Award of 10 competitive small grants and monitoring of projects

These activities and outputs, and their relation to the project's immediate objectives and the overall development objective are illustrated in the logical framework that follows. Note that columns 1, 2 and 4 are taken directly from project documentation; the medium-term impacts in column 3 have been provided by the evaluators.

**(ii) Logical framework**



<ul style="list-style-type: none"> <li>• Baseline study and capacity assessment of 20 target women and women's organizations</li> <li>• Training manual on women's empowerment adapted and/or developed</li> <li>• 100 women leaders trained in advocacy strategies for women's empowerment</li> <li>• Cascade training for women from 20 organizations by trained focal points</li> <li>• 40 CSO staff trained on governance, advocacy and financial management</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity of 100 women leaders and 1,000 members of 20 women's organizations enhanced</li> </ul>	<p>Women's organizations are better equipped to advocate for women's rights and mainstream women's rights into their work</p>	
<ul style="list-style-type: none"> <li>• Training manual for Resource Persons/Mentors developed</li> <li>• Training of 20 Resource Persons</li> <li>• Resource Persons provide support to 20 organizations</li> <li>• Exchange visits among the organizations</li> <li>• Establishment of a regional women's network in Mogadishu</li> <li>• Support to 20 women's organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional capability of, and network among 20 women's organizations strengthened</li> </ul>	<p>Women's organizations are motivated to work together to promote women's rights</p>	<p>Empowering women with capacity to claim their rights through increased participation in social, economic and political activities, thus contributing to inclusive development.</p>
<ul style="list-style-type: none"> <li>• Production of IEC materials</li> <li>• Grassroots campaign on women's empowerment</li> <li>• 4 school debates</li> <li>• 48 radio debates through</li> <li>• 4 TV talk shows</li> </ul>	<ul style="list-style-type: none"> <li>• Awareness of men and women on women's rights and participation raised</li> </ul>	<p>Increased awareness leads to changes in attitudes and behaviours in support of women's rights</p>	

<ul style="list-style-type: none"> <li>• 4 forums for CSOs, government and other organizations</li> <li>• 3 meetings in each district with local government officials</li> <li>• Development of a Women's Empowerment Regional Strategy document</li> <li>• Development of a Country Strategy to be presented to the government</li> <li>• 10 competitive grants awarded for small projects</li> </ul>	<ul style="list-style-type: none"> <li>• Policy changes to improve women's participation adopted</li> </ul>	<p>Women's rights are better reflected in policy and programmes at regional and national levels</p>	
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## IV. Evaluation findings

### (i) Relevance

The POWER project was designed by CED in consultation with women's organizations, and is a departure from their regular work. Engaging a large number of CSOs was a new experience.

The need for actions to increase women's political participation in Somalia in 2015/16 is evident, in particular given ongoing negotiations on a new Constitution and elections looming in 2016. What is not clear in the project design, however, is whether CED foresaw the empowerment of women involved in the CSOs themselves, or whether they considered the CSOs as a vehicle for reaching out to empower women in broader Somali society.

The Project Document states that the CSOs are the intended direct beneficiaries, and it makes sense to strengthen and promote the political participation, particularly, of women who have already stepped up to take a leading role in civil society. A number of the CSOs that participated are professional women's groups and it is likely that empowerment of members of these groups might result more quickly in enhanced political participation, for example. On the other hand, the Project Document nominates "1.02 million Somalia women" as indirect beneficiaries, and both the title of the project and the principal objective suggest that the broad population of women in the Banadir region is also a target for empowerment. An important question to be answered in evaluating the design of the project, therefore, is whether and how this gap between empowerment of the CSOs and impact on broader Somali society would be bridged.

The evaluation looked at this and interviews with CSO participants asked both how much the project had empowered them in their work and personally, and the extent to which they had reached out to other women with a specific view to empowering them socially, economically and politically. The Terms of Reference (ToR) drawn up for the recruitment of the CSOs include, among other things, the requirement that CSOs should have a proven track record in women's empowerment, that they should be "rooted in the community and work with the community" and that they should have a track record of sustainability.

The findings of the enquiry into the CSOs' outreach are covered in particular in the sections on Impact and Sustainability, however there are elements in the project design itself that are interesting in this respect.

Foremost of these is the inclusion in the project of 20 Resource Persons – one nominated by and attached to each CSO after training -- whose job for four months was to mentor the CSO staff, monitor and help deliver cascade training within the organization, and generally promote the CSOs' ability to reach out to their constituencies with a specific view of empowering more women.



Training session for the Resource Persons

Also designed to further reinforce the CSOs' capacity and efficiency were exchanges among

the organizations that allowed them to share ideas, increase their understanding and learn from each other. The project also included plans to develop a regional network of the CSOs and a national and regional strategy on women's empowerment. While the latter was completed, the network did not eventuate.

Important, too, in gauging how far the project reached out is the content of the training given to the CSOs. Was it likely to increase their ability to reach out to women, advocate for them and, importantly, put in place protection mechanisms as the women grew in confidence and moved to claim their rights?

In fact, the training materials reviewed seem not to have been designed with this in mind; rather they focused on upgrading the CSOs' skills in governance, leadership and gender mainstreaming *within* their organizations. Only a component on advocacy looked beyond the organizations, and more to national and local authorities than to women. This seems to have been something of a missed opportunity; while it was certainly important to build the governance and management capacities of the CSOs, some specific training on, for example, media relations and campaigning might also have been useful. It is also important that any project designed to empower women, thus potentially affecting their relationships within the family and community, include a specific component on self-protection and support through designated protection mechanisms such as helplines or drop-in centres.

Grassroots campaigns organized by the CSOs also received support through the project and did allow for broader targeting of empowerment messages. However IEC materials produced were not used to support these campaigns; they were instead distributed through local authorities. Conversely, the CSOs were fully involved in a series of TV and radio debates both as panelists and audiences. These were a good way to give the CSOs an opportunity to speak out, to engage local journalists in the issues, and to broaden the discourse on women's empowerment. Since TV and particularly radio are the most common forms of information dissemination in a region where literacy rates are low, the media components of the project seem to have been particularly relevant.

A final element of interest in the project was the engagement of "Community catalysts/mobilizers". These people, many of whom were men in leadership positions within the communities, were recruited to spread the messages of women's empowerment in conjunction with the grassroots campaigns. One Community catalyst interviewed was a teacher and religious leader who was also consulted on the nature of the messages and said he considered them "excellent". Another religious leader said his job was to "undo communities' negative views on women's rights and empowerment" and to help change people's perceptions, including those of parents so that they allowed their daughters to explore their potential "even by seeking leadership positions". The Community catalysts also helped smooth the way for the CSOs to gain access to regional administrations. Several of those interviewed expressed their satisfaction at having been consulted and then brought into the project.

Overall, the diverse components of the project were designed to be complementary, building the capacity of the CSOs but also looking beyond them to a broader Somali public.

This leads to Conclusions (i) and (ii).

### **(ii) Effectiveness**

Project activities were completed according to the Project Document, and the outcomes as measured against CED's nominated indicators were largely achieved:



<i>Indicator</i>	<i>Target</i>	<i>Actual outcome*</i>
Outcome 1: Capacity of 100 women leaders and 1,000 members of 20 women's organizations enhanced		
<b>1.1: Number of women whose capacity is enhanced</b>	By end of project, 80% of women able to deliver training to their members	By end of project, 96% (96) women leaders are actively delivering training to their members
Outcome 2: Institutional capability of and network among 20 women's organizations strengthened		
<b>2.1: Number of CSOs with strengthened capacity and expanded activities</b>	By end of project, 90% of CSOs demonstrate capacity and have expanded activities	18 CSOs (90%) have demonstrated capacity and expanded activities in more than one district
<b>2.2: Regional network established</b>	By end of project, one regional network established and functioning	A regional network is being established but is in early stages and needs capacity building
Outcome 3: Awareness of men and women on women's rights and participation raised		
<b>3.1: Number of women who have become aware of women's rights</b>	60% of targeted 6,000 women and vulnerable groups aware of at least three strategies for empowering women in 16 project districts	About 65% (6,500) of targeted women in 16 districts of Mogadishu are aware of at least three strategies for women's empowerment
Outcome 4: Policy changes to promote women's participation adopted		
<b>4.1: % of recommendations and actions of the Regional Strategy implemented</b>	By end of project, 60% of recommendations and actions from the Regional Strategy implemented	About 54% of the recommendations and actions of the regional strategy have been implemented
<b>4.2: Number of small grant projects successfully implemented by women's organizations</b>	By end of project, 10 small grant projects successfully completed	10 small grants successfully provided to 10 selected women's organizations that qualified for the grant

\*Monitored and measured by CED

All those interviewed – CSO participants, Resource Persons, Community catalysts/mobilizers and media representatives (as well as CED staff) – said that the project had met their expectations. Indeed, all wanted more training, longer attachments for the mentors and a broader scope. A representative of the Ministry of Women also expressed satisfaction with the project but noted that in future she hoped CED would consult with the Ministry at planning stage so that the Ministry's knowledge and outreach could be used more pro-actively.

This leads to Conclusion (iii).

The role of the Resource Persons in particular was commented on by the CSOs. Most confirmed that the Resource Persons had helped in training their staff, with one noting that “[she was] one of our staff and knew our weaknesses very well; she trained us to turn those weaknesses into strength”. All the CSOs found the Resource Persons valuable to their experience in the project. CED developed clear ToRs for recruitment of the Resource Persons to ensure that they would be likely to fulfil the tasks expected of them.

In all, 100 women leaders from the CSOs were trained for three days, and went on to train 1,230 more women within their organizations. Forty more CSO staff were trained in governance, leadership and financial management, and how to roll out advocacy programmes. The 20 Resource Persons completed a 10-day Training of Trainers (ToT) course before their attachments.

The four exchange visits organized for two representatives of each of the CSOs lasted one day each and covered all 16 districts in the Benadir region.

Ten thousand copies of IEC materials were produced and distributed through local authorities and 32 grassroots campaigns (two in each district) targeted 20,000 people. Forty-eight radio debates and four TV talk shows were broadcast and then rebroadcast. The media organizations involved were unable to provide readership/listenership figures but report interest evidenced by enquiries to their stations. Four school debates covering gender relations and women's empowerment in four school districts of Mogadishu, and four public forums with 100 participants per forum complete the grassroots outreach.



Sample poster produced for the project

In terms of advocacy, the project included three meetings with district-level authorities in each district and the development of national and regional strategy documents. The women's network designed to promote these, however, remained embryonic at the end of the project. A number of CSOs interviewed nevertheless said that they were in informal contact with other participants; some additionally were already umbrella organizations.

Finally, the 10 small grants given to the winners of a competitive bid for funds of USD2,000 each were also completed. These were almost exclusively used for training programmes, ranging from good governance and political participation to cooking and tie-dye income generation skills, depending on the nature of the organization concerned. It is difficult to judge whether these demonstrate enhanced capacity of the CSOs or whether they were simply useful additions to the project's overall goals.

These findings lead to Conclusion (iv).

### ***(iii) Efficiency***

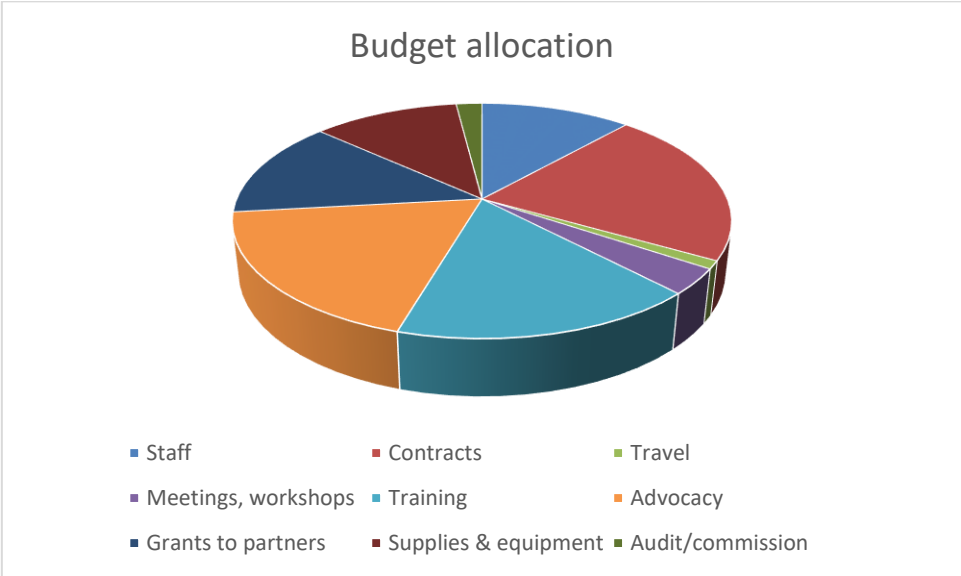
The project was implemented according to plan, with a one-month no-cost extension granted to take account of the need to relocate some meetings because of the security situation. There were no other obstacles to implementation, although some partners were replaced in October 2014 because, according to CED, they lacked commitment to the project and did not attend meetings. Some of the organizations that were replaced had ceased operations and in some cases CSOs insisted on nominating unqualified Resource Persons unacceptable to the grantee. Since the CSOs had signed memoranda of understanding with CED and were considered to be non-performing against these, replacement was relatively smooth.

Several of the CED staff interviewed, as well as some of the Resource Persons, mentioned budget constraints as an impediment to implementation. CED advised that it had to 'top up' the budget from its own coffers. The draft final financial report shows unexpended funds of USD45.00, however this is a simple result of some line items being under-spent. CED advised that it had contributed USD11,750 from its own resources, mostly to supplement professional fees for the baseline survey and venue/meals/refreshment costs for the training and advocacy sessions. Underestimating project activities such as preparation of the baseline study and development of the training manual (both of which were planned to take

only 10 days) resulted in a budget that was subsequently considered insufficient, however higher costs were also a result of having to relocate the meetings. It is useful for UNDEF to be advised of supplementary funds required for a project (and of any other donors if there are any) so that the total size of a project can be known. It is particularly important, if there are additional donors, that UNDEF knows who they are.

This leads to Conclusion (v).

Otherwise, allocation of the budget seems logical. At first glance, the CSO partners seem to have received a significant proportion of the grant (almost one quarter, totaling USD36,900), however this was largely comprised of USD28,000 to cover the monthly allowances of the 20 Resource Persons. This seemingly high figure is reasonable since these funds contributed directly to building the capacity of the organizations and enhancing their work for women. An additional USD15,100 was used to purchase computers and printers for the 20 CSOs.



The majority of the grant (USD113,900) was expended on training, advocacy and meetings, including comparatively high fees charged by the radio and television stations for airtime for the debates. ‘Contractual services’ (consultants for the baseline study and training) accounted for USD35,000. Consultants worked for longer than the original plan, with the baseline study taking a month rather than the 10 days allocated, and development of the training also taking a month instead of 10 days. CED’s staff and administrative costs were modest. Overall, the budget was used appropriately, focusing on components most likely to contribute to achievement of the project’s objectives.

CED’s Project Coordinator noted that the project had allowed the organization to learn a number of lessons, including how to deal more effectively with local authorities and to work with such a large number of partners. CED put processes in place for regular M&E reports both within the organization and from the partners, which facilitated such learning. There were also ToRs for selection of the CSOs and Resource Persons, questionnaires for assessment of the CSOs’ capacity, and rating criteria for selection of the small grant projects. Overall, project management was thorough and efficient.

Several members of CED staff interviewed said that in hindsight they would have suggested an increased number of Community mobilizers and more training, and consequently a larger grant; however, given that CED did not have experience in working with such large numbers

of partners and in running a multi-faceted project of this kind, it seems sensible to have limited the project's complexity in this first instance. With the lessons learned, CED is well placed to implement similar projects on a larger scale in future or to expand this project into other regions, security permitting.

Indeed, almost all those interviewed – CED staff, CSO partners, Resource Persons and Community catalyts – said that they believed the project could have involved more partners, covered more regions, lasted longer and generally been a considerably bigger project. This would probably have been unrealistic, however it does point to the enormous potential that all those involved saw in the project and the potential for the lessons learned to be used in a future initiative.

This leads to Conclusions (vi) and (vii).

***(iv) Impact***

The impact of the project was first and foremost on the women involved in the CSO partners, particularly those leading the organizations, who benefited directly from the training offered by CED (as opposed to cascade training undertaken within the organizations) and from the attachment of the Resource Persons and other complementary actions to support the training. The representatives of these women interviewed cited examples of simple practical results of the training – one noted, for example, that her organization had never had a bank account but that the training on financial management had led to their opening one. Others said that for the first time they had been able to open doors into meetings with other UN agencies and that more generally they had “opened their eyes to working with other stakeholders”.

“This project boosted our morale as women, showed us what our needs were as CSOs and re-energized us to focus on our constitutional rights, like 1/3 political representation and getting the right portion for women on things such as scholarships.”  
**CSO participant**

A number of CSOs said that they had expanded their work as a result of the project. One, for example, had specialized in maternal and child health, but had integrated women's empowerment into the work as a result of the project. Another had provided counselling to victims of war and had expanded this to include the provision of literacy and technical skills to women so that they could also earn an income. An NGO comprising Somali women journalists participated in the CED training to help them to fight more effectively for their rights.

Some of the CSOs that were already active in advocacy for women said that they had been able to focus their advocacy more closely on women's empowerment, for example in areas such as advocating for quotas in decision-making bodies. Another CSO that focuses on women in the Law said it had been able to increase its advocacy for more women to study law and become lawyers advocating for women's issues.

Some of the women participated in the TV and radio debates and spoke out on issues of relevance to women, either as panelists or in the audience. One participant said that the “feeling on the streets” was that the debates had been positive and useful.

Women from some of the CSOs also helped organize and participated in the school debates. One interviewee noted that “we realized that girls who were shy to debate at the beginning became more confident after taking part in several debates; they

“Boys in the schools where we held the debates were vehemently opposed to the idea at the beginning but later, after our addresses to them and in the subsequent debates, seemed to have softened their stance on women's empowerment issues.”  
**CSO participant**

asked if we were going to come back to organize more debates for them”.

Two of the interviewees had become politically engaged since the project, with one standing for election in her district and another preparing for national elections. While the women who lead these CSOs might be expected to already have some aspirations for leadership, several said that they felt the project had given them more confidence, as well as skills.

These findings lead to Conclusion (viii).

Beyond the CSOs themselves, it is difficult to assess the impact on Somali women more generally. It can be expected that enhanced capacity within the CSOs is likely to increase the impact of their work on behalf of women. The small-grant projects, however, did not generally illustrate this. Most were training projects relating to skills such as good governance, communication and planning. A few, however, were directly related to promoting women’s economic participation: one project that centred on training 10 women in cooking for three months resulted in some of them being employed in commercial restaurants and others forming a cooperative that offers catering services at weddings and other special events.

The impact of the school debates, public forums, grassroots campaigns and distribution of IEC materials is extremely difficult to measure. While they were well attended, the public forums and grassroots campaigns would require sustained follow-up if real change is to be engendered. At this stage, many of the outreach actions, including the school debates and media broadcasts, are most likely to have just “planted a seed” that will take time and nurturing to grow.

In this respect it is a pity that the proposed network of CSOs participating in the project was not able to get off the ground. It is to be hoped that the informal networking among some of the CSOs will lead to continued momentum for change.

This leads to Conclusion (ix).

#### ***(v) Sustainability***

Sustainability of this project resides primarily in the continued engagement of the CSOs who participated in women’s social, economic and political participation and in women’s rights more generally. All of those interviewed are committed to continuing to work in these areas and indeed look for more training and support to improve their work. The cascade training carried out by the CSOs with the help of the Resource Persons also means that this commitment and the acquired knowledge do not only reside in the leaders but in the staff and volunteers of the organizations. Since turnover of staff is always a problem to be confronted in relation to the sustainability of training, the spreading of capacity throughout the organizations is a positive sign.

While sustainability would have been enhanced by the establishment of a fully functioning women’s empowerment network, the fact that some of the CSOs (including some umbrella organizations) remain in contact is a good sign. If resources are available, CED might consider supporting this networking with a women’s empowerment newsletter or quarterly meeting, even just a social one, where the women can come together and share progress reports and information. The Ministry of Women also advised that they are working to bring members of their “protection cluster” together to form a network – this might be an alternative way to reunite at least some of the CSOs.



Nevertheless, a large number of people and organizations – from the CSOs to community leaders, representatives of regional and national authorities, school children and media – were mobilized through this project and there is every likelihood that at least some of these will continue to advocate for women’s rights.

This leads to Conclusion (x).

Now that lessons have been learned and seeds have been planted in a number of different forums -- schools, TV and radio audiences, public forums – CED has in fact solid foundations for continuing the activities of this project in a follow-up project that might work in another region of the country, with a different group of CSOs or with the same group for more intensive training, particularly focusing on public outreach including media relations and targeted campaigns.



Public forum

**(vi) UNDEF Value added**

All the materials, including banners and IEC output, carried both the UNDEF emblem and the flag of Japan that provided specifically earmarked funding to this project through UNDEF.

There was particular **value-added for UNDEF** in this project because, in a country where many UN organizations are working on women’s issues and rights more generally, this project came at a time of emerging democratic processes and took advantage of this to orient activities and outcomes to promoting women’s participation in these. UNDEF’s support therefore provided a focus that is not in the mandate of other UN agencies and that was both crucial and timely.

This leads to Conclusion (xi).

## IV. Conclusions

Based on the evaluation findings, the team concludes:

**(i) The project was relevant.** It was well designed, with a number of components – particularly the use of Resource Persons and the inclusion of a media component – that helped it both to empower women in the 20 participating CSOs and beyond. It was also timely, given discussions on a new Constitution and elections announced for 2016.

**(ii) There was insufficient attention to issues of protection for women whose empowerment might put them at risk.** It is a sad reality that, as women become empowered or even make attempts to improve their situation, they may face reprisals at home and in the community.

**(iii) The Ministry of Women should have been involved earlier in the project,** perhaps at design stage, to take advantage of their expertise and data.

**(iv) The project was effective.** The actions planned were carried out and met their targets. There were no superfluous components in the project; each was designed to add value to other parts of the project.

**(v) The budget was underestimated and had to be supplemented with funds from the grantee.** To some extent this was a result of unavoidable factors such as increased costs caused by the security situation, however activities such as research and data collection were under-costed.

**(vi) The project was efficient.** The budget was sensibly allocated and appropriately used to support activities likely to lead to the achievement of objectives.

**(vii) The project is replicable or could be extended to other regions.** In a number of ways, this project broke new ground for those leading the project and participating in it and could be seen almost as a “pilot”. Now that lessons have been learned, it could well be replicated or extended.

**(viii) The project had significant impact on the CSOs that participated,** both at an organizational level and in relation to the individual women involved. Many of those interviewed gave examples of how participation in the project had empowered them in different ways.

**(ix) The project had a less measurable impact on women in broader Somali society** although the seeds of change were sown and there is potential for future impact.

**(x) The project is sustainable to the extent that the CSOs that participated remain engaged and motivated.** There are, however, signs that the CSOs will continue to network informally (and formally if the Ministry of Women succeeds in setting up a network) and will thus have the opportunity to continue to share ideas and acquired skills.

**(xi) There was good value-added for UNDEF** in this project, which filled a gap for empowerment of women in political life at a crucial time in Somalia's history.

## V. Recommendations

**(i) From Conclusion (ii): Always include, in any project that aims to empower women, a component that deals specifically with protection** – for those working on the project as well as those participating. This should be both theoretical (a component of the training) and practical (for example details of a helpline or drop-in centre that women might turn to if they feel that they are at risk of violence). Experience has shown that women's empowerment, if successful, can shift relationships between the women and men in their family and community, or just be perceived to do so. This potentially puts the women at risk of reprisals including violence. Pro-active protection actions, for example those that work with men to change attitudes and behaviours towards women, might also be integrated into a project that primarily focuses on women.

**(ii) From Conclusion (iii): Consider involving the Ministry of Women, and indeed other external stakeholders, at design stage of a project.** In addition to giving access to available data and expertise, this will ensure their participation and support.

**(iii) From Conclusion (v): Always submit a total budget to donors,** indicating those parts of the budget that relate to their specific donation, so that a donor knows the full scope and reach of the project. (This does not mean that a donor's particular reporting format should not also be completed). Donors also prefer to know whether other donors are supporting a project, and who they are.

**(iv) From Conclusion (xi): UNDEF might consider this project as a good practice example** both in terms of its management and implementation and its focus on political empowerment of women at a time of great political change in a country.



## VIII. ANNEXES

### Annex 1: Evaluation questions:

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> <li>Were the objectives of the project in line with the needs and priorities for democratic development, given the context?</li> <li>Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why?</li> <li>Were risks appropriately identified by the project? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?</li> </ul>
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> <li>To what extent have the project's objectives been reached?</li> <li>To what extent was the project implemented as envisaged by the project document? If not, why not?</li> <li>Were the project activities adequate to make progress towards the project objectives?</li> <li>What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?</li> </ul>
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> <li>Was there a reasonable relationship between project inputs and project outputs?</li> <li>Did institutional arrangements promote cost-effectiveness and accountability?</li> <li>Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?</li> </ul>
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> <li>To what extent has the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address?</li> <li>Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative?</li> <li>To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization?</li> <li>Is the project likely to have a catalytic effect? How? Why? Examples?</li> </ul>
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> <li>To what extent has the project established processes and systems that are likely to support continued impact?</li> <li>Are the involved parties willing and able to continue the project activities on their own (where applicable)?</li> </ul>
UNDEF value added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> <li>What was UNDEF able to accomplish, through the project that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.).</li> <li>Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?</li> </ul>

## Annex 2: Documents Reviewed

CED	<i>Why does Somalia need CED's help?</i> <a href="http://www.cedsom.org">www.cedsom.org</a> ; <a href="http://www.cedafrica.org">www.cedafrica.org</a>
CIA	<i>World Factbook 2012: Somalia</i> <a href="http://www.cia.gov/library/publications/the-world-factbook/geos/so.html">www.cia.gov/library/publications/the-world-factbook/geos/so.html</a>
Every Culture	<a href="http://www.everyculture.com/Sa-Th/Somalia.html">www.everyculture.com/Sa-Th/Somalia.html</a>
Human Rights Watch	<i>Somalia 2015 World Report, 2016</i> <a href="http://www.hrw.org/world-report/2016/country-chapters/somalia">www.hrw.org/world-report/2016/country-chapters/somalia</a>
UNDP	<i>Somalia Human Development Report 2012</i>
UNDP	<i>Gender in Somalia: Brief, 2013</i> <a href="http://www.so.undp.org/content/somalia/en/home/.../publication_1.html">www.so.undp.org/content/somalia/en/home/.../publication_1.html</a>
UNICEF	<i>The situation of women and children in Somalia, 2013</i> <a href="http://www.unicef.org/somalia/children.html">www.unicef.org/somalia/children.html</a>
UNWOMEN	<i>Eastern and Southern Africa: Somalia, 2012</i> <a href="http://www.africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/somalia">www.africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/somalia</a>
UDF-SOM-12-505	Project Document
UDF-SOM-12-505	Milestone Verification Report 2
UDF-SOM-12-505	Milestone Verification Report 3
UDF-SOM-12-505	Mid-term Progress Report
UDF-SOM-12-505	Final Narrative Report
UDF-SOM-12-505	Financial Utilization Report (draft)
UDF-SOM-12-505	UNDEF PO Note
CED	Training Manuals (Capacity building for CSOs), June 2014
CED	Baseline survey report for the promotion of women empowerment and rights (POWER) project in Somalia, May 2014
CED	Various project outputs (IEC materials, ToR, etc.)

## Annex 3: People Interviewed

CED staff and consultants	
Abdullahi Ali Hassan	Executive Director
Mohamud Ali Salat	Project Coordinator
Faiza Noor Ali	Project Officer
Abdikadir Abdirahman Mohamed	M&E Officer
Ismahan Yusuf Abukar	Community Mobilizer
Minyu Mugambi	Consultant
CSO partners	
Farhiya Mohamed Kheire	Somali Women Journalist Organization(SWJO)
Aliya Aden Abdi	Inter Community Development Service(INCOMDES)
Fozia Abdulatif	Amal Woman Organization for Development(AWOD)
Saadia Osman Gedi	Saredo Relief Foundation
Halima Ali Mohamed	Guriyasamo
Ruqiya Abdullahi Haji	Coalition for women's grassroots organizations (COGWO)
Farhiya Abdisamad Ahmed	Safe Somali Woman and Children(SSWC)
Aisha Abdi Diini	INCOMDES
Malyun Sheikh Haidar	WOMDU
Aisha Malaq Mahdi	Burfule
Sara Aden Bargan	HAMDI
Suro Mohamud Mohamed	KALSAN org
Leyso Mukhtar Ramadhan	SOWDO
Farhiya Mohmamed Khayr	Somali Women Journalist (SWJ)
Resource Persons and community catalysts	
Suro Mohamud Mohamed	KALSAN, Wadadajir District
Fartun Abdullahi Ali	COBWO, Waber District
Sara Aden Bargan	HAMDI, Wadajir District
Amina Mohamud Omar	SFCC, Waber District
Farhiya Abdullahi Mohamed	SOSYO, Bondere District
Fadumo Osman Dirie	BURFULE, Hamar Weyn District
Leyso Mukhtar Ramadhan	SOWDO, Wadajir District
Sahara Abo Hassan	HAYAN Development Organization
Abdullahi Issack Abukar	Dharkenleey District

Abdirahman Mohamed Hiraabe	Wardhigleey District
Mukhtar Osman Mohamed	Wadajir District
Ahmed Mohamed Sh. Abukar	Kaaraan and Abdulaziz Districts
Osman Mohamed Kudow	Holwadaag District
Abdulahi Sh. Ahmed	Hodan District
Other interviewees	
Abdifatah Maalim Noor	Xurmo Radio, Hodan District
Ismail Isack Aafi	Somali cable TV, Hamarweyne
Farhia Mohamed kheire	Radio Goobjog, Hodan district
Ahmed Isse Guutale	Mustaqbal Radio, Waberi district
Abdishakur Hussein Mohamed	Horn cable TV, Hodan District
Fatuma Mohamed Ali	Ministry of Women – Director, Family development and Child rights development

## Annex 4: Acronyms

CED	Centre for Education and Development
CEDAW	UN Convention on the Elimination of All Forms of Discrimination against Women
CSO	Community Service Organization
DAC	Development Assistance Criteria
FGM	Female Genital Mutilation/Cutting
IDP	Internally Displaced Person
IEC	Information, Education, Communication
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
USD	United States Dollar
WHO	World Health Organization

### Participating CSOs

AWOOD	Amal Women’s Organization for Development
BURFULE	Burfule Women’s Development Organization
COGWO	Coalition for Grassroots Women’s Organizations
GURYASAMO	Guryasamo Organization
HAMDI	Hamdi Organization
HANAD	Somali Women Peace and Ceconciliation
HAYAN	Hayan Development Organization
INCOMDES	Inter-Community Development Service
KALSAN	Kalsan Organization
SASYO	Save Somali Youth Organization
SAWDO	Somali Agricultural Women’s Development Organization
SFCC	Somali Family and Child Care Organization
SNWO	Somali National Women’s Organization
SOCWE	Somali Centre for Women’s Empowerment
SOWJA	Somali Women Journalists Association
SRF	Sareedo Relief Foundation
SSWC	Save Somali Women and Children
SWJ	Somali Women Journalists organization
SWL	Somali Women Lawyers
WOMDU	Women’s Media Development Umbrella