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Acronyms

CHASP	Community Health Accreditation and Standards Programme
CPF	Country Partnership Framework
DAC	Displacement Affected Communities
DSI	Durable Solutions Initiative
EP	Entry Proposal
FAO	Food and Agriculture Organization
FGS	Federal Government of Somalia
GBV	Gender Based Violence
HEAL	One Health Units for Humans, Environment, Animals and Livelihoods
HoA	Horn of Africa
IFC	International Finance Corporation
IDP	Internally Displaced Persons
IGAD	Intergovernmental Authority on Development
IOM	International Organization for Migration
JOHI	Joint One Health Initiative
JPLG	Joint Programme on Local Governance
MPF	World Bank Multi Partner Fund
SDC	Swiss Agency for Development and Cooperation
SGBV	Sexual and Gender Based Violence
SOMREP	Somalia Resilience Programme
UNDP	United Nations Development Programme
VSF	Vétérinaires sans Frontières

1.0 Introduction

This report presents the findings of gender evaluation of the Whole of Government Approach (WOGA), Horn of Africa (HoA) strategy (2018-2021) which has four thematic domains: governance; food security; health; protection and migration. The strategy adopted the approach of gender as a transversal theme. The evaluation was conducted by a senior gender and evaluation specialist. An inception period preceded the main evaluation and a detailed report was completed.

1.1 Purpose, Scope and Objectives of the Evaluation

The principal aim of the gender evaluation has been to assess how far gender has been integrated in the relevant projects and four thematic domains. The evaluation has made recommendations on areas needing attention for the thematic domains to move from a “gender sensitive” towards a “gender transformative” approach as measured along the gender scale. The findings and knowledge generated from the gender evaluation informs the progress and aims at providing critical recommendations for steering, future implementation and monitoring. The scope covered 15 of the SDC flagship projects (See Annex 1) in the HoA covering mainly three countries - Ethiopia, Kenya and Somalia.

The gender evaluation assessed the effectiveness of the HoA thematic domains/related projects in terms of their contributions to the gender results set out in the 2017–2020 Federal Dispatch-See Box 1.

1.2 Methodology

The evaluation benefitted from inputs of the SDC senior management, programme staff and gender focal points throughout the evaluation process. A set of evaluation questions were developed to guide in the interviews - see Annex 2. The guide helped in gathering data for the three key gender evaluation questions which were as follows:

- i. Assess extent and level of gender mainstreaming in each thematic domain using the gender effective score, and give recommendations on how to move forward along the scale.
- ii. Identify and review core gender indicators based on reviewed project documents as well as log frames. This will be based on the existing gender indicators in the projects and also the list of the SDC gender Thematic Reference Indicators (TRI) and gender Aggregated Reference Indicators (ARIs) in order to build a tool that will facilitate the aggregation of gender related results at the office level.
- iii. Assess the overall SDC programme staff “fit-for gender approach” in order to be able to influence/drive a gender transformative agenda with partner organizations. Recommendations on how to enhance staff capacities in that area will be required.

The evaluation relied on multiple sources of primary and secondary data and adopted a mixed-method approach for data analysis, triangulation and validation. Sources and methods of data collection

Box 1: Gender Results Set out in the 2017–2020 Federal Dispatch.

- i) Strengthening and supporting women’s rights and a life free of all forms of sexual and gender-based violence, with a particular focus on fragile and conflict situations, and the protection of Sexual and Reproductive Health and Rights (SRHR).
- ii) Strengthening women’s economic empowerment, with a focus on access to natural resources and land, skills and training, financial services, markets, and income.
- iii) Strengthening and supporting women’s political participation, and gender-responsive approaches in local and national governance and peace & state-building processes.

included; documents review (see Annex 3 for list of documents), evidence from past evaluations by the SDC and implementing partners, a review of relevant literature from the SDC and partner organizations. Primary data were gathered mainly through semi-structured interviews with the SDC staff and implementing partners from Ethiopia, Kenya and Somalia and Ethiopia – see Annex 4 for list of people interviewed.

Standard of Measure: The gender evaluation has used the score on Table 1 section, 2.2.2 as standard measures of progress of the level of gender integration in each thematic domain.

1.3 Limitations

Three important aspects of the scope worth mentioning are:

- i. The focus of the gender evaluation is not on evaluation of the objectives of the total projects/domain areas. It is only focused on the extent to which the gender equality objectives of the projects/domain areas were met, likely to be met or not.
- ii. The scope covered interviews with direct implementing partners of SDC projects and not their beneficiaries.
- iii. The scope does not cover all projects of HoA. 15 flagship projects were identified and were at different stages of programming cycle. This is important for findings on effectiveness as what is found not effective in a specific project in this evaluation, may be found in some projects not covered.

2.0. Key Findings

2.1 SDC Strategic fit for Transformative Gender Results

This section focused on assessment of SDCs Strategic fit for transformative gender results. The gender evaluation investigated core parameters that would contribute to this effectiveness which are: accountability and commitment to create an enabling environment that allows for structural change; capacity building for staff and partners, knowledge and learning; better gender analysis, systematically engaging men and boys as allies and agents of change; financial commitment for gender equality has to increase, in both gender- principal and gender-significant interventions; strategic partnerships and strategic policy dialogue.

Accountability and commitment

There is strong commitment by the SDC to gender equality, which resulted in gender equality becoming one of the seven strategic goals in the 2017–2020 Federal Dispatch. The gender evaluation finds the elevation of gender equality as a transversal principle demonstrates and secures commitment and accountability from senior and middle management but more work needed to secure commitment at some implementing partner’s level.

Senior Management Team have put the gender agenda as a top priority but with scarce resources for training on gender integration. There is mutual reinforcing of gender integration both in programmatic design and results and in institutional systems and processes, including mandatory gender policy marker at entry proposal (EP) phase. There is a system of gender focal points that is linked to global knowledge networking that drives the gender agenda across thematic domains. The SDC seems to take the approach of consistently leveraging the added value of its long-term presence in HoA to tackle deeper structural change. There is evidence that many projects are building on lessons from previous ones. The SDC offices in Nairobi strengthened its in-house commitment by focusing on creating awareness on Sexual and Gender Based Violence. The Ethiopia office did not have a gender issue to champion in 2019 but plans to focus on SGBV.

The SDC stepped up its commitment to gender equality and women's empowerment in the HoA. Key factors of success noted by the gender evaluation include, SDC's strength as an organization with multi-sectoral reach that created opportunity to address gender equality across sectors and an existence of a gender policy (2003) that provides guidance. However, focus on continuous learning on gender integration, monitoring of gender differential results and tracking the gender policy marker during implementation needs to be systematically carried through programming. There is still a gap between the SDC's gender commitments and the effective integration of gender in some SDC projects, though this gap has been reduced over time. There is also a gap among some staff on understanding of institutional commitments and approach to gender equality with some not actually clear what it is. There were some who saw the strategic goal 7 of the dispatch 2017-2020 for the first time when shared by the gender evaluator. It was confirmed that it was shared with all staff and it is their responsibility to pay attention to it.

The gender evaluation found an omission that would otherwise strengthen SDC's commitment and advocacy for gender equality. The Whole of Government Approach (WOGA), Horn of Africa (HoA) strategy (2018-2021)- section on 'Switzerland development policies objective for the region' does not categorically mention upfront at policy level that it will addressing gender inequality and empowerment of women and that gender will be transversal theme. It does not mention that the Switzerland's engagement will be closely aligned with the gender equality policy (2003). Pitching gender at this broad strategy level is important as this strategy is an 'advocacy tool' for programming and policy intension of the SDC. It is in this section where the approach of gender integration across all domains should have been stated as a policy. The SDC gender equality policy and related thematic gender priorities were not known by some implementing partners interviewed. To a large extent, partners relied on their own organisations policies to integrate gender. Although not within the mandate of this evaluation, the gender policy (2003) ideally should be updated to current reality and wave of change in the gender landscape across the globe including SDG priorities.

There is commitment by SDC to ensure the gender policy marker is completed and annexed to Entry Proposals (EP). However, there is notable challenge with the gender policy marker that it represents intentions at the project/outcome design stage and does not link these directly to results achieved. It does not systematically and continuously rate the quality or type of gender results overtime. It implied, once scored 'not targeted' it stays thus for the duration of the project, making it not a true reflection if gender is addressed during implementation, monitoring and evaluation. Monitoring gender results throughout the EP implementation period requires more than merely one off period box-ticking arrangements to be annexed to the EP. All the projects reviewed for this evaluation scored significant and yet during implementation gender results were more visible for others and not all but they remained significant.

Financing for gender equality

Work on gender equality is not cheap and gender-responsive interventions require dedicated and adequate financial resources and efforts. Tracking financial commitment for gender equality in gender-significant projects that were reviewed was not covered in this evaluation but is noted as an important aspect for moving towards gender transformative change. There was no information forthcoming from the implementing partners on resource allocation for gender equality interventions.

Strategic Policy Dialogue

The gender evaluation established that some policy dialogue has been undertaken on gender issues. SDC has been actively pushing for SGBV focus in the Somalia Humanitarian Fund (SHF) and Informal Humanitarian Donor Group (IHDG). In addition there has been increased technical support in the region on SGBV issues through the secondees that SDC supports (2 Regional GBV Specialists). Implementing partners assert that the collective voice of partnerships is needed in a deeply rooted cultural environment and SDC need to push more for reducing gender inequality gaps. Combining policy dialogues with the implementation of projects enhances their effectiveness. Further, documenting where policy dialogue has complimented project results was not often captured in reporting.

Knowledge Management

SDC produced a substantial number of high standard gender related knowledge products and gender technical guidelines/tools, guidance sheets and gender checklists and a considerable amount of awareness-raising material on gender integration in strategies and programme management cycle that is posted on the SDC sharepoint. While some staff were aware of these knowledge products, they limited their use to only what was applicable to their thematic areas and not for broader learning across thematic domains.

Dissemination of gender knowledge products and good practices across domains to ensure that implementing partners have access and benefit to the maximum possible extent was limited. The gender network is a useful platform for sharing knowledge, tools experiences and seeking support from colleagues but exclusively used by SDC gender focal point because other SDC programme staff prefer to engage in their own technical thematic networks. The platform is open to none SDC staff and at least one gender specialist from an implementing partner that was interviewed had made a request to be included in the network to strengthen her capacity to engage on SDC gender work.

It was noted by some staff as well as the evaluator that some of these knowledge products need to be better contextualized to HoA to be effective- for example, the SDC guidelines for integrating gender in migration is only suitable if adapted to HoA situation. It is useful for projects where people voluntarily choose to go for labour migration or a well-planned formal migration. It is not for migrants in constant risk of forced evictions and not for 'protracted displacement'.

The area of knowledge management for gender responsive monitoring required more attention, particularly to document and report on gender responsive programming and ensuring wide outreach on gender differentiated results. Implementing partners admit that they are only aware of gender issues within their projects/domains and less on other projects/domains which limits learning. The SDC gender network and SDC sharepoint are not known by the implementing partners that were interviewed. The SDC at corporate level prepares annual status reports on gender equality and it was noted that so far work on the HoA has not been show-cased. This is because the HoA programme has been in the build-up phase and therefore few gender results were captured as opposed to the projects from other countries/regions that have been ongoing for ten years and over. As will be noted in the achievements section of this report, there are good examples that can be captured in the annual reports.

Gender expertise/capacity of staff and implementing partners

There appears to be an enabling environment for gender integration in both Ethiopia and Kenya offices. However, there was no comprehensive training programme developed to build staff capacity

for gender integration at SDC. Partly because of the reorganisation of SDC being part of Embassy and not having control of funding for such initiatives. The other reason is that gender training has often benefitted the gender focal points, hence training individuals rather than an organisation. Staff look up to the gender focal point for guidance but there is no corporate unit that supports the office other than the gender network which again only the gender focal point is a member.

National Programme Officers (NPOs) and implementers are receiving minimal technical support to integrate gender equality into programmes and to measure results. Most staff and implementing partners identify with the need for capacity on 'how to' gender mainstreaming training to boost their confidence to undertake gender analysis and strategic planning; gender responsive programming, budgeting and implementation. The gender evaluation established that some effort has been made by SDC to address the 'how to' but a lot still needs to be done. For example, SDC held bi-annual gender trainings in the office in 2017 that focused on 'how to integrate gender in the various domains' (all NPOs) and partners were included). In 2019, two trainings were conducted for national programme officers for Nairobi Office on gender based violence (GBV) and gender analysis - both trainings included practical 'how to' for the various domains using current projects.

It emerged that staff are given a chance to identify areas where they require capacity and rarely was training on gender integration preferred over other training choices. Hardly any staff undertook online courses on gender to strengthen learning and improve gender integration in thematic domains/projects. There is no annual learning plan with a budget for gender training. During consultations with staff in both Kenya and Ethiopia, there appeared to be good command and confidence of gender issues by some and not others. However, this does not in any way imply that the ones who had great command of gender issues are the ones whose domains best integrated gender. Interviews with some staff members reveal the gap in 'how to integrate' gender in specific sectors, particularly highly political areas. Capacity for gender integration requires continuous training as new staff also come on board and new topics emerge. Switzerland is making positive progress in recruiting both women and men at senior management level as well as national officer level.

The coordination of SDC's HoA's work on gender equality remained the responsibility of the gender focal points in Kenya and Ethiopia who are also responsible for providing technical guidance and support to staff over and above their core thematic work. Among the implementers, in-house gender expertise was available to limited implementing partners (UNDP, Helvetas, VSF/ILRI, GIZ). There was also existence of gender expertise among two staff of SDC -acquired from elsewhere and through academic experience that the SDC office recognised and encouraged the use of experiences within the domains.

Building on Evidence Based Gender Diagnostics for Programming

The SDC-HoA strategy made attempts to situate gender in the context but there is room for improvements to make future strategies stronger in gender context analysis. SDC is contributing to qualitative evidence generation and gender analysis to inform its programming but there remains a significant capacity deficit for use of sex-disaggregated data and gender analysis to inform results on a routine basis to identify different experiences, roles and relationships in relation results at outputs/outcome level and transformation changes. There is also limited sex-disaggregation of vulnerability, communities, people and disadvantaged groups in reporting results which may compromise the principle of inclusion. Programme staff and partners good understanding of context-specific gender inequalities and gender discrimination is needed if the principles of gender equality are to be systematically incorporated into the SDC's interventions.

Use of gender sensitive evidence-based analysis in design is mixed, with some domains/projects addressing gender analysis in a systematic way throughout the programming cycle and others not at all. At EP and credit proposal phase, there is clear intention that gender analysis/ assessments will be undertaken to inform design of projects. During implementation of projects, gender analysis/assessment was not undertaken in a systematic way to generate differentiated results.

As will be seen in the effectiveness section of each domain, some projects report 'parity' in terms of numbers and percentages without gender analysis of the implications of those numbers that would otherwise show differential impacts on women and men of the interventions in terms of gender roles, relations and any gender transformations. Gender transformative results may be hidden behind 'parity hence the need to develop capacity for a better understanding of what works for gender equality by enriching the evidence base throughout the PMC, particularly a more robust monitoring system that captures change beyond numbers or 'parity'.

Enlisting Men as Agents of Change

To a very large extent the SDC domains/projects focused on improving status of men and women but there is missed opportunity in enlisting men as agents of change for and champions of gender equality. Actively engaging men and boys is a critical factor for transformative change. It could actually be harmful to reinforce the stereotype of women as a vulnerable group and alienate men from making much-needed contributions to achieving gender equality.

The SDC interventions would benefit from involving men and boys in efforts to remove gender-based barriers and strengthen gender results as opposed to women only results except where inequalities are more glaring for women. Activities that aim to include women only as part of the project target group may contribute to practical or temporary results for women but not necessarily to more structural gender changes.

Strategic Partnerships Approach

SDC has leveraged on diverse partnerships to promote gender outcomes and contribute towards closing the gaps between male and male within its four domains. The SDC has established useful strategic and long-term partnerships to deliver results of its projects within which gender equality objectives are expected to be integrated. A number of partnerships in which SDC implemented the projects have made contributions towards closing the gender inequality gaps and empowering women but the magnitude is still small. The level of engagement differed among projects reviewed, with complimentary programming with the United Nations in all thematic domains (except health), World Bank Multi Partner Fund (MPF); international nongovernmental organisations (INGOs) for food security and Health, and academic institutions (Health). None of the SDC direct partnerships had gender equality or women's empowerment as sole mandate of the organisation (i.e. the likes of Ministries of Women and Human rights; /gender Ministries, UN Women, including INGOs).

Partnerships with the private sector are critical to advancing economic opportunities, removing constraints for access to business opportunities and empowering women. One such partnership is the SDC support to International Finance Corporation (IFC) challenge Fund which focuses on durable solutions for refugees and internally Displaced persons (IDPs) in Kakuma refugee camp, Kenya, which is still in nascent stages but with promising potential for successful durable solutions. Dialogue is ongoing for government to ensure that laws, policies and regulatory frameworks open up economic opportunities for refugees and IDPs. The implementing partners interviewed see strength in SDC being

able to leverage its convening power to help connect the efforts by the government and the private sector to overcome these constraints and create economic opportunities that benefit men and women.

Partnership with the Governments – there was no direct contractual partnership engagement between SDC with the national governments for the projects reviewed. Government support was through the UN and MPF supported projects. The implementing partner’s projects less commonly support government gender equality agencies (called ‘national women’s machineries’) and support is generally for specific initiatives rather than ongoing core funding. However, the SDC implementing partners have been strategic and expanded their gender equality support beyond the traditional gender machineries and ensured that several government partners were provided with support in addressing GEWE within the various outcomes/projects. This was strategic as it opened space to interact with the areas normally perceived as “hard to penetrate sectors” (wrongly seen as gender-neutral), like gender mainstreaming with Ministry of local government, Ministries of Water and Irrigation, Ministries of Environment and Natural Resources and Energy and others. It created platforms for partners to look at responsibilities beyond the gender machineries and for INGOs partnerships at country/district level with governments (for example, K-Rapid), but it did come with challenges of inadequate skills and knowledge in gender within these sectors.

Given that SDC has engaged with its own Swiss INGO’s as well as national NGOs, capacity and skills transfer is critical for national NGOs. Through the NGO Consortium, an innovative capacity building approach is emerging that promotes mentorship of INGOs with local NGOs to address gender capacity gaps of local NGOs in Somalia- the ‘Strengthening Gender – Just, Locally Humanitarian Response in Somalia Project (Twinning Project)’. Although it is more on humanitarian work, it emerged during interviews that SDC need to encourage this twinning approach to capacity development within its development work with Swiss INGOs.

There are significant opportunities for SDC to support regional organisations, specifically the IGAD to consider gender equality at high-level dialogues and meetings and to strengthen the capacity of IGAD to integrate gender equality in SDC supported projects. This was a missed opportunity noted in this evaluation.

Partnerships for capacity building, innovation, data, and evidence was forged with academic institution and INGO. SDC partnership with Joint One Health Initiative (JOHI) has led to capacity building with several Masters’ level graduates (both men and women). The interventions are research based but the institution needs to go beyond collecting data for academic excellence to evidenced based gender data informing policy or gender sensitive interventions.

Partnerships at community level- SDC’s implementing partners have made good progress in promoting equal participation of women in a range of areas at community level. Many community development projects promote equality between men and women with a heavy focus on women to ensure no one is left behind.

2.2 Effectiveness of Gender Integration and Domain Specific Recommendations

This section provides an overview of effectiveness of findings across the domains and detailed findings for each domain based on contributions of projects that were reviewed. Specific recommendations for each domain/project are provided within the findings section for ease of reference.

2.2.1 Overview of Effectiveness of Gender Integration

The SDC thematic domains found a balance to address gender equality within gender inclusion/participation in formulation of policies and strategies that focused on creating enabling environment and institutional (systems) strengthening. These have been slow in showing gender results (governance and migration domains) and fall in the scale of performance being satisfactory with some notable changes required to be able to move towards transformative change (see Table 1). The domains in this scale also respond to SDC gender thematic priorities of living lives free from violence and women's political participation which seemed to have less concrete results.

The interventions that were directly targeted to households, communities and pastoralists, women's health seemed to have greatest contributions to gender-related results showing progress on the scale as- good progress with moderate areas of improvement. There have been more gender results emerging in response to strengthening women's economic empowerment, with a focus on access to natural resources and land, skills and training, financial services, markets, and incomes.

The domains/projects that intentionally design and implement activities that address gender inequalities based on understanding of the context seem to contribute best to reducing structural gender inequalities, for example activities designed to change gender norms, such as the acceptance of women's leadership/decision making in cooperatives, village savings and loan groups or district councils.

As will be seen under progress for each domain, there were no rigid, demarcated boundaries among the three dispatch targets. For example, the MPF support for Somalia and the UNDP implemented JPLG projects addressed all three gender thematic targets. Projects rarely tie in with just one target areas and it is normal to assign two or three target areas to any given project.

The SDC mix of regional and country-driven approach allowed for the emphasis within each strategic objective to vary within each country specific situation- health issues in Somalia vs Ethiopia; gender and governance issues specific to Somalia context. The relative importance of the gender issues in the HoA was allowed to address the differences across borders and even within the different regions of the country like in member states in Somalia. The type and level of engagement on gender equality issues also varied according to specific country context.

Factors constraining move towards transformative change

The SDC supported projects have contributed towards gender responsive results in HoA but the limited size and scope of these initiatives limit their perceived relevance as being severely inadequate given the enormity of the issue, the fragile environment and strong cultural issues that impede progress. Key informants emphasised that gender inequality in the HoA is the product of a complex web of forces and cannot be addressed by isolated interventions-more synergy and interconnectedness is needed to contribute towards outcome level gender results. A challenge observed is, how project level gender results can aggregate to sound gender outcome level towards thematic domain level progress. The nature of project level gender specific interventions were more stand-alone and varies and are not interconnected within the domain or even within a country to offer such aggregation which is only possible when assessing an entire outcome and not a specific gender intervention within the domain.

In addition to deeply engrained cultural practices constraining progress, equality is a long-term goal that must be seen as the work of generations. The complexity and long term goal make the

identification and assessment of gender results inherently challenging, particularly over the short term which sometimes is also interrupted by emergencies. An example of the complexity has manifested itself in the on-going constitutional review process.

The SDC approach has been transversal- to integrate gender across development objectives. This had some strengths as well as weaknesses. Where the strategy to integrate gender was developed upfront through gender analysis/assessments, gender results were beginning to emerge. Where it was left to find its own path to transverse (e.g. FAO/IGAD project), opportunities have been lost.

Gender related results require analysis beyond parity to show transformative change, for example how number of women with increased income in livelihoods projects have been able to improve nutrition in the households or voice and agency. Some projects' analysis stops at the biological differences – number of males and percentages of males. In response to the evaluator's question on 'to what extent did your project integrate gender? The term 'gender' was often interpreted to mean women's issues. There was majority response - 'of course in our projects we try to include at least 30 percent women, we try to involve womenamong pastoral communities women are most vulnerable'. This implied that projects approach was gender specific/targeted whether gender analysis was done or not. This was deemed rightly so, in the context of SDC supported projects in the HoA where gender inequalities were found to be more glaring and women were likely to be left behind. In this approach, the domains missed out on opportunities to go in-depth in addressing 'gender' as a socially constructed roles, behaviours, activities and attributes that a given society attributes to men and women.

The SDC interventions achieved a number of gender responsive results, but some were not captured in monitoring and reporting which often was limited to parity (numbers and percentages) and 'on target' or below target without extending the analysis to what changed beyond the numbers. There remains considerable variation in monitoring and reporting and in the achievement of gender equality results in thematic domains. The SDC is supporting some projects within which documenting any gender transformative results could be hidden behind numbers – for example - reports reviewed by the evaluator reveal achievement of MPF as 'MPF portfolio is gender and conflict-sensitive with 75 percent of its projects being flagged for gender'. The gender evaluator did not review any of the 19 MPF projects or was not able to establish which of these directly could be attributed to SDC support and be further analysed for gender differentiated impacts. Attribution or isolating contribution of gender results at outcome level in a multi-partner project is difficult and is not always the intention of such a project with collective response being the most effective approach. SDC was only one of the levers of change in the 'gender flag' but the extent of this change is unknown in this evaluation.

Measuring progress of gender equality results within thematic domains becomes challenging because gender equality is not a discrete sector. As a transversal principle, it is intended that equality be integrated into and measured within the chain of contributions of results from project level to national level indicators of outcomes set in the HoA strategy. In some areas, better attention has been paid to collection of sex disaggregated evidence but tracking gender equality has relied less on qualitative information. A coherent narrative to explain if, where and how the projects/interventions contribute to the higher level of the gender outcomes of the HoA domains remains a challenge, for example where women's income has improved within food security, it is still a challenge to establish whether women are now resilient or other factors are needed to make conclusive assessment. Better gender analysis and integration of the analysis into monitoring and reporting gender differential impact will improve the quality of development outcomes.

Given the sensitive and fragile environment of the HoA, gender analysis during implementation and monitoring of gender results need to also consistently track any gender reversals. Gender-targeted or gender-responsive results have the potential to become transformative and induce transformative shifts. Because underlying power structures are being tackled, there is also the possibility of reversal or backlash. The gender evaluator was not able to find these due to absence of monitoring.

Although formulation of policies, laws and strategies were supported across thematic domains and these have potential to directly change lives of men and women, it was beyond the scope of the gender evaluation to go into the next step of analysis of the extent to which the approved policies, laws and strategies were gender responsive. It is also noted that in supporting development of gender responsive policies, SDC supported projects may not have control of the process and the timing to be able to achieve the outcomes within the projects timeframes. This was noted mostly in governance projects such as the constitution process.

2.2.2 Scoring of Gender Integration in the Domains

The score on Table 1 has been used as standard measures of progress of the level of gender integration in each thematic domain. The Scoring guide takes into account the duration of the projects in the project management cycle, that is, some projects may only be starting while others are on year 1 or 2 or phase 2 from previous cycle but are all expected to contribute to the overall outcomes. It is important to note that programme staff or implementing partners were not made aware at the beginning of their projects that these are the criteria against which they will be scored. The only criteria made upfront was the gender policy marker. The SDC thematic domains are making good progress of integrating gender.

Table 1: Scoring of Domains Based on Scoring Guide

Score	Evaluation Standard	Gender Integration Description	Thematic Domains
1	Very good progress – meeting expectation.	Gender analysis, outputs and gender indicators are substantially meeting or exceeding expectation in integration of GEWE in the domain and related projects from design to implementation and monitoring and evaluation. <i>The project contributed to more equal gender norms and roles</i>	
2	Good progress with moderate areas of improvement	Gender analysis, outputs and gender indicators moderately Meeting or exceeding expectation in integration of GEWE in in the domain and related projects from design to implementation and monitoring and evaluation. <i>The project contributed to more equal access to resources, or decision making power or addressed some specific needs of women with some structural results.</i>	Food Security Health
3	Satisfactory with some notable changes required	Gender analysis, outputs and gender indicators not fully meeting or exceeding expectation in integration of GEWE in the domain and related projects from design to implementation and monitoring and evaluation. <i>The project included men and women in some activities and/or addressed some specific needs of women without achieving more structural results</i>	Governance Migration
4	Serious deficiency with significant changes required	Gender analysis, outputs and gender indicators substantially did not meet expectation – did not integrate GEWE in the domain and related projects from design to implementation and monitoring and evaluation. <i>Project ignored gender issues but without worsening gender norms, roles and relations</i>	

The gender evaluation assessed the effectiveness of gender integration in the domains in terms of the logical flow of extent to which the actions proposed in the projects were informed by the gender analysis/assessments; the effectiveness of the results frameworks and monitoring of gender differentiated transformative results. Gender as a transversal theme seems to get invisibilised at an early stage of the pathway and weakens during monitoring and reporting. Implementing projects without systematic gender analysis may still achieve gender parity results, particularly when it comes to the economic empowerment of women. However, these results are often more by accident than design.

2.2.3 Extent of Gender Integration in Domain of Governance

The gender evaluator reviewed four projects under governance that are all implemented in Somalia. These are: the MPF, the Joint Programme for Local Governance and Service Delivery (JPLG); the inclusive and accountable Governance (support to parliament and support to the Constitution) and support to Somalia NGO consortium.

a) Building on Evidence Based Gender Diagnostics for Programming

Although the HoA strategy (2018-2021) is only a summary document, the domain of governance does not situate gender in the context analysis on how the context issues around accountable institutions, public service delivery and representation of women in federal and local government institutions and participation of women in political processes, disproportionately affect women or men.

At programme level, gender assessments were undertaken to inform development of the World Bank Partnership Framework (CPF). The Bank relied on multiple pre-existing sources of gender assessments rather than undertaking primary data collection. These sources are well documented in the CPF. Gender assessment/gender review was undertaken and informed JPLG III programming. The gender review of JPLG found out that women are not treated on an equal footing with men in human resource practices with regards to recruitment, pay, promotion, access to training and career development despite interventions to improve human resource management and introduce a women-friendly work environment; women are subordinated and excluded from decision-making processes even in senior positions; women fear repercussions from speaking out and they lack confidence; and women lack champions, role models and support networks, including informal women's groups and community women's associations. There was no evidence that gender based needs analysis of the constitution, support to parliament and Somalia NGO consortium projects were undertaken.

b) Effectiveness of Gender Integration in the Results Framework

The HoA - domain of governance has two gender blind outcomes. Concerning outcome 1: Federal, state and local Somali government institutions have started delivering core state functions. The indicators are:

- Indicator 1.1: Supported local authorities which have benefited from increased budget resources: through formula and rule based fiscal transfer schemes; through local tax income and private investments. (ARI GO2 – Budget Resources)
- Indicator 1.2: Number of relevant policies, laws and government management tools (e.g. sector plans, budgets, annual operational and audited financial reports) adopted and implemented.

It is possible to have gender policies and laws as achievements but where they are gender blind or gender discriminatory/unequal, their success remains only on paper. As will be seen later, the Somalia NGO consortium advocated against one such law.

The MPF effectively integrated gender in the results framework with 10 out of 23 gender sensitive indicators identified across the focus areas and each CPF objective. Examples are on female recruitment increased for middle and upper management positions in the civil service in Federal Government of Somalia (FGS) and Puntland; proportion of women of child bearing age (15-59) and children (0-59) months referred to health facilities by female health workers in selected FGS; gender based violence; person days created (of which are women).

There appears to be efforts to integrate gender in portfolios that are deemed “hard to penetrate sectors” (wrongly seen as gender-neutral), like infrastructure, energy, financial governance, power sector, petroleum and domestic revenue mobilisation. The MPF made effort to identify at least one gender sensitive indicator for the infrastructure - People with access to improved roads within a 500m range in Mogadishu & Garowe (number, percent female, percent IDPs) and one for access to renewable energy enabled, as demonstrated by: i) Number of people provided with new or improved energy service (at least 30 percent female). There is no evidence provided in documents reviewed that the domain achieved gender outcome results for these indicators.

The SDC supported projects through inclusive and accountable governance made attempts to include gender sensitive indicators at outcome and output/activity results level for the constitutional support project. The gender sensitive outcome indicator is ‘adoption of a gender-sensitive Federal Constitution. ‘A strategy on public consultations with special focus on marginalised groups (women, IDPs, youth, persons with disabilities) was to be drafted’. A gender neutral outcome indicator for support to parliament is ‘Existence of functional National Parliament.’ The gender results are defined as-one off output/activity level for House of Representatives in each region- output 5.2-No. of regions with youth and women caucus. The Somalia NGO consortium results framework falls short of effectively integrating gender. There were no gender sensitive outcome indicators defined. There are linkages of poor performance of these projects on gender results achievements with the inadequate addressing of gender in the results frameworks.

c) Effectiveness of Gender Results Achieved

The SDC performed well under some of its supported projects under the governance thematic domain. The projects are enhancing women’s voice and agency- promoting participation and decision making of women in local-service delivery, governance structures, notably –local development committees and supported reduction in gender based violence and mitigation of its impacts. The youth and women caucus are platforms for voice and agency. However, support to parliament will only be transformative when those s/elected have their capacity strengthened to have voice and agency to debate bills in parliament.

The governance thematic domain and related projects are implemented within a political environment of the introduction of the 30 percent parliamentary gender quota in Somalia in 2016, which marked a significant and important step towards women’s equal political representation (the Garowe Principles and the political decision by the National Leadership Forum required a minimum of 30 percent seats in both houses of the federal parliament be reserved for women). However, in Somaliland there is no quota for women in place in spite of a concerted campaign in favour of such a system. The gender evaluation was also made aware that gender quotas will not necessarily translate into meaningful

influence and impact for women but it is a starting point rather than an end goal. The Constitutional review process has taken longer than expected with contentious issues to be resolved.

Contributions through Multi Partner Fund (MPF)

MPF is contributing to SDC gender thematic goal - target of 'strengthening women's economic empowerment, with a focus on access to natural resources and land, skills and training, financial services, markets, and income. The SDC relevant gender thematic indicator where change is expected is number of women (men) who gained access to wage employment or entrepreneurship after attending vocational training (due to SDC interventions). However, a number of interventions are still at analysis/assessment or review stage with minimal outcome results.

A recent midterm review of MPF (September, 2019) found out that the MPF outperforms in terms of its integration of gender - that gender considerations are integrated into MPF Portfolio (75 percent of MPF projects with World Bank gender flag). The gender evaluation noted that every year of the MPF reports since 2016, the gender flag is static at 75 percent. The outcome results/impacts are hidden in the '75 percent are flagged for gender sensitivity'. The evaluator was also made to understand that the intention is not to reach 100 percent 'flagged' but it also looks like the intention is to stay at 75 percent flagged. It is important to state upfront that the gender evaluation scope did not include review of the 19 projects financed by MPF and these may unearth more findings on the extent to which the MPF integrated gender equality.

The gender evaluation was made aware that through the MPF project, the World Bank has built and implemented country systems to deliver much more reliable services to pay public servants in all the Federal Members States. However, the Bank's high level engagement with the paid public service, improved budgeting and financial accountability may be successful but evidence was not available to establish the impact on the ground for reducing the gap between men and women. The effectiveness of gender integration can only be known by increasing the proportion of paid women to men in the public service and equity in the pay. A gender review of the JPLG (2017), found out that despite interventions undertaken to improve human resources management, among barriers women face in the public service are: no equality in pay, promotion or career development, and women are not protected from sexual harassment, bullying and GBV in the workplace. JPLG III has integrated the findings of the gender review and the programme has linkages that could offer opportunities for synergies with the MPF. JPLG III will mainstream social inclusion in local government laws and policies, such as human resources management, to increase the presence of women and other excluded groups in paid positions at all levels, and to enhance their ability to work effectively. This finding reinforces the need for further analysis on whether women and men are befitting and there is equity in pay for similar jobs.

Following the mid-term review of the Capacity Injection Project (CIP), the FGS and Puntland agreed to set a higher target on female recruitment. 30 percent of all new recruits must be female, compared to the 20 percent quota set in the beginning of the project. Somali authorities will receive support for the deployment of Female Health Workers from a technical health partner to build the critical systems functions, such as training and reporting. Procurement is underway, with implementation scheduled to begin in January 2020.

The MPF component 4: Project management and coordination in FGS, provides opportunity to track results for gender and equity dimensions of public service pay. The project emphasizes gender equity in recruitment and retention with attention to increase in number of female health workers (FHW)

paid through support to financing FHW contracts, including hiring and deployment of over existing 450 FHWs- within the essential package of health services (EPHS) and by ensuring inclusion of women in all decision-making bodies under the project. The ultimate gender outcome results is to have increased number of female health care workers in place with MPF support and increased number of women and children visited by female health care workers annually with MPF support. This result has been delayed till 2020. The SDC support to Save the Children also reinforces progress on this indicator by addressing EPHS focusing on reproductive, child and maternal health and primary care, to underserved people.

Some other examples of gender integration results are - the MPF is contributing to economic empowerment opportunities for women, in skills training for young women which have been effective. 129 young women were trained in total, and 83 young women have since secured employment (63 percent), whilst others are still searching or have decided to start a family. Through Somali firms that were supported by SBCF, 2,217 jobs were created, of which 634 were women and 1,343 youth.

The MPF is contributing to the SDC thematic goal of 'strengthening and supporting women's rights and a life free of all forms of sexual and gender-based violence, with a particular focus on fragile and conflict situations and the protection of Sexual and Reproductive Health and Rights (SRHR)'. The SDC plans to strengthen this thematic area with a focus on SGBV. Transformative results will call for more financial investment in this aspect and the UN, the World Bank and Somalia NGO consortium also have interest to address SGBV. The World Bank pilot intervention, 'the Somalia GBV Inclusive Community Resilience and GBV Project' aim to increase resilience of vulnerable women through economic empowerment activities as a key mechanism to improve household stability and to minimize exposure to violence, while also addressing underlying gender norms, dynamics and behaviours that perpetuate violence in the home.

The World Bank CPF, is addressing gender based violence (GBV) as a central development challenge. There are opportunities being explored in reducing GBV but they are still pilot stage or the interventions are still at 'intention stage.' The World Bank is taking a strategic approach of engaging the government and wide stakeholders in discussions around the risk of sexual exploitation and abuse (SEA) and mitigation factors in World Bank portfolio and project level risk management. The World Bank will use the CPF as a window of opportunity to introduce or expand measures to identify, mitigate and respond to SEA/GBV risk in the Bank's portfolio. The broader GBV review and programming, offers opportunity to advocate with the FGS and member states for a government-wide sexual harassment, exploitation and abuse policy in Somalia. There exists also opportunity to create synergy with a key output of the UN-supported National Action Plan on Ending Sexual Violence in Conflict, that has been effective in supporting the Sexual Offences Bill that was passed by the Council of Ministers on 30 May 2018 and is now before Parliament.

The Somalia NGO consortium members have been effective in speaking with one voice around the FGS sexual offenses bill and the Somaliland rape and sexual offences bill. The strong voice of appeal to the President by the NGOs led to the signing of the Somaliland rape and sexual offences bill into Act (August 2018). The House of Representatives rejected the Guurti's amendments and approved the bill as its original format after it emerged from civil society advocacy that the amendments were not in the interest of the bill.

Contributions through Inclusive and Accountable Governance

The SDC supported projects through the UN/UNDP are contributing to SDC gender thematic goal of ‘strengthening and supporting women’s political participation, and gender-responsive approaches in local and national governance and peace and state-building processes.’

The evaluation finds inclusive governance faced challenges of achieving concrete gender results in highly political interventions such as the constitutional review support project (CRSP II) where the discussions are pitched on resolving key contentious constitutional and political issues. Challenges are also faced in results for women’s participation in leadership. Women are significantly under-represented (below 30 percent) in federal, member state parliaments and local councils. Despite efforts by SDC supported projects and many other actors’ interventions to effect change, results in 2019 show no significant improvement. The gender evaluation was made aware that only 6 women were elected to the Bosasso district council out of a total of 31 seats (19 percent), while only 2 were elected in Garowe out of 29 councillors (7 percent). Even in more established states like Puntland, the numbers of female councillor’s remains low. A number of documents reviewed show that transforming gender dynamics in Somalia is a long-term game that requires multi-pronged strategies to tackle socio-cultural, institutional and technical barriers to gender equality.

The constitutional process has been a period of negotiations, compromise and public consultations. A recent Somalia women conference held in March, 2019 proposed a women’s charter with basic gender issues of the constitution to help ensure these windows of opportunity are seized. It provided women with an opportunity to develop joint demands for their rights in the constitution, the electoral law and beyond. One right being advocated for is no less than 50 percent of any sex to be represented across the three branches of government, all independent commissions, across all federal member states and all levels of governance, whether in elected or appointed positions.

Through the SDC supported project for parliamentary support, the second Annual Conference of Somali Women’s Parliamentarians was held in Mogadishu in December 2018. The conference brought together women parliamentarians from both Federal Parliament and State Assemblies to leverage their positions as legislators to promote gender-sensitive legal reforms, including advocating for a minimum 30 percent quota for women in electoral and political party laws and in the federal constitution, and to promote women’s political empowerment and enhance their role and participation in public life.

The constitution project supported the Upper House Women Caucus to organize a consultative event regarding the review of first five chapters of Somali draft constitution. The meeting pushed for increase in women representation in the legislative assemblies and to achieve the 30 percent women’s quota to be included into the Somali constitution.

Contributions through the Joint Programme on Local Governance

JPLG III contributes to SDC’s gender thematic goal of ‘strengthening and supporting women’s political participation, and gender-responsive approaches in local and national governance and peace and state-building processes. A key SDC gender reference indicator measured is ‘No. of municipal governments with at least 30 percent representation of women /either sex’ (or percentage of women and men). Programme interventions led to women’s economic empowerment and participation in leadership positions (JPLG) but the extent to which voice and agency has been enhanced still minimal due to unequal gender norms.

JPLG key informants acknowledge that the JPLG I and II dual track approach of gender integration and gender targeted was relevant and responded directly to the acute and important needs of Somali women and men, tackling some of the most recurrent aspects inequalities in representation and participation in decision-making. However, the programmes did not integrate gender to the level that should have yielded greater outcome results. The results frameworks included some gender related indicators. However, gender had a low profile within the Annual Work Plans and there was no coherent strategy for integrating gender into the overall programme approach. Gaps in gender disaggregated data for women persisted, including at the outcome level.

JPLG III has been informed by lessons learned from JPLG I and II a gender assessment (2017) of JPLG and its recommendations have been taken up in design of the programme. The gender evaluation established that JPLG III has adopted both gender integration and gender targeted approach. Gender integration is used in policy reforms, capacity-building and service delivery) and gender targeted outcome 3: Local governments demonstrate improved engagement of citizens, with an emphasis on women and marginalized groups. Gender integration is the responsibility of each participating UN agency for the specific components, with the oversight from the JPLG programme.

Considerable efforts have been made to ensure that policies, regulations and frameworks also reflect gender equality and representation of women. The local government laws for Hirshabelle and Galmudug states were passed by their respective state assembly/cabinet with a 30 percent women's quota. 100 female candidates in the upcoming Puntland and Somaliland elections were trained in launching/managing political campaigns, leadership skills and gender equality advocacy. The extent to which the training increased the number of qualified women in political and public offices is not visible. JPLG support has led women's to voice and agency - one hundred female political aspirants across the three political parties in Somaliland established a network which will enhance their capacity to speak with one voice.

The gender evaluation found that the process of s/election of district council members varies between states, therefore, it will be important that the support to increasing the number of women council members is state and district specific, to provide the right support and sensitization at the right time. Gross inequality between men and women continues in Somalia and more understanding is needed of the cultural, social, economic and political processes that contribute to inequality and injustice. Most recently established district councils of Southwest state, only two women were elected out of a total of 54 councillors in two districts; success is possible through a multi-faceted action to change cultural perceptions and expectations – and to address policies, programmes and processes, that discriminate against women and girls and so perpetuate gender inequality. The recently conducted gender review of JPLG II has highlighted that women who are s/elected at local levels face barriers to getting their voices heard, and in representing the priority needs of their communities.

The NGO Consortium has been effective in providing a platform for different stakeholders to have dialogue but the extent to which gender inequality and women's rights was achieved was limited to advocacy for sexual offences bill and initiating a project for strengthening Gender – Just, Locally Humanitarian Response in Somalia (Twinning Project). The SNC and Oxfam Novib are supporting this movement by planning and implementing activities towards more equitable shift and share power, knowledge, and resources between local, national and international humanitarian actors involved in Somalia's humanitarian response, with a particular focus on supporting women's rights organizations (WROs) and addressing deeply embedded gender inequities. Oxfam Novib who have committed USD 150,000.00 to support the project from November 2018 to October 2020.

d) Where Gender Integration Needs Attention to be Transformative.

The governance domain need to improve on building on evidence based gender diagnostics for implementation of programming for the support to constitution, support to parliament and Somalia NGO consortium projects. The gender analysis should help in advocacy for inclusion of gender equality in the constitution; strengthening gender inclusive parliament and strengthen learning and good practices for gender equality through NGO consortium.

The Results frameworks need to be reviewed to make them gender sensitive, for example, amendment is recommended for indicator 1.2 for the HoA - domain of governance to read 'number of gender responsive relevant policies, laws and government management tools adopted and implemented.' Governance team need to review the gender neutral outcome indicators for support to parliament and the Somalia NGO consortium indicators to include some gender sensitive outcome indicators. As there was no gender analysis at the beginning of the projects, the evaluator was not able to propose gender sensitive indicator for these projects.

The Governance domain needs to contribute more effectively to the SDC gender thematic area of strengthening and supporting women's political participation, and gender-responsive approaches in local and national governance.

- Continue capacity building and advocacy for women representation in federal, member state parliaments and local councils.
- Make considerable efforts to ensure that policies, regulations and frameworks also reflect gender equality and representation of women.
- Address any barriers women face to get their voices heard, and in representing the priority needs of their communities.
- The NGO Consortium to make deliberate effort to include in its platform for different stakeholders dialogue on gender inequality and women's rights issues.

The World Bank's monitoring system captures gender integration at the design stage (75 percent gender flagged). However, because the assessment and rating are ex ante, the system needs to adequately reflect what happens in practice with regard to quality of implementation and impact of the MPF. The MPF need to build on and expand the emphasis with more targeted focus on strengthening the logical chain across dimensions that include analysis, actions and indicators in results frameworks.

The proposed GBV review by the World Bank is very strong in intension to provide support to survivors. However, the review needs to propose assessment of mechanisms to deal with perpetrators, particularly those working on Bank portfolio projects. It also needs to cover how to engage men and boys in GBV intervention. This is important as gender norms that exacerbate GBV are located in communities and are part of gender relations.

Constitutional change is challenging and implementing partner needs to strengthen the collective voice from citizens to have the gender issues taken on board. The UNDP should focus on inclusion of citizens' voices as the constitution now moves to federal member states (FMS) level to seek views. Supporting the voices of Somali women who have long been excluded from the political process in Somalia, is essential to ensuring the development of a constitution that reflects their views and needs. Forging partnerships with women's networks across the FMS level will be an asset. It is also important to marshal the voices of male advocates and champions including religious leaders to advocate for

gender issues to be included. All actors need to be aware of powerful messages of the gender issues of the constitution and be supported to use them in negotiating the gender responsive constitution.

JPLG III will need to continue, and expand, a gender equality programming that is based on an understanding of the cultural, social, economic and political processes that contribute to inequality and injustice. There is a need for multi-faceted action to change cultural perceptions and expectations – and to address policies, programmes and processes, that discriminate against women and girls and so perpetuate gender inequality. JPLG III need to support existing and emerging women leaders in strengthening their voice within, access to and engagement with, local governments through the establishment of a network of ‘Women in Local Government’, comprised of elected female councillors and women recruited into local administrations, who can share experiences, amplify each other’s voices and partner with civil society organizations to advocate for gender equality in local government.

There is a need to build more inclusive government institutions by introducing quotas at multiple levels of government (in particular within the civil service and within local level government), as well as supporting merit-based recruitment and promotion.

SDC should strengthen its support to life free of all forms of sexual and gender-based violence. This should be two pronged approach - that SDC should address SGBV as standalone SGBV programme incorporating response interventions, prevention interventions or both and also as transversal across relevant programmes such as health, governance, IDPs, refugee assistance and economic empowerment. To best design and implement SGBV programme, significant and dedicated resources must be made available combined with analytical work to build the evidence base.

2.2.4 Extent of Gender Integration in Domain of Food Security.

The gender evaluator reviewed six projects under food security. These are: IGAD/FAO partnership programme on resilience building (regional coverage); K-Rapid: Kenya Resilient Arid Lands Partnerships for Integrated Development (Kenya project); Somalia Resilience Programme (Somalia project); FAO - Somalia Information and Resilience Building Action (Somalia project); Natural Resources Management (NRM) in Borena (Ethiopia project) and Sustainable Drought Resilience-Somali Region (Ethiopia project).

a) Building on Evidence Based Gender Diagnostics for Programming

Food security domain made attempts to consistently build on strong diagnostics of what the relevant gender gaps are, why they persist and proposed what will be required to close them. A number of diverse methods were adopted to generate gender based evidence that included either gender analysis, gender assessments, vulnerability assessments, community conversations/engagements, value chain analysis, baseline assessments or case studies. However, some projects under the domain did not systematically capture and translate gender assessment/analysis data and evidence into implementation.

While the value chain analysis was a useful approach in identifying entry point for interventions, in some cases, the value chain did not consider integrating gender-sensitive analysis of the value chain that includes identification of the gender-based constraints (GBCs), their consequences on the value chain and potential actions to address them to strengthen women’s/men’s opportunities for economic empowerment. This was noted in the project - Strengthening Drought Resilience in the Somali Region where interventions were not informed by comprehensive gender analysis or assessment. However, the project conducted some studies that were intervention specific to assess the potential of six value chains. Out of these, the milk (cattle and camel) and fodder value chains were supported.

The project for Somalia Information and Resilience Building Action (SIRA) conducted a very comprehensive gender analysis of the Livestock chain in Awdal Region of Somaliland that has informed the design of SIRA project. The gender evaluation has established that the findings have informed the current log-frame development. A gender assessment conducted in Borama indicated that women are involved in small scale trading of fodder in rural and urban centres where they earn about USD 3-6 daily. Most are opportunistic producers harvesting fodder from natural rangelands as well as buying small quantities for retail. In addition, Community Consultation Report has been completed.

There is preference for comprehensive assessment or baseline for the projects that integrates gender rather than gender analysis done as stand-alone. This is found to be more transversal and cost effective by the implementing partners (e.g. Helvetas for NRM Ethiopia, VSF Ethiopia). The project - Sustainable Natural Resources Management (NRM) for Enhanced Pastoralist Food Security in the Borana Zone, Ethiopia conducted a baseline for the NRM that integrated gender dimensions, ranked activities to be implemented, identified intervention sites and subsequently informed development of appropriate gender responsive results. The baseline took into account the differential impacts on men and women in setting priorities in NRM.

The project Kenya Resilient Arid Lands Partnerships for Integrated Development (K-Rapid) conducted a gender assessment that informed the priority interventions. K-Rapid gender sensitive interventions are: i) reduce gender disparities in access to, control over and attain benefit from resources, wealth, opportunities, and services; ii) to reduce gender-based violence and mitigate its harmful effects on individuals and communities; iii) and increase the capacity of women and girls to realize their rights, determine their life outcomes and influence decision-making in households, communities and societies.

The Somalia Resilience Programme (SOMREP), completed a gender-sensitive Climate Vulnerability and Capacity Assessment (G-CVCA) in December 2018. The study recommended locally appropriate and gender-sensitive climate-change adaptation activities to ensure optimal engagement and benefits to women, men, boys, and girls. Documents reviewed show intention to conduct gender assessment but it was not undertaken. The implementing partners planned for gender analysis of the value chains to be conducted to provide in-depth understanding of which activities will be most suitable and beneficial to women and men. The Project proposed to use participatory risk mapping. Vulnerability analysis tools will be employed to ensure communities' participation throughout the programme cycle.

The IGAD-FAO project recognised upfront the importance of a comprehensive gender risk assessment to be done at the beginning but it was not done. There was intention for gender mainstreaming and targeted efforts for participation of women to be ensured at all stages of community level work but this has not been the case due to lack of gender assessment. There was intention for community investment grant modality to include a special window for financing women and youth targeted or led interventions but the evaluation does not find evidence of this.

One of the IGAD-FAO programme objectives is improved evidence-based analysis and information feed into investment decisions: this component will focus on cross-border baseline establishment through resilience analysis, mapping of shared resources and institution, coordination and information sharing. The programme completed resilience, conflict, natural resources and food security baseline analyses in the target areas. The resilience baseline analyses were conducted using the RIMA approach to form a baseline for the evaluation of the effectiveness of the partnership programme. The tools applied were not explicit on gender implications. The results highlighted key issues requiring joint actions in the cross border areas but the baseline does not identify relevant

gender patterns in the field of intervention or give information about gender inequalities in access to resources, roles, needs, and control over assets. In addition, the project undertook policy review with a focus on identifying existing and ongoing policy processes for inclusion of community priorities and opportunities for policy harmonization in the region.

The community action plans were developed through community consultations with a strong participatory community-managed disaster risk reduction (CMDRR) approach, a methodology that assesses local capacities, vulnerabilities, challenges, coping strategies and gaps which determine the community's key priorities. During implementation and reporting the weakness of inadequate integration of gender has been noted and the programme has been trying to enforce commitment. The next round of investments are due in December 2019 and will be assessed on gender priorities. However, no gender guidance is being provided to strengthen the proposals.

b) Effectiveness of Gender Integration in the Results Framework

The gender evaluation finds good progress in identification of some gender responsive indicators to track results in the results frameworks for the SDC- HoA food security domain and most of the projects reviewed. In some of them, failure to link indicators to gender analysis/assessments undertaken impacted on the extent to which results of the indicators were defined (for example, the IGAD-FAO programme). A number of outcomes and indicators are expected to show change at community or household level which is positive approach and can provide gender analysis of household perspective during implementation and reporting. Men and women are bound by socio-culturally defined intra-household roles and relationships as well as societal roles and expectations at communities level that need to be captured at this level to bring out gender transformative change. The evaluation finds weakness in this level of household gender relations and roles analysis in determining achievements.

The SDC-HoA Strategy- Food Security Results Framework - The gender specific context is notably missing under food security-other than mention of women and children suffering most from drought. An analysis of the gender inequality concerns for access of (agro-) pastoralists to relevant services and resources or for sustainable management of water and rangeland, should be the basis to determine the indicators. However, the outcome indicators are all disaggregated by sex (number of men and women) and include a gender targeted indicator.

The Project for 'Strengthening Drought Resilience in the Somali Region' defined the outcome 1 and its indicators as 'gender sensitive.....' By adding 'gender sensitive' to outcomes or indicators the project needed to have systematic logic to define 'gender sensitive' results of the project during monitoring and evaluation. While the project achieved some results, a number of these were not gender differentiated to show whether anyone gender was being left behind in access to natural resources rehabilitation and management and the impact on relations between men and women. The key message is that using the word gender sensitive was not often broken down into differentiated benefits or opportunities for men and women. In contrast, outcome 2 revealed gender sensitive results in subsequent results achieved.

The project for 'Sustainable Natural Resources Management (NRM) for Enhanced Pastoralist Food Security in the Borana Zone, Ethiopia' was effective in developing some gender responsive outcomes and indicators that laid the foundation for subsequent results. A standalone gender targeted outcome addressed gender specific interventions - Outcome 2: Pastoralist women incomes are increased while diversifying their livelihoods and – indicator: number of women group members who earn additional average cash income of Birr 9,000 annually.

The IGAD-FAO Partnership Programme on Building Resilience for (Agro-) Pastoralist Communities: Although communities and households are seen as gender neutral entry points, it is strategic to focus outcomes on communities, households as this offers opportunity to analyse gender relations transforming at these levels. All the four outcomes do not show gender disaggregated household results to form the basis for such transformative gender analysis. This makes it difficult to show differentiated results as is the case in the final report of this programme where the only differentiated impacts for men and women was the number of women and men who were at the farmer school in Kenya. There were no other gender differentiated results reported. It also makes it difficult to assess opportunities for transformative change in gender relations, roles, decision making, and access to resources- whether men and women got equal access to community owned land for fodder, men production. Relevant gender patterns in the field of interventions were not adequately identified and accounted for in programme design and the results framework.

The IGAD-FAO Partnership Programme (PP) on Building Resilience for (Agro-) Pastoralist Communities - The Results framework derives from weakness of not undertaking gender sensitive assessments at the design stage to inform the indicators development. There are four gender blind outcomes and no gender sensitive indicators. This has implications for absence of gender responsive/transformational results.

The Kenya Resilient Arid Lands Partnerships for Integrated Development (K-Rapid) identified national level indicators for outcome that it is not likely to have control over: Example, outcome: Improved county operational capacity in the WASH and livestock sectors to be measured by indicators: Public expenditure on drinking water and sanitation as a percentage of national land county budget. The project document is systematic in disaggregation of data by Age, gender and diversity (AGD) in context, results and activities. Women and girls play a major role in management of watersheds, pasturelands and other natural resources because of their roles in provision of water and wood fuel in the households.

The project proposed to measure the levels of empowerment of girls and women using gender indicators such as women's participation in leadership, levels of household income controlled by women, perceived levels of shared roles and decision making, levels of social and physical mobility of women, perceived levels of domestic violence and early marriage in communities, and levels of self-mobilization and organization by women, girls' participation in school during all seasons and across livelihood groups.

The FAO – Somalia Information and Resilience Building Action (SIRA) - gender is not integrated at outcome level but substantively integrated at output level.

Where attention is needed to move towards transformative change

Consider integrating gender-sensitive analysis of the value chain that includes identification of the gender-based constraints (GBCs) in all the value chain analysis undertaken as a useful approach in identifying entry point for gender sensitive interventions.

The Somalia Resilience Programme (SOMREP) needs to undertake the planned gender analysis of the value chains and participatory risk mapping to provide in-depth understanding of which activities will be most suitable and beneficial to women and men.

The IGAD-FAO project needs to undertake a gender assessment/analysis and use this to improve its results framework and gender sensitive implementation and monitoring. This is important because the baseline undertaken for the evaluation of the effectiveness of the partnership programme applied tools that were not explicit on gender implications. Although the community action plans were

developed through community consultations with a strong participatory community-managed disaster risk reduction (CMDRR) approach, during implementation and reporting the weakness of inadequate integration of gender has been noted.

The gender evaluation proposes a slight amendment to indicator for outcome 1 for the project for 'Strengthening Drought Resilience in the Somali Region' - to read 'situation-adapted, conflict sensitive natural resources rehabilitation and management approaches and technologies that differentiate impacts on women and men, are validated and comply with quality criteria for upscaling'.

Some suggestion are made below for improvement on the SIRA project indicators:

- Outcome 1:1 Household incomes are enhanced from the sale of fodder (percent).The indicator for this outcome seems misplaced 'Increased Dietary Diversity' An indicator that relates to percent increase in diversified income with differential impact on men and women' could be considered.
- Indicator on - Number of women in leadership positions in producer groups - The evaluation suggests amendment to this to read- Number of women in leadership positions in trading groups or distribution groups.
- An indicator is needed to measure women's equal access to fodder markets.
- Indicator -Fodder Policy and Strategy developed- the evaluation suggests amendment to read' gender sensitive Fodder Policy and Strategy developed'
- Outcome 2- indicator 2.1 could add 'Disaggregate how many men and women regularly receive weather forecast, weather information'. This is necessary because men and women may have different abilities to access and use new information, opportunities and improved technologies. These differences may lead them to have different priorities regarding investments in the adoption of new practices and technologies.

The SIRA project may consider use FAO's 'guidelines for developing gender sensitive value chains' which is available in FAO website, would add value and identify gender based constraints analysis and actions to address the constraints along the fodder value chain from production- packaging-distribution and marketing. The gender value chain will help identify the role of men and women in the household. Women may be working more in production level but get invisible by the time of distribution- effective linkage with buyers/sellers is needed. The project needs to address gender based constraints in power relations of the actors including buyers.

The SIRA capacity building for women in the fodder chain is well planned but should also be linked to gender based constraints along the value chain. The documents state that 'capacity training will be an all-inclusive process with at least 30 percent being women-led households participating. Are the women-led household those in the fodder value chain? It further positively focuses training to fodder traders training in governance, business development skills including financial management among others to attract and maintain women active membership and increased market space in the fodder trade for overall improvement in livelihoods.

The SIRA project should put in place mechanisms to encourage women to participate beyond just numbers above 50 percent but also to increase participation in management of cooperatives societies and of women leadership in fodder trader associations (it was noted that sometimes they may ask men to lead due to literacy issues). The project states that women's membership in fodder producer associations will be greater than 50 percent.

The SIRA activities relating to cooperatives do not indicate how savings will be mobilised to pay loans or whether the intervention is only ‘disbursement of loans targeting fodder cooperatives and women trader associations’

The SIRA project will have provision of a short messaging system (SMS) market information platform. It would add value to disaggregate how many men and women regularly receive weather forecast, weather information and agrometeorological information and use the information for social economic activities such as fodder production and livestock keeping. What is not clear is how the information reached the poorest women who normally would not have cell phone. This data platform will inform traders of fodder production available for sale and producers of market demand for fodder. An assumption is made that all women fodder traders will have cell-phone IF not, the project ought to state how the gap is to be met.

c) Effectiveness of Gender Results Achieved

The interventions implemented through the food security domain have strategic alignment to and contribute to the SDC gender thematic priorities as set out in the Dispatch 2017-20 and the Federal Department of Foreign Affairs (FDFA) Gender Equality Strategy- See Box 2. In addition, they contributed to the SDC-HoA food security indicators, in particular- ‘number of women benefiting from women economic empowerment in terms of productive assets and access to markets’. It is however, noted that the SDC-HoA strategy, in its lines of intervention, did not include economic empowerment of women and yet this formed the core of its contributions to reducing the gaps in gender inequality.

The interventions have contributed to women’s ownership and confidence in undertaking viable economic interventions in a tangible manner and proved that access to financial services are key enablers of asset ownership (e.g. livestock, shops). However, the scale is still small and emerging and differential impacts on men and women not systematically captured. Critical gaps persist in economic opportunities as well as in voice and agency of women. The domain is increasing the resilience of vulnerable populations to multiple risks through improved livelihoods and economic opportunities, targeting support towards women.

Box 2: SDC Gender Thematic Priorities and reference indicators

Strategic goal 7 of the Dispatch 2017-20 focus on three gender thematic areas, one of which is: Target 7.2. Strengthening women’s economic empowerment, with a focus on access to natural resources and land, skills and training, financial services, markets, and income.

Gender Reference Indicators for monitoring are:

- No. of persons (m/f) that have established secure access to land (individual, collective, customary) (due to SDC interventions)
- No. of women (men) with increased income in agriculture, wage employment or entrepreneurship (due to SDC interventions)
- No. of women (men) who gained access to wage employment or entrepreneurship after attending vocational training (due to SDC interventions)
- No. of persons (m/f) accessing a formal financial service (savings, insurance, loan, leasing, payment and transfer service, bank account) (due to SDC interventions)
- Average no. of hours of unpaid domestic chores and care work reduced per day for women (and men) (i.e. due to SDC intervention)

All the gender assessments and analyses have put female at a disadvantage whether it was for access to natural resources, income, assets etc. Based on the strong diagnostic evidence, the food security domain adopted both gender integration and gender specific/targeted approach with specific focus on improving household food security and building resilience. The key levers of change have been through strengthening women's economic empowerment in access to natural resources – female access to community owned land, skills and training, financial services through village savings and loan/cooperative savings and credit associations, access to markets and income. There is evidence that food security domain addressed some gender barriers related to gender roles – women's time and labour-through collective responsibilities offered by being in cooperatives or women groups. The village savings and loan (VSL) approach implemented by SOMREP operates in 19 districts with 356 VSLs comprised of 20-25 women members.

Members of women groups increased their income through milk value chain enterprise and some are reported to have used income earned to open up shops (Somali Region, Ethiopia). Through the project Strengthening Drought Resilience in the Somali Region, a standalone gender outcome with gender responsive indicators was developed. Through a value chain assessment, women in Somali region, were identified as the key players in the milk value chain and intervention developed. Specific strategies are noted in this project that were effective in contributing to success in the value chain:

- Strengthened women's participation in cooperatives and producer groups as a way to facilitate their interaction with buyers and transporters.
- Empowering women with targeted training and women's access to food safety and quality control tools to ensure hygiene and food safety for consumers' health and possible nutrition improvement. Provision of shade structures and solar powered refrigerated coolers at collection points ensured safety quality control and collective transport to market reduced costs (by how much is not available)
- Through formation of cooperatives, the project facilitated women's access to collective labour and time saving platform and; tailored financial services in form of savings and credit that responded to their entrepreneurial/milk chain needs and diversification of business needs.
- Enhancing women's capacities by strengthening their business development skills and literacy classes.
- The evaluation was informed that the project had a greater gender impact because of women's traditional role in dairy production and their interest in becoming more engaged.
- Membership in cooperatives of women groups or village saving and loan groups serve as an important platform for amplifying women's voice. Such groups are important platforms for communication and learning among women and improving their business opportunities. It is also suggested that women became more confident to speak out in their households and in front of meetings attended by men and village leaders.

Where attention is needed to move towards transformative change.

The evaluator did not have opportunities to meet with the women but the following are issues that need to be addressed adequately for project 'Drought Resilience in the Somali Region' and could contribute to transformative changes.

- Clearly work out and track how much the average monthly income from milk sales increased by? The extent to which income actually increased given the expenses deducted along the value chain needed to be captured and monthly or annual income documented. The linkage between these actions and effect on increased incomes of the women need to be established based on actual sales at the end of the chain where spoilage could also occur.
- Need to monitor and document that average daily household production increased by upto what percent, and milk prices received by farmers increased from the baseline to what percent.

- The project needs to document the extent to which the milk chain led to food security aspect of increased nutrition for children due to milk consumption.

Box 3: Having Agency and Voice
Story of Ms Loko Boru Watto - 36-year-old woman who is living in Borana zone, Miyo district, Baha Kebele, Ethiopia

Previously, Loko entirely depended on her husband they used to have four cows and two calves that were all lost during 2011/12 drought. Loko joined Kayo Dhaka Kalla saving and credit cooperative society. After the support of NRM-Borana project, Loko has managed to get loan access three times amounting 7,000.00, 8,000.00 & 10, 000.00 ETB respectively and engaged in various income gaining activities such as petty trading, poultry production in addition to buying of goats and cattle during stress period and selling when prices are good. Her household now has a total of ten (10) heads of cattle and 26 goats. Loko said, *'having these number of livestock has given me better position both within the household and community level and decision making power within the household, with more acceptance from her husband'*. She is taken as a woman role model. In the future, Loko plans to sell four bulls to help construct a corrugated iron sheet house in the Miyo woreda Hidi-loloa town to accumulate permanent asset. Again, she continues on supporting her children to attend school.
Source: From case study documented by Helvetas and provided to the gender evaluator)

- improve women's access to markets not only through established collection points but also women's negotiation skills to strengthen their bargaining power position vis-à-vis any male members in collection centres and market points; and
- Increase women's access to information and communication technology so as to improve their access to market information and their relationship with suppliers and clients.
- Strengthen how the 7 milk selling co-operatives play a role in helping women gain advice, form partnerships with transporters and buyers to access markets, secure financing and how the cooperative offers a wide range of training and counselling services for the promotion of business-oriented milk chain. Ensure that participation in cooperative societies and literacy classes does not add to the work burden of men and women.
- In addition to quality control at collection points, quality improvement through feed production or suppliers may need attention.
- The project needs to assess the impact of new practices on the time use of women, men, boys and girls to avoid adding to their workload. Pay attention to how gender relations have changed at household level due to women's increased income, demand for women's time to attend literacy classes or whether some women were engaging men and boys to support their role in the value chain such as taking milk to collection centres or taking care of household chores (care-giving) while women are engaged in the value chain.

The SDC support is enabling removing of constraints to economic activities and increasing women's participation in income-earning opportunities and access to productive assets - through financial inclusion - strengthening village savings and loan groups and the existing cooperatives (savings and credit) to increase women's income opportunities and entrepreneurship development (example in Box 3).

The evaluation was made aware that strong foundations have been laid for women rural savings and credit associations/village savings group's to generate income with some spill over effects that saw expansion of petty trade businesses beyond the intended project interventions. The cooperatives have reinforced social cohesion, governance and sharing of responsibilities.

Women's capacity was enhanced in the management and leadership of cooperatives that saw some

cooperatives increase access to the loan size from average of 3000-4000 to 7,000- 10,000.00 ETB (10 cooperatives by NRM-Borana project).

Women engage in various income earning enterprises such as petty trading, poultry production in addition to buying of goats and cattle during stress period, and selling when prices are good. Many women are achieving greater degrees of voice and participation in decision-making processes in deciding which item/livestock to be sold by the household. Even at a community level women are increasingly playing a more public role.

The factors that contributed to success include - women are trained on technical matters related to crop, horticulture, fodder and livestock production; women groups are provided with suitable access to community owned land for producing high value crops and fodder; selected women groups are trained in business planning, financial management and cooperative development. Some implementing partners like SOMREP undertake annual resilience studies to monitor progress of Village savings and loan approach. The impeding factors to success continue to be the cultural and social norms that area context specific.

Where attention is needed to move towards transformative change.

- In the NRM and SOMREP interventions, there is potential to expand interventions that create opportunities for individuals to actively challenge gender norms, promote positions of social influence for women in communities, and address power inequities between persons of different genders.
- The projects need to track, analyse and report on the implications for changed gender relations in the household of building women's agency (knowledge, skills, and capacities), additional income by women in the household and gender implications of expanded space for women to go socialise in cooperatives/village savings and loans and businesses and increase in their access to decision-making within the household needed to be captured during monitoring. Monitoring and documenting these aspects will help in understanding transformative gender changes brought about by the projects.
- Although key informants indicate that women are engaged in diversification of enterprises as source of additional income and sources of loan repayment, further monitoring is needed to ensure that women who access credit to purchase livestock do not sell all of it back at a loss to pay back the loan. At a minimum the loan should not increase household burden and reduce any assets for reason that they have been used in loan repayment.
- Include evidence of changes in women's control over income (their own earnings from business or labour) - Data to show coping strategies they use to negotiate control and effects. In addition to diversifying their sources of income, it is reported that household asset values increased but it was not possible to establish by how much unless systematic monitoring and reporting captures this transformative change.
- Capture male engagement in the projects- as women acquire more livestock through purchase and engage in more enterprises, the engagement of men in the process and dynamics of gender relations and decision making need to be captured and documented.
- The cooperatives and village savings and loan intervention are proving to be successful and need to be upscaled but maintain the factors that contributed to success and minimise possibility of defaulters to keep the line of credit secure and sustainable.
- Achieving increased income has to be strategic and framed within a broader rapid assessment of markets to strengthen market linkages for the women enterprises based on production of what would likely be on high demand, study possible risks that perishable agricultural produce are exposed to and integrate marketing and value addition into the design. A clear plan for value addition and marketing is required at the beginning of the project.

Access to natural resources has been improved among communities with gender specific benefits in increased production of food crops and fodder for animals.

The communities in Borana region, Somali region, Ethiopia and Mandera, Kenya are reported to have increased production of food crops and fodder through onsite and knowledge exchange skills training. The benefits were not analysed for gender differential impacts but some gender targeted benefits accruing to women have been reported and impact of these benefits on changed relations between men and women is not captured.

One of major natural resources rehabilitation tools/ measure used by GIZ-SDR, Ethiopia to address natural resources challenges is a technology adopted from West Africa Sahel area that is called “Water Spreading Weirs” (WSWs). It is a technology that conserves soil by utilizing flood water which were otherwise destructive. The land is levelled and suitable for livelihood enhancement via productive use of rehabilitated land. The farmers (male and female) are reported to have successfully used the land for crop production and fodder production in the Somali region. The method attracted the government who wants to use the Productive Safety Net Programme (PSNP) fund which operates in 46 districts of the region to construct 100 weirs as a show case, so that it is upscaled.

Access of women to communal land has been negotiated and enabled women to engage in food crop and fodder production (Mandera, Kenya, Borena and Somali region). Success was noted in Mandera, Kenya, where the SDC supported projects through FAO and IGAD partnership led to establishment of 10 Agro Pastoral Field Schools (A/PFS) composed of a total 250 (161 male and 89 female) farmers. The strategy of training, access to finance (Grants) and fodder/maize/tomato production led to women being able to produce, store and sell hay bales and are, therefore, no longer dependent on men for most of their upkeep. Community knowledge and skills in farming as business improved.

The fodder production in Somali region and the woodlot production were not successful. The NRM project made progress in access to natural resource-female access to community owned land – women were allocated 1 Ha for production. The weakness of not building on a gender sensitive value chain analysis emerged during implementation of the fodder value chain which was abandoned for production of onions due to overproduction of fodder with no access to markets. The project in Borana has made decision to downscale outreach from original plan of reaching 1200 women to work only with 3 groups 60 women already formed.

The SDR project, woodlot intervention suffered similar weakness due to ecological misplacement and lack of comprehensive gender sensitive value chain. While the gender evaluation was made aware that women economic interventions, particularly support to RUSACCOs and literacy activities responded to the needs of the communities. It was also found out that the woodlot and women group farming interventions were not informed by gender sensitive value chain analysis/assessment of the context that led to their being ecologically irrelevant to the local context. This has negative implications on returns from investments in labor, time, money and seeds. Furthermore the gestation period to maturity of the trees before women can access income is long. There was no gender sensitive value chain assessment to determine access to market for timber at the end of the production. The intervention needed to be chosen not only because women needed to be the target but also taking into account the increasing demand for woodlot in the project area.

Through the project for sustainable Natural Resources Management (NRM) for Enhanced Pastoralist Food Security in the Borana Zone, Ethiopia, solar water pump has been installed in a community that reduced the workload and time of accessing water with both women and men benefiting. Previously there were long queuing time for the women to access water for domestic use and men to water for livestock. Safety and protection has been enhanced by reducing the risk of falling into ella.

Somalia Resilience Programme (SOMREP)-The Mid-term evaluation of the SOMREP programme is a good example of the importance of understanding the context did not have any recommendations on reducing gender inequality gaps. The data collection tool was very well designed to get information by age, gender and livelihoods but the information was not forthcoming from interviewees Phase II does not systematically integrate gender in objectives.

K-Rapid: Kenya Resilient Arid Lands Partnerships for Integrated Development-Improvements in infrastructure- water and sanitation- should be linked to the role in mitigating important constraints on women's time and physical mobility - how it frees up time for women to participate in group activities such as village savings and loan, home production of food, (WMC) - where they form at least one third of the membership of these committees.

Where attention is needed to move towards transformative change.

- An assessment of the fodder and woodlot value chain need to be documented for learning lessons that can inform several other SDC supported projects in fodder value chain enterprise.
- Ensure that interventions reduce work load for men and women -Labour-saving technologies.

Specific to K-Rapid

- Strengthen collection of sex disaggregated data in all programme interventions
- Evaluate changes in behaviours and transformations in gender relation among programme participants through effective monitoring
- Ensure that the programme has a gendered Theory of Change with specific gender goals, objectives and indicators informed by a gender analysis.
- Ensure that gender training is integrated into the life of the project.

2.2.5 Extent of Gender Integration in Domain of Health

The gender evaluator reviewed three projects under health domain. These are: Community Health and Social Accountability Programme (Somalia project); One Health Units for Humans, Environment, Animals and Livelihoods (regional); and Joint One Health Initiative (Ethiopia project).

a) Building on Evidence Based Gender Diagnostics for Programming

The SDC supported One Health Units for Humans, Environment, Animals and Livelihoods (HEAL) is innovative and strategic in responding to acute needs of women and men in the pastoral areas. The programmes supported have focused on generating evidence based gender sensitive data for programming and possible policy contributions.

HEAL is a regional project covering the arid/semi-arid parts of HoA, namely Northern Kenya, Somalia and East Ethiopia. The project is at Entry Proposal phase. HEAL aims at building the livelihoods and well-being of pastoralist communities through a set of distinct but interlinked outcomes which address livestock, people and natural resources.

The HEAL project is undertaking One Health vulnerability, capacity and needs assessments that incorporates the gender assessment tools to allow gender analysis within the broader programme. The tools have been reviewed by a gender expert to ensure they are gender-sensitive to enable collection of the needed data for the gender analysis. The gender evaluation also confirms gender sensitivity of the tools.

A lot of emphasis has been put on actively engaging communities in the process of how to make the health extension services more inclusive by not leaving anyone including women behind and defining the scope of the One Health units to delivery health, veterinary and environmental services.

Engagement of community is also to bring out the social/gender norms that inform project intervention. Gender-based analysis is needed to help in understanding how health differences between men and women can be related back to the different roles and responsibilities that culture assigns men and women, particularly around power and decision-making.

The gender equality objective is explicit in the project documentation which aims to promote an 'Enabling environment for the establishment and sustainability of gender responsive One Health Units 'and is reflected in gender specific activities in the outcomes (gender analysis and consultation on health, veterinary and environmental service needs of men and women and capacity assessment on gender).

In addition, the project documentation and key informants clearly mention that all training materials and tools will be gender sensitive and aims to build gender capacity in different stakeholders, with the aim to reduce barriers for women to access these services (such as addressing specific issues related to women's roles that might not be picked in a gender-blind situation).

While not the main goal, the project is expected to have a positive impact on advancing gender equality by providing opportunities in improving the interventions pastoralists are already doing and understanding of gender-specific needs (including of men and boys) as a key principle early in the project to ensure these needs are met through project activities.

As the HEAL project is still in EP phase, there are no gender responsive results achieved but the key informants provided substantive gender arguments of why it is necessary to invest in One Health and why it is important to have gender targeted interventions. These arguments are solid and convincing and offer the programme entry point for reducing the gap in gender inequalities.

Some of the reasons given are that women have specific needs for health services, such as ante-natal and post-natal care, family planning, and are often more often susceptible to other diseases such as respiratory illnesses and diseases due to cooking over wood fires. In addition, they are usually the ones in charge of looking after the health of children in both treatment and curative terms. Women in particular require health services that are regular and close to home (given their more limited mobility), and more appropriately provided by female health workers. Unfortunately, few female health workers in rural areas exist and particularly in the pastoral areas where living and working conditions are more challenging. Despite improvements in this regard with Ministry of Health investments in such as mobile health workers offering services such as pregnancy diagnosis including in many pastoral areas now, there is still a significant unmet demand for further improvements.

Women's roles in livestock management is not only relevant for risks related to zoonoses, but they are important stakeholders in animal health. Their knowledge of livestock as well as grazing areas, livestock diseases, migration routes and water points is rich. Women and men typically have different objectives for keeping animals, different authorities and responsibilities, and different abilities to access and use new information and improved technologies. These differences may lead them to have different priorities regarding investments in the adoption of new technologies and practices, and/or different ideas about how best food and livelihood security can be attained.

The SDC has made tremendous contribution towards Jigjiga One health Initiative (JOHI) in Ethiopia which has establishes health research, training and development capacity at Jigjiga University to promote the Jigjiga University to a Center of Excellence in One Health. Opportunities for training at

Masters level have been provided to both men and women and young students have been impacted through data collection capacity. It is not clear how the JOHI studies informed implementation. For example, the study conducted by JOHI (from annual report 2018) on maternal health care showed that overall only 27% of women received antenatal care, 22.6% were delivered by skilled trained midwives and 26.3% only received tetanus injection. These indicators are one of the lowest in Ethiopia and are worse in the pastoral communities as compared to the agro-pastoral communities. The role of the husband in decision making influences point of delivery for mothers. In nearly half of the cases, the husband alone made the decision on the place of delivery. However, there is no evidence of how the project plans to engage men in the health programme. The research also revealed that part of the reasons for not attending health facilities is linked to cultural and beliefs.

The Community Health and Social Accountability project (CHASP) operating in Somalia also focused on generating evidence base of innovative solutions to inform replication and advocacy for increased utilisation of quality Reproductive, Maternal, New Born, and Child Health Services. According to the informants and reports available, research studies were conducted that established a strong base of evidence that informed various adaptive programming during project implementation.

b) Effectiveness of Gender integration in Results Frameworks

Health projects have made attempts to integrate gender in the design. The HEAL project has integrated gender in its research tools to ensure evidence is generated that inform programming. The CHASP project established gender sensitive indicator 'Health facility utilisation rate by the target population (disaggregated by age and sex)' to achieve the objective which is gender targeted - Increased utilization of Reproductive, maternal, newborn and child health services, which are accessible, acceptable, affordable and equitable through provision of EPHS. Outcome level indicators are gender sensitive and directly linked to the SDC gender reference indicators- proportion of women attended by skilled birth attendant; number of women of child bearing age and girls benefitting from maternal health care services and percent of people attending health facilities that are satisfied with the quality of EPHS delivery.

The JOHI results framework has only one gender sensitive indicator that relates to intervention level --maternal and child health service utilization rate stratified by type of service, locality and gender. The capacity building of researchers was based on target of 4 but there is no gender sensitive indicator to underpin the research findings.

c) Effectiveness of Gender Results Achieved

The SDC interventions contributed to gender thematic goal, 'strengthening and supporting women's rights and a life free of all forms of sexual and gender-based violence, with a particular focus on fragile and conflict situations, and the protection of Sexual and Reproductive Health and Rights (SRHR).

The JOHI is a research-development project currently implemented in the Ethiopian Somali Regional State (ESRS) to create innovative integrated health systems for the improvement of health and wellbeing of pastoral communities. The JOHI has generated evidence based research and knowledge through 30 Global policy and strategy papers in the special feature on the future of pastoralism. Key informants and a mid-term evaluation of the project reveal that there is no specific disaggregation of data collected by sex as the unit for data collection is the household in operational research. An example of where the JOHI project is making contributions towards evidence on gender research is the ante-natal and post-natal depression study which is on-going and 1218 women from 15 health facilities were so far interviewed for this study. The researchers have been able to make referrals of

women to hospitals for access to improved productive health but this was ad hoc and more voluntary in nature than part of expected outcome.

The gender evaluation found out that one of the JOHI indicators of success is impact of findings on intervention strategies, research, business, practice and policy. There is an already ongoing initiatives recognizing one-health at a policy level in Ethiopia. This is the development of the national one-health strategic plan from 2018-2022, sector ministries signed memoranda of understanding to operationalize one health in Ethiopia. Although opportunity is available to influence gender sensitive policy and strategy through evidence based gender sensitive research, the national strategic initiatives did not integrate gender. Where JOHI research is not gender sensitive and the intention is to influence policy, there is likelihood of missing opportunity for a gender sensitive policy and strategy.

The academic capacity building component has made effort to attract female postgraduate students but there are still difficulties attracting female with only 3 in total joining and 1 dropped out before completing the course. The effectiveness of including women led to one women being appointed to leadership level.

Some planned JOHI community level interventions that would have benefited both men and women have not yet been undertaken for example, pastoralists trained on camel milk/meat processing technologies would benefit 500 (400 women representing 400 households and 100 men representing 100 households for both JOHI study sites. The project has been focussing on capacity building and research and the interventions are still in the planning stage.

During document review and interviews, it appears that JOHI and HEAL have opportunities to build on each other's strengths on one Health in terms of research findings and to ensure that primary health care service can reach pastoralist communities in a way that recognizes their dynamics.

CHASP supported the provision of an essential package of health services in health facilities as well as the expansion of safe motherhood services. Although there was a delay, data and research studies conducted through CHASP, the findings have informed programming implementation. For example, health promotion messages are now delivered through the radio services. The gender evaluation did not go deep into who owns the radio and who controls its use to establish whether messages are equally reaching men and women.

The CHASP project in Somalia (Adado, Afmadow and Bari region) has been effective in improving accessibility to health services through supply side of trained health workers. The training of 694 health workers contributed to better health outcomes and programme reached 242,264 persons (108,454 men and 133,810 women). 44189 of them (women and girls) benefitted from reproductive health services. By supporting reproductive, maternal, new-born, and child health and nutrition services that are accessible, affordable, and high quality, the SDC interventions improve the health and nutrition status of Somali women, and reduces maternal and child mortality.

However, in Somalia, challenges still continued with some beyond the control of the project but having impact on its effectiveness. Access to maternal health services remains low. Women are not using the health centres for reproductive health as effectively as was expected. CHASP research undertaken revealed that there has been significant and consistent dropout in the number of pregnant women attending the fourth antenatal care and number of pregnant women delivering in health facilities. The project experienced high turnover of trained health facility staff. Some of the reasons that emerge

during the evaluation include strong cultural beliefs and social norms hinder access. Protracted crises and political instability have disrupted the functioning of the health System. Geography, social hierarchy, livelihood vulnerability, internal displacement, and exposure to shocks and conflict-related stresses have resulted in communities having different levels of access to affordable health services.

Where attention is needed to move towards transformative change

The interventions need to go beyond improving health access for women alone and include benefits for men that also affect women's health and empowerment such as disseminating knowledge and benefits of contraceptive use.

The implementing partner for the CHASP project needs to continue with advocacy around cultural beliefs and social norms that hinder access to health services.

The implementing partner for the CHASP needs to investigate why delivery in health facilities are low. This negatively affects the achievement of the SDC indicator for gender thematic goal which is 'Health facility utilisation rate by the target population (disaggregated by age and sex).' Other factors that have been found to be bottlenecks for accessing health services by women in other countries needs to be investigated and addressed if applicable in Somalia context, such as - women and men, girls and boys cannot easily access health facilities due to life style (nomadic) and distance (especially for women during pregnancy, pre and post-natal care) and due to cost of travel, means of communications; Low level of demand for skilled birth attendance arising from many women and adolescent girls seeking the care of traditional birth attendants rather than visiting health facilities due to the distance and cost of travel; women and adolescent girls are faced with opportunity costs for delivering at a health facility, given the multiple responsibilities of domestic work, child care and social responsibilities; social norms make it unacceptable to receive maternal health related information from male health workers and encourages home delivery with support of traditional birth attendants in rural areas; and the trade-offs of responsibilities are costly (e.g. leaving family and children behind) for delivering in health facilities.

The JOHI implementing partners need to define an indicator that measures gender sensitivity of research undertaken as relevant and appropriate; need to capture in its annual reports and document the extent to which research has been gender responsive with sex disaggregated data where possible; and need to promote linkages of academic research institutions gender data to government interventions/policy influence and the SDC's policy advocacy for gender results.

2.2.6 Extent of Gender Integration in Domain of Migration/Protection

The gender evaluator reviewed five projects under Migration/Protection domain. These are: Durable Solutions Initiative (DSI) and 2nd generation DS programme (Somalia project); Regional Support to Durable solutions; International Finance Corporation (IFC) Challenge Fund (Kenya project); and IOM (Work on DSI Ethiopia).

a) Building on Evidence Based Gender Diagnostics for Programming

Somalia - Support to the Durable Solutions Initiative (DSI) project is at credit proposal phase. There were no reports made available on gender analysis/assessment/studies of displaced affected communities (DACs) and host communities. Without a gender analysis, it is not possible to establish what will be the entry point for addressing gender inequality. Gender has been proposed as one of the many principles of durable solutions to be addressed. All interventions, irrespective of sector, should be underpinned in design by sound gender and social protection analysis.

Documents reviewed and key informants acknowledge that a gender analysis of the DSI is crucial because interventions need to take into account the specific gender and age dynamics and give special attention to the concerns of women and youth, as displacement entails a protection crisis which impacts women, men, boys and girls differently, and has disrupted gender roles and identities. While in most cases addressing vulnerabilities based on gender involves promoting women's equality, it is important to adequately consider also men's vulnerabilities and integrate the gender dimension in migration and protection. Although their vulnerabilities are not always the same as they often interact with their physical environment in different ways, it is important to engage with men in dialogue to understand and respond to the difficulties they face, including support to combat frustration and depression.

b) Effectiveness of Gender Integration in Results Framework

The DSI project is at credit proposal phase. The results framework does not indicate measures of progress towards gender equality objectives. Data and indicators are not disaggregated by sex. There are no gender-specific indicators to track outcomes/impact (theory of change). Gender has been proposed as a principle to be addressed among several other principles - outcome 2-output 3 states **'indicator will track number of projects aligned to agreed principles and priorities**. There is no inclusion in the results framework on what results would be expected or what indicators will measure the extent to which **the principles have been addressed**. What is not planned for is not budgeted for and will not be accounted for.

The gender evaluation was made aware that while Somaliland and Puntland have policies for internal displacement, the federal policy is still under development. Given the DSI project focus on policies and strategies, ideally there should be an output that relates to gender sensitive policies and strategies depending on findings of gender analysis. This evaluation has not gone into analysis of the policies and strategies supported through DSI to establish if gender was integrated. The focus on gender sensitive policies and strategies is in line with the: Global Compact which is very specific on gender issues that could be addressed depending on context and evidence based analysis. The compact proposes adopt and implement policies and programmes to empower women and girls in refugee and host communities, and to promote full enjoyment of their human rights, as well as equality of access to services and opportunities — while also taking into account the particular needs and situation of men and boys.

The project for Scaling-Up Solutions to Displacement in Somalia is at concept note phase. The project aims at reducing the number of people living in forced displacement through leveraging value generated by urbanization to deliver durable solutions at scale in three Somali cities. It states that the project aims to empower women and men DACs and local authorities with the necessary instruments and capacity to leverage land value. Gender sensitive indicators are included at goal, results and output levels - for example, the project goal is 'reduce the number of people living in forced displacement through leveraging value generated by urbanization and urban infrastructure investment to deliver durable solutions at scale in three Somali cities'. The gender disaggregated indicator is - 25,000 people, of which 50 percent are women and girls and 50 percent men and boys.

The proposed results have also taken into account gender sensitivity of indicators as shown below:
Outcome 1: DACs and local government have instruments (systems, tools, bylaws and strategies) to plan, leverage finance, and implement durable solutions at scale that reflect collective, area-specific priorities.

Result 1: feasibility studies through consultation to identify strategic approaches, viable models and tools and capacity needs.

Indicator: Number of gender and conflict sensitive urban tools, systems, strategies, developed/completed.

There are 13 outputs for outcome 1- The project needs to identify where change needs to take place based on gender analysis/assessments.

Outcome 2: Local government and DACs have consultation, communication and implementation capacity to effectively deliver durable solutions.

Indicator: Number of women and DAC members strengthened to establish relations and coordinate with key government stakeholders (on land registration processes).

The project for 'Regional support to durable solutions of displacement affected communities (DSDAC)' is at concept/EP phase. The results framework does not measure progress towards the gender equality objectives. There is no gender analysis/assessment. The Project is rated as significant when it does not meet any of the criteria set. The EP prioritised gender analysis as one of the assessments to be conducted during the Opening credit.

There are no gender-specific indicators to track outcome/impact (theory of change). Data and indicators are not disaggregated by sex at this stage. The Theory of Change does not include the DS principles upon which gender could be one of those - **IF** Interventions take into account the gender and age dynamics of DAC and give special attention to concerns of women in the DS, **THEN?** -**IF** Interventions gave special attention to the specific concerns and perspectives of women, youth, persons with disabilities and marginalized groups and take into consideration identity dynamics and mechanisms of exclusions that present hurdles for accessing rights, services and equal opportunities **THEN ??**.

The IFC results framework for main credit proposal, could be improved for gender sensitivity: It needs to capture gender differentials in Theory of Change at impact level- number of people with access to improved services (disaggregated by sex). Outcome needs to capture number of women led vs men led companies that started or scaled up operations; number of private sector window clients can also be captured disaggregated by sex. Outputs need to capture number of female led/male led companies that applied; number of people who received capacity building by disaggregated by sex and age.

c) Effectiveness of Gender Results Achieved

The Migration/protection domain is opening up space for strengthening women's economic empowerment, with a focus on access to natural resources and land, skills and training, financial services, markets, and income.

Key informants and documents reveal that the first generation of durable solutions for IDPs has been about strengthening coordination structures, developing strategies and frameworks. The concrete gender/results contributed by the SDC is not obvious. The second generation of durable solutions projects for IDPs and refugees are moving towards concrete implementation and some projects have undertaken gender analysis to inform programming.

The SDC is expanding its private sector engagement through support to International Finance Corporation (IFC) Kakuma and Kalobeyi challenge fund (KKCF), Turkana County in Kenya through private sector solutions that promote socio-economic integration of refugees and their host communities. The project is at design stage.

The IFC initiative appears innovative with potential for durable solutions and no one left behind by opening up business opportunities for refugees and host communities. The IFC have completed a comprehensive gender assessment in the two areas. This is in line with the Nairobi declaration, March 2017, which reiterates need to 'Strengthen evidence-based approaches to protection, assistance and identification of appropriate durable solutions through profiling, needs assessment and the generation and sharing of data disaggregated by gender, age and diversity.

The Challenge fund has solid assessments to build on the gender assessment provided recommendations for KKCF, in terms of identifying opportunities for women's involvement and empowerment and recommending how gender can be mainstreamed within the challenge fund implementation process. The study conducted by the World Bank in 2016 which showed that harnessing the productive potential of refugees and supporting their self-reliance could lead to economic gains for both refugee and host populations. The study provided evidence and suggested entry points for market-led solutions in Kakuma and Kalobeyei in Kenya. The findings of the gender analysis for the Skills for Life Project (S4L) in Kakuma suggested important aspect of continued engagement with the government to remove structural barriers that hinder formalization of businesses like capital, otherwise, women will continue to run informal business that lock them out of opportunities such as acquiring bank loans.

Where attention is needed to move towards transformative change

The results framework for the DSI project needs improvement to be gender sensitive. Some indicators need to be disaggregated by sex and where possible identify gender-specific indicators to track outcomes/impact (theory of change). There is need to include in the results framework what results would be expected or what indicators will measure the extent to which the principles have been addressed. What is not planned for is not budgeted for and will not be accounted for.

Given the DSI project focus on policies and strategies, ideally there should be an output that relates to gender sensitive policies and strategies depending on findings of a gender analysis/assessment. The implementing partner needs to track and document successes where the policies and strategies supported through DSI have integrated gender.

The project for 'Regional support to durable solutions of displacement affected communities (DSDAC)' results framework needs to establish measures for progress towards the gender equality objectives. A gender analysis/assessment should be undertaken. Gender-specific indicators to track outcome/impact (theory of change) should be clearly defined. Data and indicators need to be disaggregated by sex. The Theory of Change should include gender as one of the DS principles to measure change.

The durable solutions projects need to include qualitative data to show differences in barriers for men and women, host and refugee, age group (e.g. young mothers), business and paid employment. The projects need to explicitly make the distinction between female and male migrants/ IDPs/host communities. Thus, in order to reach durable solutions, a gender lens is needed to capture the specific needs of women migrants/IDPs/Host communities and identify who are most likely to be "left behind" in the interventions.

The DSI principle of gender and age sensitive- interventions should take into account the gender and age dynamics and give special attention to concerns of women and youth their protection needs that includes:

- Physical safety: security, safety, protection and social cohesion
- Material safety: adequate standard of living, access to livelihoods/employment, and access to housing, land and property;
- Legal safety: access to effective remedies and justice, participation in public affairs, access to documentation and family reunification

The IFC project is still being designed but some issues need special attention as the project moves to transformative results:

- Fully engage the government of Kenya to remove any structural barriers that hinder formalization of businesses and help create business environment conducive to the growth and development of host community and refugee businesses.
- Pay attention to protection of women in business from gender based violence. All these will provide guidance for solid interventions.
- The challenge fund should have a window tailored to women businesses to encourage women and ensure no one is left behind.
- Enhancing equality in access by both men and women should guide in the intended award of USD 25 million that will be distributed through grants and soft loans for seed capital to support the development and roll-out of the models to serve both refugee and host communities, enabling better access to key goods and services.

2.2.7 Aggregation of Gender Indicators

This section responds to the gender evaluation task of to- identify and review core gender indicators based on reviewed project documents and the list of the SDC gender Thematic Reference Indicators (TRI) and gender Aggregated Reference Indicators (ARIs)-See Box 4. The identification and formulation of few strategic indicators that correspond to gender reference indicators will help with prioritisation and tracking of results.

The objective is to show relevance of using selected indicators in order to communicate aggregated achievements on an institutional level and to facilitate communicating of the results of the SDC across different situations.

The aggregation has been done at the level of outcome-oriented indicators. The duration of monitoring the indicators is a challenge as some projects are at Entry Proposal stage while others are in phase III of implementation.

Box 4: Gender Reference Indicators

Goal 7.1: Indicators

1. No. of persons (m/f) - subjected to physical, sexual or psychological violence – having received psychosocial, medical and/or legal support (ARI)
2. Persons (m/f), subjected to violence and discrimination, have access to functional (informal and formal) justice systems to claim their rights (s. also CHR 6.2)
3. Persons (m/f) sensitized on SGBV (due to SDC interventions)
4. Number of births attended by Skilled health personnel (due to SDC interventions)

Goal 7.2: Indicators

1. No. of persons (m/f) that have established secure access to land (individual, collective, customary) (due to SDC interventions) (TRI FS)
2. No. of women (men) with increased income in agriculture, wage employment or entrepreneurship (due to SDC interventions)
3. No. of women (men) who gained access to wage employment or entrepreneurship after attending vocational training (due to SDC interventions)
4. No. of persons (m/f) accessing a formal financial service (savings, insurance, loan, leasing, payment and transfer service, bank account) (due to SDC interventions)
5. Average no. of hours of unpaid domestic chores and care work reduced per day for women (and men) (i.e. due to SDC intervention) (G2) ARI

Goal 7.3-Indicators

1. No. of municipal governments with at least 30% representation of women /either sex (G3) (or percentage of women and men) -ARI
2. Percentage of women in decision-making functions in the management of resources and services (water, health, education/parents committees) (due to SDC interventions)
3. No. of municipalities that conducted (one or more elements of) a gender budgeting process (due to SDC interventions).

The Gender Reference Indicators include Aggregated Reference Indicators (ARI, mandatory) and Thematic Reference Indicators (TRI, as applicable) and complement the indicators used so far in the Results Frameworks of Cooperation Strategies.

Table 2 shows 23 gender sensitive indicators from the four domains (8 from Governance; 8 for food security; 5 for health and 2 for migration) that can be closely monitored to enable effective reporting on the gender reference Indicators for Monitoring the Strategic Goal 7 on Gender Equality (Dispatch 2017-2020).

Table 2: Aggregation of Gender Indicators

Table 2A: Domain of Governance- Gender Reference Indicators Vs Project Indicators

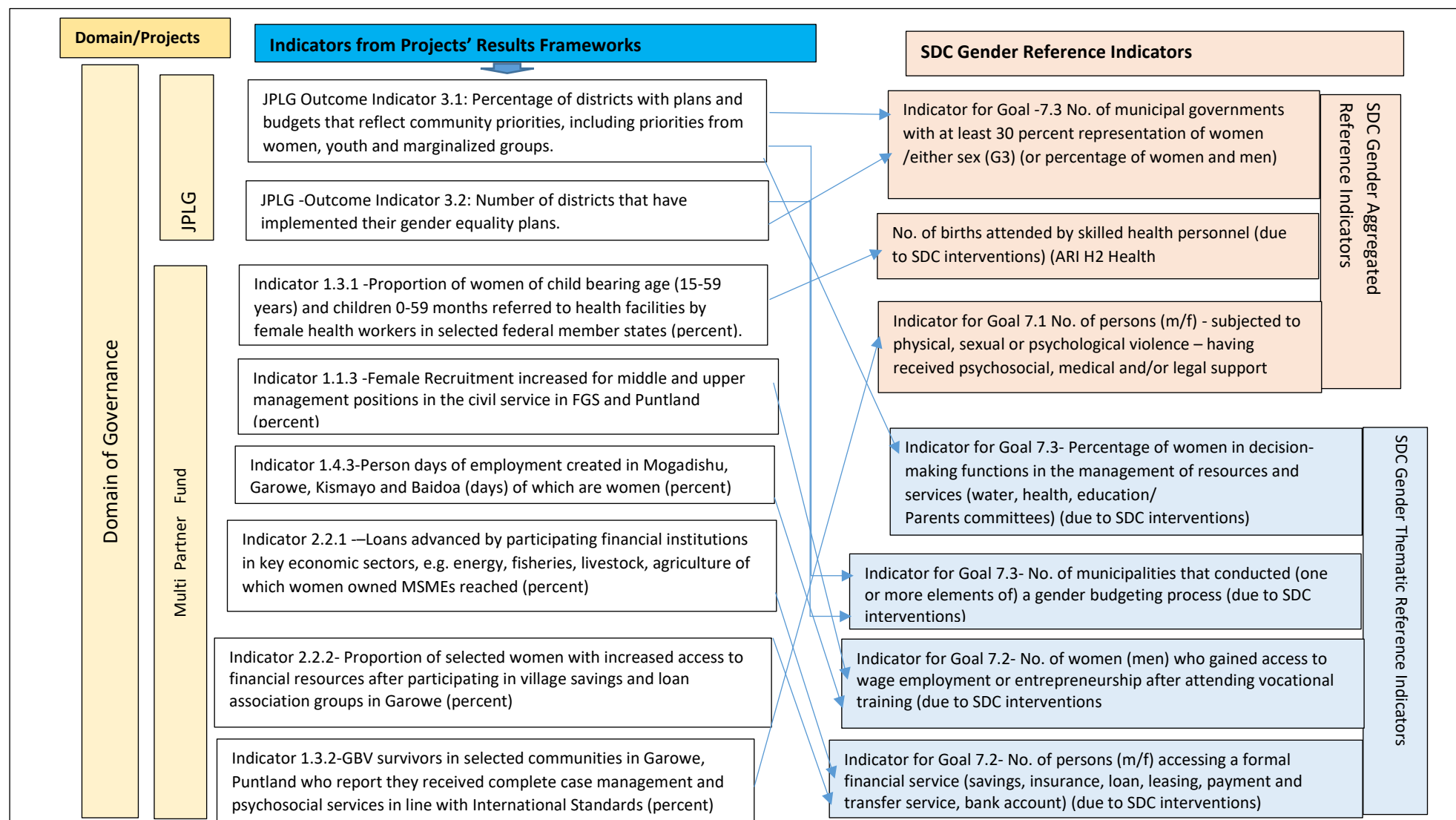


Table 2B: Domains of Food Security: Gender Reference Indicators Vs Project Indicators

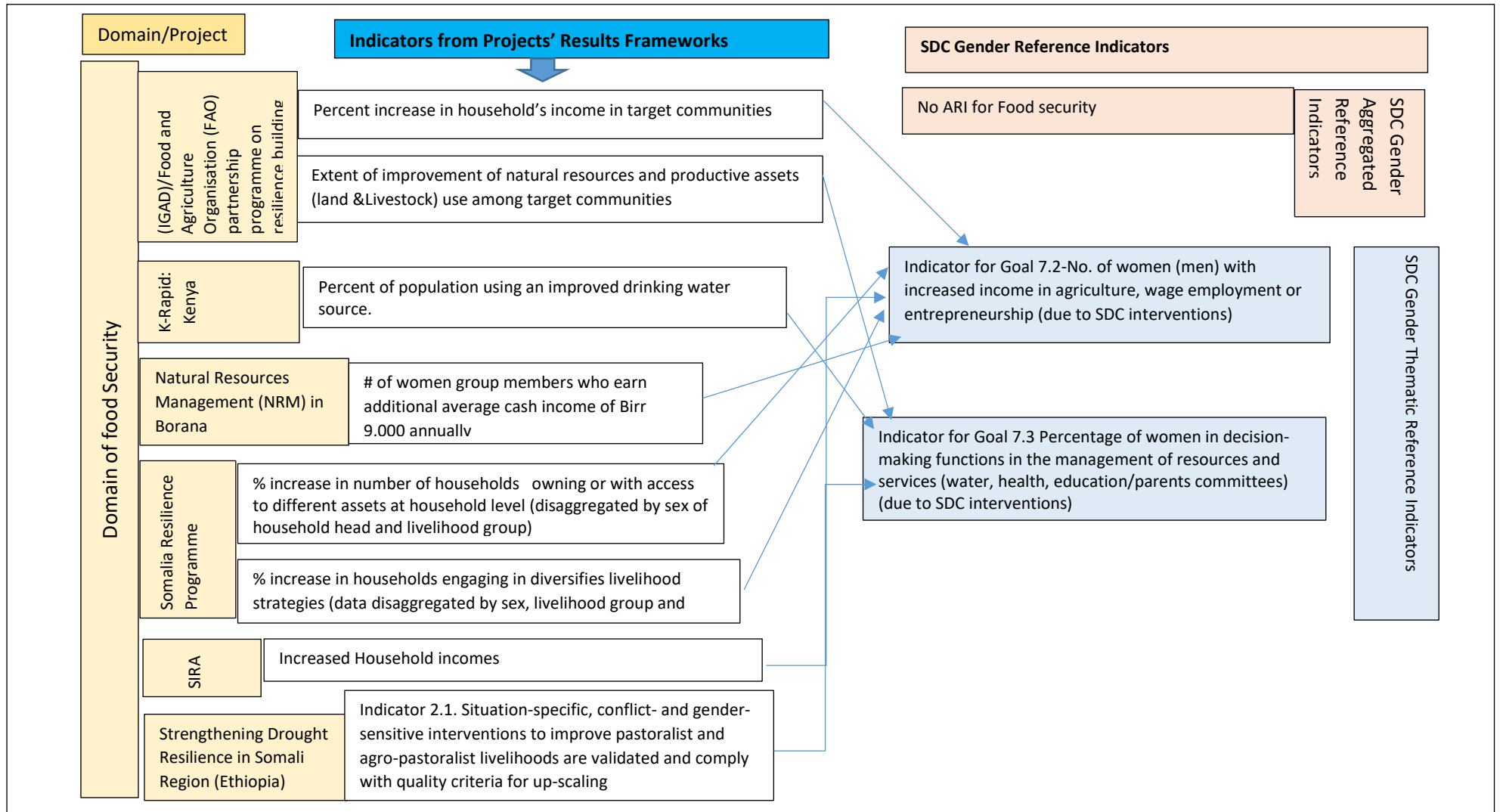


Table 2C: Domain of Health: Gender Reference Indicators Vs. Project Indicators

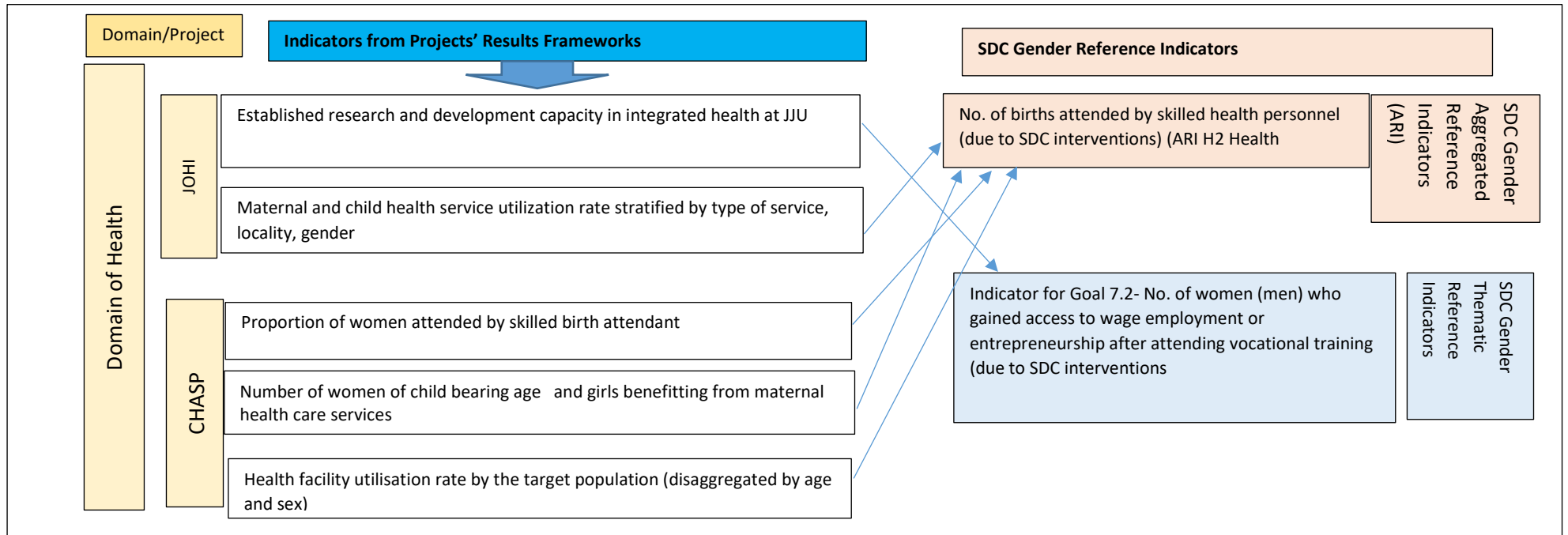
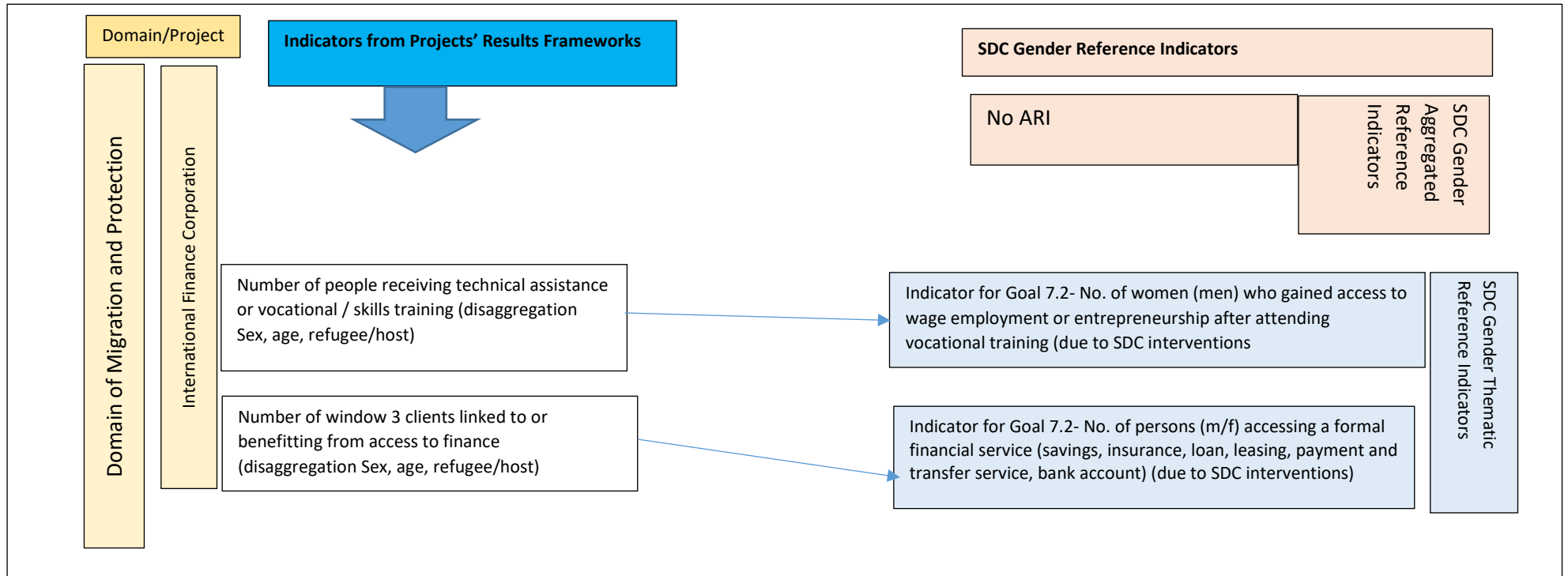


Table 2D: Domains of Migration and Protection: Gender Reference Indicators Vs Project Indicators



3.0 Recommendations

The specific recommendations have been included under each thematic domain/project within the report to pay attention to move towards transformative change. The following are additional cross cutting recommendations.

Accountability and commitment

- The SDC should continue championing gender through policy dialogues as an effective complementary strategy for the integration of gender in domains. Collective voice in policy dialogue should be adopted where gender issues are sensitive. The SDC identify concrete areas and set objectives for strategic focus areas of gender policy dialogues to compliment implementation of programmes
- Make gender policy and thematic focus areas known to partners.
- The commitment of the SDC's management and a favourable institutional environment should be maintained as key success factors of strong integration of gender in the SDC domains.
- The gender policy marker requires continuous learning to understand linkages with whole programme cycle and not just as a ticked box as annex to Entry Proposal at design stage.

Capacity Development and Knowledge Management

- There is need to strengthen the capacity of the SDC programme staff to mainstream gender in their work as shared responsibility beyond gender focal point and senior management commitment.
- Undertake in-house capacity assessment and design 'continuum' of training and monitoring on gender equality that goes beyond awareness (to be aware) and capture all the necessary capacity required- knowledge enhancement (to understand how to); skills training (to apply – including use of knowledge and tools); change attitudes, behaviours and practices (taking action) and social transformation (to create and transform).
- Encourage staff to continuously plan for and learn through undertaking the SDC own and a wide range of other online self-paced, moderated and customised gender mainstreaming training courses.
- Continuous investment should be dedicated to staff and partners training on "how to" thematic gender integration expertise beyond basic awareness at design stage and broadening learning beyond the SDC sector/thematic tools. For example, how to integrate gender in, parliament, elections, local government, food security, health and migration. These are more practical with greater benefits.
- Capture, document and share knowledge on innovative/successful gender integration/targeting results.

Partnerships

- The SDC should maintain and leverage strategic partnerships for gender results. The SDC is only one lever of change in the diverse HoA fragile field that requires high resources and partnerships and innovative approaches for gender equality. There is increasing recognition of the need to address gender equality issues in regional programmes (a regional approach due to complexity of cross border dynamics in HoA), but more attention is needed to promote a gender perspective in regional integration, particularly in the area of health of human and

animals. Gender equality and development contexts differ widely across the region and within countries, and the SDC's programmes also varies considerably between HoA countries.

- Promote INGO-local NGO skills mentorship approach for gender outcomes
- The SDC should consistently address interventions linked to reducing impact of social cultural practices that hamper progress on gender equality- strengthen partnerships and collaboration with custodians of culture such as traditional, clan and religious leaders. Strategic engagement with clan and religious leaders on discriminatory gender norms, which prohibit women's political empowerment may be a particularly helpful strategy in this respect.

The other gender

Involve men and boys in efforts to remove gender-based barriers and strengthen gender results as opposed to women results. Gender mainstreaming implies including women, but does not imply excluding men. Enlist men as agents of change for and champions of specific issues of gender equality. The SDC should focus on strengthening capacity of men and boys to having the right to information about laws, policies and to act in an informed manner in for example, protecting women and girls; engaging in maternal care, addressing traditional and cultural issues, as champions of prevention of SGBV, advocating for gender and issues in the constitution. Gender analysis is needed to inform any programming design process to identify any male-based gender issues that make men and boys particularly vulnerable in a given context, as well as ways to engage men and boys as actors to promote and support increased gender equality.

New Programming areas for Emphasis

- The SDC needs to push for the creation of a SGBV pooled fund among partners with the aim of having local implementing partners as SGBV remains a sensitive focus area in the domain

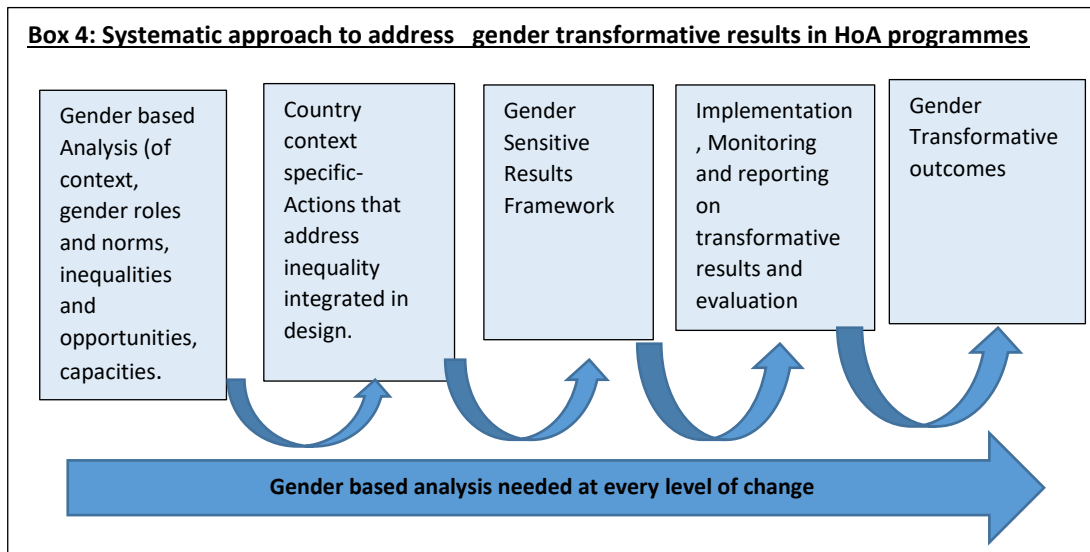
Approaches to address gender issues in a systematic way

- Improve the way gender results are captured. In addition to sex disaggregating data, there is room for improvement and going beyond numbers and addressing whose capacity changed at the level of an entity, organization, group or system and what capacity changed; whether voice and agency has been promoted beyond counting numbers or percent of male and female and showing gender transformative change. Include qualitative analysis of results where progress has been made in changing gender roles, social norms and gender social relations.
- There is need to capture structural gender equality results such as increased participation of women in political processes, more women assuming leadership roles, men changing their attitude towards gender norms, men and women more equally represented in local government structures, community-based institutions and access to natural resources.
- Systematically capture and document the continuum of gender-oriented logical flow of the extent to which the actions proposed in the programmes were informed by the gender analysis/assessments; the effectiveness of the results frameworks and reinforce the capacity of M&E at all levels (including the implementing partners). Results based monitoring of progress on gender equality will contribute to transformative results. The logic is presented in Box 4.

Aggregation of Gender Indicators

- Strengthen monitoring of the aggregated gender responsive indicators in order for project level gender results to aggregate to sound gender outcome/ thematic domain level progress.
- Undertake each domain-wide programmatic sex-disaggregated data audit to identify exactly what and where gaps in sex disaggregated data exist for the domain/project indicators aggregated.

- Map out gender statistics required for the indicators aggregated for monitoring the gender outcome contributions to the domains and compile in a systematic and consolidated manner to give the big picture at outcome level and not just limited to project level results.



Annex 1: List of Projects Reviewed

Domain of intervention 1: Governance

	Projects Reviewed	Location	Implementing partner	Period
1	UN Joint Programme of Local Governance (JPLG)	Somalia	UN Somalia	01.09.2018 - 31.12.2023
2	Inclusive and Accountable Governance-Building inclusive and accountable parliaments for a peaceful Somalia (PSP II)	Somalia	UNDP Somalia	01.01.2018 - 31.12.2021
3	Inclusive and accountable Governance – Constitution Review Support Project	Somalia	UNDP Somalia	2015-2020
4	World Bank Multi Partner Fund (MPF)	Somalia	World Bank	2014-2024
5	Somali NGO Consortium	Somalia	Somali NGO Consortium	01.06.2017 - 31.12.2019

Domain of Food Security

	Projects Reviewed	Location	Implementing Partner	Period
1	IGAD/FAO partnership programme on resilience building	Regional	IGAD	01.06.2014 - 31.12.2020
2	K-Rapid: Kenya Resilient Arid Lands Partnerships for Integrated Development	Kenya	Millenium Water Alliance	01.08.2015 - 31.08.2020
3	Somalia Resilience Programme (SOMREP)	Somalia	World Vision	2013-2023
4	FAO - Somalia Information and Resilience Building Action (SIRA)	Somalia	FAO Somalia	10.12.2018 - 09.10.2028
5	Natural Resources Management (NRM) in Borena	Ethiopia	Helvetas Swiss Intercooperation	01.06.2015 - 31.12.2027
6	Sustainable Drought Resilience-Somali Region	Ethiopia	The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	2015-July 2019.

Domain of Health

	Projects Reviewed	Location	Implementing partner	Duration
1	Community Health and Social Accountability Programme (CHASP)	Somalia	Save the Children	01.06.2017 - 30.06.2020
2	One Health Units for Humans, Environment, Animals and Livelihoods (HEAL)	Ethiopia, Kenya, and Somalia	Implemented by a consortium of three organizations Veterinaries Sans Frontieres (VSF-Suisse) (lead), Comitato Collaborazione Medica (CCM) and International Livestock Research Institute (ILRI).	March 2019 to May 2020
3	Joint One Health Initiative (JOHI)	Ethiopia	Jigjiga University/STPH	

Domain of Migration/Protection

	Projects Evaluated	Location	Implementing partner	Duration
1	Durable Solutions Initiative (DSI) and	Somalia	Swiss Secondee	01.10.2018 - 30.09.2020

	2nd generation DS programme (2 nd generation)		Resident Coordination Office (RCO), IOM, UN-Habitat and UNDP (together)	
2	Regional Support to Durable solutions	Regional		
3	International Finance Corporation (IFC): Challenge Fund	Kenya	IFC	10.12.2018 - 09.07.2031 Very long term
4	IOM (esp. Work on DSI)	Ethiopia programme	International Organisation on Migration	10.12.2018 - 09.12.2019

Annex 2: Interview Protocols

3A: Interview Protocol for SDC programme Staff and Implementing partners		
Name(s) of the interviewee(s):	Position	Interview date:
thematic Domain	Project:	Location

Note: This is an interview guide and not a questionnaire. Some questions such as 3, 4 and 5 of effectiveness might not apply to projects which are just starting.

Relevance and Design

1. Context and Gender Analysis:

- To what extent has the gender inequalities context within the SDC supported project/thematic domain changed in the last year? Is there existence of enabling environment for gender integration in the SDC supported project/thematic domain?
 - To what extent did the gender equality analyses conducted at the design stage offer good quality Information on the underlying causes of inequality and discrimination to inform the integration of gender in the SDC supported project?
 - Have new, more relevant gender (in) equality priorities or indicators emerged to date that the project/ thematic domain area should consider within the SDC strategy period?
2. To what extent were the gender equality objectives which needed to be achieved and why - made clear at the planning stage of your project?
 3. Given the complex and dynamic context of HoA, are the results-oriented indicators selected to monitor the gender related objectives/results of the project/thematic domain appropriate, relevant and useful with fully populated baselines, milestones and targets?
 4. To what extent are the project's men and women being systematically engaged through inclusive and participation dialogue approaches to ensure the project remains relevant for them?

Effectiveness

1. What is SDC's comparative advantage/strength in promoting gender equality and women's/men's empowerment in the HoA and the domain of intervention you relate to?
2. How do you describe SDCs partnerships (with Government, UN, INGO's - at local, national, regional and international level) in terms of SDC's comparative advantage/strength or strategic positioning for addressing gender inequality? How can partnerships be created/broadened for more effectiveness?

3. What is the current status (quantitative and qualitative) of the relevant indicators/targets being tracked through the SDC supported project/thematic domain you relate to? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful?
4. What have been the gender related **cumulative results** and good practices emerging or achieved so far or are expected to be achieved?
 - Explain potential to improve equal access to and control over assets, resources, services, technologies, justice and protection by the law and access to markets; equal/increased representation and participation in leadership and decision making?
 - Highlight achievements/challenges of engaging men and boys as supporters and allies in joint action for gender equality work.
 - Do the intervention results respond to the needs of all stakeholders, as identified at the design stage?
5. To what extent are the SDC supported projects contributing to or are **likely to** contribute to development results being gender transformative (For example:- point to changes in social relations and power structures among stakeholders; exercise of rights, attitudes and behaviours).
6. How useful and appropriate were the selected tools, methods, approaches for gender integration or targeting? Are there alternative tools, approaches, strategies that could have been more effective? Are there specific strategies or approaches that can be emphasized?
7. To what extent did the SDC supported project/domain of intervention influence or contribute to change in principles of inclusion, non-discrimination, accountability, empowerment, participation? Explain
8. What are key factors contributing positively to progress and those impeding progress (e.g. contextual factors, approaches, availability of data, gender capacity, policies, or resources, technical component; personal commitment, other). What could be done better? Are there (unintended) negative effects of the project on gender? (do no harm).

Efficiency

9. Was the use of intervention resources to address gender equality and women's empowerment in line with the corresponding results achieved?
10. Is the SDC supported project's gender intervention sufficiently at scale, or is there potential to scale up in the future, to meaningfully contribute towards gender equality?
11. How adequate are the monitoring arrangements for gender indicators/results in the project?

Lessons learned

1. Is the SDC supported project generating, documenting and sharing knowledge of gender equality experiences, outcomes, good practices, lessons learned within and across projects/thematic domains (incorporating approaches from other SDC or other partner's evaluations, analysis, strategies, and monitoring, other Fragile and Conflict-Affected Countries)?
2. Has this knowledge informed management decisions and changes/course corrections to ensure the continued relevance of the project towards its stated gender equality objectives?

Any Recommendations

Annex 3: Documents Reviewed

- AU Convention for the Protection and Assistance of Internally Displaced People in Africa (Kampala Convention): <https://au.int/en/treaties/african-union-convention-protection-and-assistance-internally-displaced-persons-africa>
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- International Organisation For Migration Final Report to Donor, Strengthening Information Management and Capacity Building for Improved Assistance to Internally Displaced Persons (IDPs) Towards Durable Solutions in Ethiopia'
- IOM, Project Proposal: Technical assistance to the government of Ethiopia on progressive resolution of displacement situations in Ethiopia
- IPE Africa, Gender Review: UN Joint Programme on Local Governance and Decentralised Service Delivery, 2017
- Intermedia Development Consultants, 'Joint Programme for Local Governance, Evaluation report', 2013.
- Kenya Resilient Arid Lands Partnership for Integrated Development, 'Do No Harm and Gender Assessment in Garissa, Isiolo, Marsabit, Turkana and Wajir Counties of Kenya, 2016
- Millennium Water Alliance, Project document, Kenya Resilient Arid Lands Partnership for Integrated Development (KENYA RAPID)
- MarketShare Associates, Gender Assessment of Kakuma Refugee Camp and Town & Kalobeyi S Mission Reports of the Special Advisor on IDPs, Prof. Walter Kaelin: <https://www.dropbox.com/sh/b7hd0m5m5nfrpo8/AACosrvXYqGf3KsTxJCeqaQTa?dl=0>ettlement and Town, August 2019

- Ministry of Women and Human Rights Development Mogadishu, FINAL DRAFT, Somalia. The sexual offences bill (2015), federal republic of Somalia
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Annex 4: List of People Met

List of People Met - SDC staff - Nairobi Office and Addis Ababa Office

	Name		Sex	Thematic Domain/ Project	Position	Location
1	Oertle	Thomas	M	SDC Management Team	Head of International Development Cooperation-Kenya	NBO Office
2	Marc de Santis		M	SDC Management Team	Head of International Development Cooperation- Ethiopia	Addis Ababa
3	Webber	Séverine	F	SDC Management Team	Deputy Head of International Development Cooperation- Kenya	NBO Office
4	Amez Droz	Eve	F	SDC Management Team	Deputy Head of International Development Cooperation	Addis Ababa
5	Daud	Abdikarim	M	Food Security	NPO Food Security	NBO Office
6	Kunow	Abdi	M	Food Security	NPO Food Security	NBO Office
7	Muriithi	Wangechi	F	Health	NPO Health	NBO Office
8	Wetugi	Lydia	F	Governance	NPO Governance/Migration	NBO Office
9	Jirdeh	Nimo	F	Governance	NPO Governance	NBO Office
10	Kilwake	Lilian	F	Migration	NPO Migration	NBO Office
11	Gobu	Lensse	F	Health	NPO Health	Addis Ababa
12	Ababu	Lemma	M	Food Security	NPO Food Security	Addis Ababa

List of Partners Met – Kenya and Ethiopia

	Name	Sex	Institution	Thematic Areas/Projects
1	Ester RUIZ DE AZUA JIMENEZ	F	IOM	Migration - IOM (esp. Work on DSI),Ethiopia
2	Samravil Eyob	F		
3	John Caccavale	M		

	Name	Sex	Institution	Thematic Areas/Projects
				Food Security Projects in Ethiopia
4	Fanaye Gebrehiwot	F	Helvetas Swiss Intercooperation	Natural Resources Management (NRM) in Borena
5	Abarufa Jatani	M		
6	Mahat Daud		GIZ	Strengthening Drought Resilience-Somali Region
7	Mohamed Korane			
8	Christian Dohic			
				Health Projects in Ethiopia
9	Kebadu Simachew Belay	M	VSF	One Health Units for Humans, Environment, Animals and Livelihoods (HEAL)
10	Zuleka Ismail	F		
11	Rea Tschopp	F	JigjigaUniversity	Joint One Health Initiative (JOHI)
12	Rahma	F		
13	Hodan	F		
				Governance Projects in Somalia/Kenya
14	Paul Simkin	M	UN Somalia-	Joint Programme of Local Governance (JPLG)
15	Fridah Karimi	F		
16	Nasra Islan	F		
17	Annou Borrey,	F		Inclusive and Accountable Governance
18	Abdullahi Ibrahim	M		
19	Ali Hadi	M		
20	Puteri Natalie Watson	F	World Bank	World Bank Multi Partner Fund (MPF)
21	Nasra Ismail		Somali NGO Consortium	Somali NGO Consortium
				Food Security Projects in Somalia/Kenya
22	Caroline Kirungu	F	IGAD	IGAD/FAO partnership programme on resilience building
23	Ayub Were	M	Millennium Water Alliance	K-Rapid: Kenya Resilient Arid Lands Partnerships for Integrated Development
24	Kevin Mackey	M	World Vision	Somalia Resilience Programme (SOMREP)
25	Donald Ochieng	M		
26	Sabina Kamau	F		
27	Kennedy Nyawira	M	FAO Somalia -	FAO - Somalia Information and Resilience Building Action (SIRA)
28	Nimco Hersi	F		
29	Sophy Njue	F		
				Migration and Protection Projects in Somalia/Kenya
30	IFC – Daniela Henrike Klyas Panhans	F	IFC	IFC: Challenge Fund
				Health Projects in Somalia/Kenya
31	Amina Jama	F	Save the Children	Community Health provision in Somalia (CHASP)