



UNDP Somalia

Gender Equality and Women's Empowerment Strategy

2011-2015

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Introduction

The UNDP Country Office for Somalia (CO) has since 2010 been re-positioning itself for a more effective and coherent response to gender equality and women's¹ empowerment in its programmes. While CO programming to date has been informed by significant efforts to ensure gender sensitivity and gender responsiveness, the current move is to upscale to more gender transformative programming i.e. by addressing the causes of gender inequality through strategic actions that seek to transform the unequal power relations between men and women resulting in improved status of women and gender equality.

The current CPD (2011 – 2015) provides a framework within which to implement the mandates of gender mainstreaming in the country programme overall and responds directly to the acute challenges faced by Somali women today. UNDP is tackling some of the most recurrent aspects of discrimination through strategic attention to the most vulnerable men, women, girls and boys, with the ultimate goal to contribute to the achievement of human development and gender equality. To inform the current CPD, the CO underwent a number of review exercises in the first quarter of 2010: Assessment of Development Results (ADR); review of the past CPD (2008-2010); and an evaluation of the UNDP strategic partnership with donors and the UN Transitional Plan for Somalia (UNTP). The evaluation reports carried compelling lessons for UNDP Somalia's future direction and one of them is to have a dedicated capability to reinforce gender equality in all the programmes. These generated recommendations for the current CPD to develop a specific Outcome on gender (Outcome 4), and for the CO to affirm its commitment towards the integration of gender equality principles in all its programmes as well as in operations. This will also augment UNSAS (UN Somalia Assistance Strategy) institutional support with a sharper focus on the promotion of gender equality, women's empowerment and human rights.

This Gender Equality Strategy is aligned with the new CPD (2011-2015) and contributes towards the gender equality Outcomes defined by the UNDP Strategic Plan 2008 – 2011, the Global Corporate Strategy on Gender Equality (2008 – 2013)², the 'Eight Point Agenda for Women's Empowerment' and 'Gender Equality in Crisis Prevention and Recovery' and UN Security Council Resolutions 1325, 1820, 1888 and 1889.

UNDP's mandate ensures gender equality in democratic governance and rule of law, security sector reform and poverty reduction and environment protection. This strategy is aligned and compliments other UN agencies – like UNIFEM, now part of UN Women and its work on women's empowerment; UNFPA on reproductive rights, women's health & sexual and gender based violence (SGBV); and UNICEF on education for young girls & women and stopping harmful practices like Female Genital Mutilation (FGM).

This strategy is meant to guide gender mainstreaming in the implementation of the CPD. It describes how the CO will establish a system to integrate gender equality and women's empowerment in its policies, operations and programming for the next five years.

¹ All references to men and women in this document will be interpreted to include boys and girls where appropriate unless specific distinction is required.

² UNDP. (2008). *'Empowered and Equal'*, the UNDP Gender Equality Strategy 2008 – 2011; extended to 2013

Country Context from a Gender Perspective

The conflict in Somalia is largely driven by poverty and inter-clan contests in a society that is founded on a deep clan-based culture with a strong pastoral tradition. Lack of a functioning centralized government for the whole country remains a major challenge. The entire country is burdened by the ravages of conflict and entrenched poverty. Somalia is the country most affected by the ongoing drought within the Horn of Africa, which led to the declaration of famine in some parts of South Central Somalia in June 2011. As a consequence - coupled with the devastating effects of two decades of civil war - an estimated 3.7 million Somalis remain in urgent need of humanitarian assistance³. Of the total estimated population of 9 million, over one third live in extreme poverty⁴, about 1.5 million are internally displaced persons (IDPs)⁵ and almost 952,000 are refugees in neighboring countries. Rates of acute malnourishment of children (1 in 6) are among the highest in the world and 1 in 10 die before their fifth birthday⁶. Malaria and tuberculosis are rife. Overall rates of HIV/AIDS are about 1 per cent⁷. Less than 20 per cent of the population of Somalia is literate (and of this only 13 per cent are women) while life expectancy is a mere 47 years⁸.

Women and girls make up about 50% of the Somali population and the gross inequalities and inhuman conditions they endure both as a result of the conflict, and in general, is a key factor contributing to Somalia's extremely poor human development index.⁹ The situation of Somali women is particularly dire and presents real concerns for their fair treatment, access to justice and overall human rights protection. Of the 1.5 million people that are currently displaced, 600,000 are women of reproductive age and more than 80% of them have no access to safe maternal delivery (ICRC 2009). Many of the displaced women are widows and heads of households with hardly any access to property, health care and education. Somalia's maternal mortality rates are amongst the highest in the world, at 1,400 per 100,000 live births. Early marriages and teenage pregnancies are common; 45% of women now aged 20-24 were married by the age of 18 or younger (ICRC 2009). Girls who get married or give birth at a young age have a greater vulnerability to violence and health risks. 65% of women between the ages of 15-64 participate in the domestic hard labor force. Somalia was recently ranked the fifth most dangerous country in the world for a woman¹⁰.

Women bear unequal brunt of the hardships occasioned by poverty, conflict, natural disaster and a deeply clan-based culture which promotes strict male hierarchy and authority. A critical element of hardship emanates from the women's increasing roles as providers of basic needs or amenities to the members of their households – which are extracted from the natural resources, i.e. land, water, vegetation etc. In these circumstances, women come under extreme pressures and violence under

³ UNHCR Somalia Briefing Sheet (November 2011)

⁴ Somalia National Human Development Report 2011

⁵ UNHCR Somalia (November 2011).

⁶ UNDP MDG Review for Somalia 2007 (DRAFT)

⁷ WHO ANC sentinel surveillance studies carried out in 2007 and 2004, HIV prevalence is thought to be 1.5% in Somaliland (North-West Somalia), 0.7% in Puntland (North-East Somalia) and 0.6% in South and Central Somalia.

⁸ UNDP MDG Review for Somalia 2007

⁹ Somalia NHDR 2011

¹⁰ A Thomson Reuters Foundation global poll of experts

stressful conditions that exist in Somalia. This is further exacerbated by religious and cultural limitations on the role and status of women in Somali society. As a result, deeply rooted gender inequality prevails; Somali women are either excluded from decision making and asset ownership or operate through a patriarchal filter. They suffer cruel, inhuman and degrading treatment including Sexual and Gender Based Violence (SGBV), a general lack of access to formal justice mechanisms and extreme marginalization and repression under the traditional justice system or harsh implementation of Shari'a law. The practice of female genital mutilation (FGM) remains widespread in its severest form (infibulation) with a prevalence of 98% among Somali women and girls. In December 2011, the state of Puntland adopted legislation which legalizes certain forms of FGM; a retrogressive step in the protection of women's rights. Similar provisions are contained in the Somali version of the Consultation Draft Constitution outlawing pharonic circumcision whereas the English version contains an outright prohibition of female genital mutilation. It is hoped that the final draft constitution (with which Puntland's constitution must ultimately be harmonized) will also prohibit this practice in no uncertain terms. Somalia remains one of the few countries worldwide that has not yet ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) although the Cabinet has approved it subject to ratification by parliament. The continued insecurity in most of the South Central region further aggravates the dire situation of women as this presents threats to aid workers and humanitarian organizations thus limiting their capacity to provide full assistance to Somali citizens in critical need.

To address the manifest gender imbalances and respond to the acute challenges faced by Somali women today, the CO reaffirms the understanding of the UNDP Strategic Plan 2008-11 and the Gender Equality Strategy (GES) that gender equality is *'an irreducible condition for inclusive, democratic, violence-free and sustainable development'*¹¹ and thereby intends to make women's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of all policies and programmes in the political, economic and social spheres of life in Somalia. UNDP will focus on addressing the following issues: (a) the persistent and increasing burden of poverty on women; (b) sexual and gender-based violence; (c) the effects of armed or other kinds of conflict on women; (d) inequality in economic structures, productive activities, assets and access to resources; (e) inequality between men and women in the sharing of power and decision-making at all levels; (f) lack of respect for and inadequate promotion and protection of women's human rights; (g) access to justice; and (h) gender inequalities within government. Further, a major effort will be made to incorporate the United Nations Security Council Resolutions 1325, 1820, 1888 and 1889 addressing women, security and peace and sexual violence in armed conflict, into national action plans, while expanding the role of Somali women in leadership in all fields of endeavor, and particularly in the prevention and resolution of conflict. In addition, efforts will be made to encourage Somalia to become a States party to the Convention on the Elimination of Discrimination against Women.¹²

¹¹ The Gender Equality Strategy, pg. 5

¹² UNDP CPD 2011 – 2015, pg. 6 - 7

Guiding Frameworks for the Gender Equality Strategy

These are the key contextual documents which will inform the rationale for the CO's efforts towards promoting women's rights, addressing the barriers and challenges that constrain women from realizing their full capabilities on an equal basis with men, and pursuing an agenda for women's empowerment.

- a) **CEDAW.** The international bill of rights for women; it spells out the meaning of equality and how it can be achieved, and provides an agenda for action by countries to guarantee the enjoyment of those rights. Ratification of CEDAW by the Government of Somalia in the coming years will be a major achievement towards promoting gender equality for the people of Somalia, UNDP and the UNCT as a whole.
- b) **The Beijing Declaration and Platform for Action on Gender Equality and Women's Empowerment, 1995 (BPFA)** which provides the first global commitment to gender mainstreaming as the methodology by which women's empowerment will be achieved. In providing a blueprint for women's empowerment the Platform includes analysis of problems and opportunities in 12 critical areas of concern with clear and specific standards for action by all actors. In implementing the suggested actions the PFA requires that, "an active and visible policy of mainstreaming a gender perspective into all policies and programmes should be promoted so that before decisions are taken an analysis is made of the effects on women and men, respectively"¹³.
- c) **The Millennium Development Goals (MDGs)** recognize that gender equality is both a goal in itself (MDG-3), and a condition for the achievement of all other goals. Achieving the MDGs will strengthen the capacities of Somalia for peace and development. It is recognized that a constructive post-conflict recovery is essential towards achieving the MDGs and that women should take part in its accomplishment.
- d) **The UNDP Global Gender Equality Strategy 2008 – 2013 (GES)**, which aims to: (a) Develop capacities, in-country and in-house, to integrate gender concerns into all programmes and practice areas. (b) Provide gender-responsive policy advisory services that promote gender equality and women's empowerment in all focus areas, including in-country programmes, planning instruments and sector-wide programmes. (b) Support specific interventions that benefit women and scale up innovative models.¹⁴
- e) **UNSCR 1325 on Women Peace and Security** reaffirms "the important role of women in the prevention and resolution of conflicts and in peace-building, and the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security". **Subsequent Resolutions 1820, 1888 and 1889** all addressed sexual violence in armed conflict which is part of the Outcome 4 of the CPD implementation and proffer special mechanisms to end impunity for sexual violence, increase expertise for response to sexual violence in conflict and enhance monitoring and reporting of states compliance.

¹³ Beijing PFA, paragraphs 79 education; 105 health; 123 violence against women; 141 conflict; 189 power and decision-making; 202 institutional mechanisms; 229 human rights; 238 media; 252 management of natural resources; 273 children and youth. The methodology for gender mainstreaming was elaborated and defined by ECOSOC shortly afterwards.

¹⁴ UNDP Strategic Plan 2008-2011, '*Gender Equality and the Empowerment of Women*,' pg.35

- f) **The Eight-Point Agenda for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery (BCPR-8PA).** This agenda has become a blueprint for action and advocacy on gender-responsive crisis prevention and recovery focusing on 8 key areas: stopping violence against women, providing justice and security for women, advancing women and decision-makers, involving women in all peace processes, supporting women and men to build back better, promoting women as leaders of recovery, including women’s issues on the national agenda and working together to transform society.
- g) **The UN System-wide Policy on Gender Equality and the Empowerment of Women (CEB 2006),** which requires that action plans should include: a clear statement in support of gender equality; between one third and one half of results statements integrate the production of gender equality, and that all data are disaggregated by sex, or specific reasons for not doing so are noted;
- h) **Development priorities, and Gender policies and strategies** of Somali government counterparts will equally be instructive to the extent that they promote gender equality or advance an agenda for women’s empowerment.

The Strategy

The UN Millennium summit’s declaration that promoting gender equality and women’s empowerment is not only a development goal in its own right (MDG 3) but is integral to the achievement of all of the other MDGs¹⁵ helps to ground the imperative for gender mainstreaming. An evaluation of gender mainstreaming in UNDP in 2005 found amongst other things that, *‘UNDP should reconsider its approach, if gender mainstreaming is to produce tangible and lasting results. The organization not only needs to establish a new and stronger institutional structure, but also to demonstrate leadership; articulate a vision; set goals, benchmarks and performance standards at the highest levels; and allocate core administrative and programme resources.’*¹⁶ In like manner, assessments at the UNDP Somalia CO level have also revealed the need for *‘a dedicated capability to reinforce gender equality in all the programmes.’* Without these changes UNDP’s human development goal of real improvements in people’s lives and in the choices and opportunities open to them will be difficult to achieve. Commitments like the UNDP Global GES have paved the way; this strategy follows in its footsteps.

The overall objective of UNDP Somalia’s Gender Equality Strategy is to ensure that gender equality and equity and women’s rights are well respected, women’s positions are improved and women’s active participation is ensured throughout UNDP’s programmes in Somalia through a gender focused approach that will include strengthening of the CO’s work on gender, improving coordination, data gathering and analysis and capacity development.

The specific objectives are:

¹⁵ The UN Millenium Declaration, Resolution 20, bullet 1

¹⁶ UNDP. January 2006. *Evaluation of Gender Mainstreaming in UNDP.* p. iii

- a) To promote equality of opportunity and treatment between men and women in all sectors of UNDP's work in Somalia
- b) To increase the quality and efficiency of UNDP Somalia's work on gender in order to ensure
- c) To establish structures and processes at the CO and sub-office levels that will promote effective coordination and information sharing on gender.

To achieve the above objectives the CO will deploy a four-pronged approach by:

1. Mainstreaming gender equality and women's empowerment (GEWE) outputs and indicators under Outcomes 1, 2, and 3 of the CPD.
2. Undertaking specific interventions to support GEWE. Outcome 4: Somali women and men attain greater gender equality and are empowered.
3. Mainstreaming gender equality considerations in all institutional and organizational practices.
4. Developing strategic partnerships in implementing gender-responsive interventions

Further elaborations of the strategies and benchmarks as well as actions CO will undertake to achieve them are presented below.

1. Mainstream Gender Equality and Women's Empowerment (GEWE) outputs and indicators under Outcomes 1, 2, and 3 of the CPD

- *Outcome 1: Somali women and men and authorities are better able to build peace and manage conflict.*
- *Outcome 2: Somali women and men, girls and boys benefit from more inclusive, equitable and accountable governance, improved services, human security, access to justice and human rights.*
- *Outcome 3: Somali women and men benefit from increased sustainable livelihood opportunities and improved natural resources management.*

Mainstreaming is a process rather than a goal that consists in bringing what can be seen as marginal into the core business and main decision-making process of an organization.¹⁷ Gender mainstreaming therefore moves women's issues from the margins of policies, initiatives and programmes into the core business through assessing the implications for women and men of any planned action, policy or programme at all levels, through all stages (from design to evaluation) and in all areas. The aim of gender mainstreaming is to transform unequal social and institutional structures and relations in order to make them more responsive to the physical as well as socially enforced differences between men and women and the challenges or opportunities that are open to them thereby. Gender mainstreaming therefore needs people (who are enlightened/empowered and committed), plans (i.e. documented commitments and strategies) and resources (to effectively translate commitment into action) as critical elements to ensure success.

¹⁷ UNESCO. (2003). *UNESCO Gender Mainstreaming Implementation Framework 2002 - 2007*

UNDP's Strategic Plan 2008 – 2011 in affirming gender equality as integral to sustainable development recognizes that gender mainstreaming is not an option but a necessity and reflects this through numerous mandates on the issue. It is also in this vein that the UNDP Somalia CPD 2011 – 2015 intends to make women's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of all policies and programmes in the political, economic and social spheres of life.¹⁸

UNDP Somalia has in the past addressed gender mainstreaming at different levels. Programmes on Governance, Rule of Law (ROLs), HIV/AIDS and Poverty Reduction and Environmental Protection (PREP) have developed projects addressing women's participation and contributed to women's empowerment in many ways:

- Under ROLs the Access to Justice Project has brought scholarships to Somali young women to become lawyers and public prosecutors and now they assert their rights to become judges in formal courts. The SARC (Sexual Abuse Referral Center) supports a multi-sector approach to provide legal services for SGBV survivors, and proper SGBV cases management including medical, police investigation, legal and psychosocial services and court proceedings against perpetrators. The AVR project is promoting women's participation in community security through the establishment of a Women Civilian Protection Unit (WCPU) in the South Central region while in security sector reforms, the Police has been supported to engage more women in the police force while ensuring integration of human rights in the police orientation in the setting up of women's desk at police stations.
- PREP employs a policy that 35% or more of its beneficiaries on livelihood projects are women in deprived communities and IDP camps. To date they have reached 45% women beneficiaries. But more still needs to be done that these projects are not only for income but gives new skills to women and elevates their status in society. In addition, the environment protection component of PREP needs to consider women as "the managers" of the natural resources within their communities and have targeted women inclusive interventions that help to bring sustainable use regimes around land, water, forest and other resources that are essential for meeting the basic needs for the households. The implementation approach for Disasters Risks Reduction (DRR) in response to extreme climatic events should also build the adaptive capacities of the women as they become the first victims of disasters due to lack of awareness, mobility and empowerment to take decisions.
- The project on HIV/AIDS is a good example of community outreach and addresses issues on gender inequality and violence against women. It has been working with religious leaders in an effort to prepare them to play a role in addressing issues related to HIV in their communities, especially in addressing stigma and discrimination. The project has trained 249 religious leaders in HIV & AIDS advocacy and gender sensitization. Over 20,000 people have been reached by the religious leaders with messages on HIV & AIDS delivered during Friday prayers at mosques in Somaliland, Puntland and South Central Somalia.

¹⁸ UNDP Somalia CPD, page 6

- The Joint Programme on Local Governance (JPLG) has supported the gender machineries in Somaliland and Puntland in developing gender policies and strategic plans, supports and backstops the participatory planning and budgeting process to help ensure that women issues are being addressed and prioritized and embeds gender experts as consultants in the Ministries to support coordination and implementation of the Ministries women empowerment programmes. The JPLG also supports women's participation in local elections and district decision-making mechanisms.
- The Governance Programme is supporting the TFG in drafting a new Constitution. This constitutional process and its public and civic education have been used as strategic opportunities to mobilize women's participation and deepen their understanding of their rights and entitlements in the new Constitution. A recent gender audit of the draft Constitution revealed however that while some milestones in promoting gender equality were achieved, for example equality in acquiring, retaining or conferring citizenship, other provisions are stated in gender neutral and contentious terms, for example political participation. The audit recommends specific provisions addressing gender imbalances in opportunities, specific protection for women's rights and proportional representation of men and women in politics and decision-making.

While these initiatives have shown some results, these successes depend on unit interests and efforts rather than a systematic programmatic approach, which is a collective organizational responsibility. A gender mainstreaming assessment conducted in 2006 recognized that there are efforts to address gender in most of UNDP's project areas, but there is no clear strategy, and staff needs to know how to apply a gender mainstreaming perspective. Proper gender mainstreaming in all the CO programmes and projects will further ensure that all initiatives aim towards positively transforming gender relations in addition to efforts that target women specifically.

In the new CPD specific gender empowerment outputs and indicators are incorporated under the different outcomes. This is intended to ensure gender issues are meaningfully addressed and mainstreamed across the CPD. However, for programming/project development to be more gender responsive they will have to ensure that:

- Men and women will be able to equally contribute to and benefit from direct outputs of UNDP projects. Gender parity will be the required standard for all projects.
- The overall project will not contribute to perpetuated inequalities
- Gender analysis is included in all priority plans and budgets, specifying intended beneficiaries, indicators and benchmarks for achieving gender equality aims;
- Budget allocation mechanisms ensure that an adequate proportion of funding is allocated for gender equality programming.

Central to the process of gender mainstreaming in all programmes, projects and policies are issues of capacity and skills development for gender analysis as well as availability of data, analysis and information on the situation of men, women, boys and girls. This information is useful in guiding the

design, implementation, monitoring and evaluation of the programmes and projects. To generate this information it is essential to undertake a gender analysis in sector programming. The gender analysis will bring out the gaps from a gender perspective and help to indicate the kind of interventions that sectors should plan for in specific projects. For gender analysis to have a noticeable effect on project development, considerable efforts will be invested in building the knowledge of the staff on the importance of gender work, as they are the main actors to put it into practice.

Benchmarks:

- a) All project documents and work plans reviewed from a gender perspective by end 2011 and on an annual basis and follow up provided to ensure incorporation of specific gender equality and women's empowerment outputs and indicators into next phase planning.
- b) All projects at the CO undertake a gender situation analysis either as a first step in project implementation or as part of monitoring and evaluation.
- c) All programmes and projects increase their work with women's organizations.
- d) Improved qualitative and quantitative reporting on gender equality; including the use of sex-disaggregated and gender statistics across all programmes/project units and assessment of gender transformative impact/potential of outcomes.
- e) Gender mainstreaming and accountability training conducted for all UNDP Somalia programme staff by 2nd quarter 2012
- f) Gender mainstreaming tools developed/obtained/reviewed and disseminated to all programmes and units (e.g. Gender Budget Marker¹⁹, 8PA, CO checklist for mainstreaming gender in work planning etc.) by end 2012
- g) Briefing kit developed for all consultants on gender situation in Somalia.

2. Develop specific interventions under CPD Outcome 4 to support GEWE

- ***Outcome 4: Somali women and men attain greater gender equality and are empowered.***

As well as mainstreaming gender in all the programme components, the CO will also embark on specific interventions to support GEWE. Interventions will be designed to go beyond simply being gender-sensitive and gender-responsive but gender-transformative, i.e. by addressing the root causes of gender-inequality in the context of Somalia as an Islamic state, through strategic actions that seek to transform the unequal power relations between men and women resulting in improved status of women. CO will develop a new gender equality programme/project dedicated to implement Outcome 4, work with and in partnership with the Governance and Rule of Law Programme, Poverty Reduction and Environmental Protection Programme, HIV/AIDS unit and the Peace-building Advisor.

¹⁹ The UNDP Gender Budget Marker (adapted from similar tool by OECD/DAC) is an Atlas-based tool for accurately managing, monitoring and reporting on gender mainstreaming and women's empowerment through tracking investments and expenditures on gender. The tool rates all outputs for both development and management projects against a four-point scale that ranges from 0 (not expected to contribute noticeably to gender equality) to 3 (gender equality as a principal objective).

In developing GEWE specific interventions, the gender equality programme/project will recognize and adapt to the varying levels of conflict or stability in the 3 regions of Somalia where emergency humanitarian work, protracted development, nation state building, recovery and service delivery change from one type of response to another; sometimes within the same region. These are factors that require gender equality work to be responsive to the conflict disparities, harmful cultural practices, the Islamic state context and entrenched patriarchal practices that marginalize and discriminate women systematically. Women will be provided with specific skills development to be able to manage the often challenging situations they find themselves in, e.g. influencing, leadership, conflict resolution, mediation, and negotiation.

UNDP Somalia works with multiple partners to implement its projects. To strengthen the contributions of the partners, it is important to guarantee that they have capacities to address gender issues and where lacking, this capacity will be built or strengthened throughout the project implementation. There are several stakeholders in the area of gender at the field level, it is important to build alliances with these stakeholders and other UN agencies, donors, international NGOs, civil society, traditional sector, rural communities and government in gender work so that unity is achieved in putting gender equality commitments into action, ensure complementarities and avoid overlap.

Benchmarks:

- a) A full-time Gender Specialist recruited by end 2011 and a Gender unit as well as a Gender Focal Team established for the CO by 2nd quarter 2012
- b) GEWE Project Document and work plan developed (in consultation with other CO programmes/units, sub-offices and gender counterparts and partners) to rollout specific activities in the following sub-outcome areas:
 - a. Gender equality and the empowerment of women implemented through advocacy initiatives in partnership with civil society and public institutions
 - b. Women's participation in peace building, representation, civil service and public life increased at all levels
 - c. Women are empowered in social and economic development
 - d. Women supported by appropriately designed, implemented and enforced legal and policy frameworks in line with CEDAW and Security Council Resolutions 1325 (2000), 1888 (2009), 1889 (2009) and 1820
- c) Capacities of national counterparts, partners and stakeholders to address gender issues built or strengthened throughout the project implementation through trainings on gender and GEWE/BCPR 8PA to ensure that they can incorporate principles of gender equality and women's empowerment into their work.

3. Mainstream Gender Equality considerations in all institutional and organizational practices

UNDP Somalia recognizes that integrating gender equality perspectives into its programming is a political process that requires changes in organizational cultures as well as goals, structures and

resource allocations at the country office that influences agenda setting, policy making, planning, implementation and evaluation. However, these efforts cannot be taken up by one person or unit; but a collective responsibility that must be shared by everybody working for the organization. It is necessary to get all staff involved in the process.

Guided by UNDP corporate policy, CO has in the past adopted gender responsive human resource practices. The phrase, '*Qualified women are encouraged to apply*' is used in all advertisements for recruitment and gender balance in short listing of candidates is ensured. In the sub-offices where female staff numbers are very limited, headhunting and uploading of qualified female candidates are used as strategies to increase opportunities for women. In some cases, especially for support functions only female candidates are shortlisted. The office in Nairobi has a breastfeeding room as part of efforts to create an enabling work environment for all, while the use of flexi time by female staff is encouraged to help them better achieve work-life balance. the requirement for a gender component in all staff RCAs has been implemented since 2010.

The CO will continue to develop its institutional and structural capacity to address gender equality effectively in all its operations. Guided by section C, sub-section VIII of the GES the CO will increase its efforts to achieve gender parity in CO staffing, sustain internal gender sensitizing and learning as a component of institutional capacity development, and continue to include gender equality considerations in performance appraisals. Capacity for gender work will be built into the field offices in Garowe and Hargeisa to ensure that the field offices have a sufficient level of gender competence to enable them to provide gender-sensitive policy and project support. An effective capacity on gender with reference to country cases and best practices from the field will be institutionalized.

Benchmarks:

- a) Gender sensitization, mainstreaming and accountability trainings conducted for all UNDP Somalia staff by 3rd quarter 2012. Training content will be adapted to staff levels and responsibilities in the organization.
- a) Gender action plans developed for the CO and sub-offices or gender perspectives incorporated into existing action plans.
- b) Replicate work-life balance arrangements in CO at the sub-offices e.g. a prayer and nursing room for ladies
- c) Gender responsive human resource practices in line with section C, sub-section VIII of the GES implemented.
- d) A Gender communication strategy developed for the CO to maximize internal understanding of the gender equality strategy and its implications to advance and expand programme work, and build awareness of gender equality issues in Somalia and the contribution of UNDP to the country.

4. Develop strategic partnerships in implementing gender-responsive interventions

UNDP Somalia has been engaged in different levels of partnership to guarantee that work in Somalia remains coordinated and productive. These partnerships include UN agencies, International and local NGOs/CSOs, the private sector and public authorities.

The UN Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) which is a 5 year joint programme of the ILO, UNICEF, UNDP, UNSP, UN-HABITAT and UNCDF with partners in Somaliland and Puntland authorities, District Councils, Legislatures, Municipal Associations, International and Local NGOs/CSOs, and the private sector. The JPLG has a stand-alone gender strategy, which aims to classify the socio-economic factors that influence gender equality, decentralization, local governance, service delivery and effective community participation. Its most recent gender audit gave wide-ranging recommendations on how to ensure that public institutions and ministries in Somaliland and Puntland in implementing local governance policies include women's political participation, integrate gender equality and provide political support to these strategic requirements.

Building on UNDP's strategic leadership role as the UN system coordinator, the CO will support the development and implementation of strategic and innovative interventions aimed at promoting gender equality and women's empowerment within the UN system and international organizations. The CO will also continue to encourage as well as develop regional and collaborative networks with development partners and key stakeholders in their efforts to integrate gender issues into PRSPs, MDGs and other programmes.

Benchmarks:

- a) Strengthened inter-agency collaboration and coordination on gender work in Somalia through participation in the UNCT Gender Theme Group, the GBV-working group and the Protection Working Group led by OHCHA.
- b) Gender considerations integrated into UNSAS identified national priorities
- c) Support the development of a joint action plan for gender mainstreaming and women's empowerment at the UNCT.
- d) Review the possibility of and support the development of joint GEWE programmes at country level
- e) Support the preparation/review/update of a Country Gender Profile for Somalia to adequately cover the gender dimension of all aspects of human development in the country; in particular: human security, democratic governance and rule of law, livelihoods and the environment.

Monitoring and Evaluation

Monitoring and evaluation (M&E) of development activities as per UNDP policy provide development managers, government officials, and civil society with better means for learning from past experience,

improving service delivery, planning and allocating resources, and demonstrating results as part of accountability to key stakeholders.

Integrating gender perspective in an M&E framework strategy is a process of regular collection and analysis of key data (indicators) to identify shifts or progress achieved from a gender perspective. It ensures that project outputs and outcomes promote equal benefits for men and women and gender inequality is not reinforced. To effectively monitor the gender dimension of projects women should first be involved in planning, decision making and execution of the project. Evaluation needs to take into account the opinions of both men and women and should identify project impact on gender relationships.

Some issues to consider in monitoring processes:

- Are men and women equally involved in project decision-making?
- Are equal or equitable opportunities provided for the participation of men and women, girls and boys in project activities
- Is there similar attitude to men and women as to decision-makers, project executors and participants/beneficiaries?
- Are there continuous incentives for accounting for gender aspect (improve gender knowledge and to discuss gender issues)

Ongoing and regular project monitoring will reveal any imbalances and the need for any project revisions, so that specific outputs and outcomes will contribute towards men and women benefitting equally and gender inequality is not perpetuated. Terms of reference of project coordinators, consultants and others involved in project implementation will explicitly specify the need for any gender-related outcomes or outputs in projects while project documents and work plans should include gender specific monitoring indicators in the design stage. Project managers are responsible for taking a qualified decision on whether any amendments need to be made to the project strategy/activities in order to redress imbalances. In the case where more than 70% of decision-makers, implementing partners or beneficiaries are of one gender, project managers will provide solid justification for why balance was not achieved and this should be noted in any project reports.

Presently, the CO has a gender mainstreaming section in the quarterly reporting format which commits all projects to document gender related work or accomplishments within the period. Previous reports have shown gender disaggregation of project beneficiaries and in some cases provide accounts of work done on specific gender issues. With successful gender mainstreaming in M&E processes, quarterly reports will move beyond tracking numbers of beneficiaries or documenting activities that target women, but contain sound gender analysis of the project context and show the longer term gendered impacts of project initiatives.

Benchmark: Gender mainstreamed into all CO M&E processes by end 2012

Actions:

- a) Gender issues incorporated in standard monitoring and evaluation guidelines so that gender dimensions of project implementation can be explicitly analyzed and addressed.
- b) Gender stakeholders and experts included in project monitoring and evaluation activities and their participation noted in monitoring and evaluation reports.
- c) Terms of Reference for project coordinators, consultants and other participants involved in project monitoring and evaluation reflect the need of background in gender or competence in gender work as a criterion for selection.
- d) Tools and a checklist for gender-sensitive monitoring prepared by programme and project staff as supported by gender specialist/consultants.
- e) Good practices/lessons documented
- f) Annual reviews and adjustments (if necessary) to the gender strategy
- g) Gender equality evaluation to coincide with evaluation of the CPD

Proposed Structure for Implementation of the Strategy

To ensure efficient and effective implementation of this strategy, institutional capacities of the CO will be strengthened. A full-time, qualified gender specialist has been recruited as of December 2011 to lead gender mainstreaming at the CO as well as design and roll-out specific GEWE activities for Outcome 4; under the supervision of the Deputy Country Director/Programmes (DCD-P). Additional staff will be required in the form of a Gender Unit with representation in the sub-offices and strong presence in the South Central region with the following structure:

- a) **Gender Specialist, P4:** reports directly to the DCD-P, works closely with other programme/project units and sub-office heads to ensure dissemination of this Gender Strategy; co-ordinate, facilitate, share information, connect people together and provide support to others as they integrate gender into their responsibilities (e.g. taking part in evaluation and monitoring missions); Compile best practices and lessons learned in mainstreaming gender and disseminate as appropriate. Liaises with Gender advisors/specialists/officers in other agencies through the UNGTG.
- b) **Gender Analyst (JPO), P2:** based in Nairobi and reports directly to the Gender Specialist supports the design, roll-out, monitoring and reporting on Outcome 4 activities as well as mainstreaming of GEWE throughout UNDP's programmes and operations; **(AND/OR)**
- c) **Gender Analyst (UNV/), P2:** based in Nairobi/Hargeisa with frequent travel to the regions, to support the mainstreaming of gender in all sub-office programmes and monitoring and evaluation from a gender perspective. This position will be cost-shared from all CO programme/project units.
- d) **National Gender Programme Officer (2 positions), SC5:** to be based in Hargeisa and Garowe. Providing technical assistance and oversight in the implementation of all work carried out in partnership with the Gender and other focal ministries in the regions. Monitoring of project sites and supports gathering of data/information; contribute to the Gender reporting.
- e) **Administrative Assistant, G6:** supports the Gender unit and the Peace-building advisor on administrative, finance and logistic matters

Accountability for the implementation of this strategy rests with all CO staff at all levels with varying degrees of responsibility related to their areas of work and within each of CO programme/project units. Performance reviews of the implementation of this policy will be the responsibility of Senior Management and the DCD-P and should be carried out as part of the normal annual or bi-annual performance reviews.

- i. **Country Director/DCD-P/DCD-O:** ensures full use/implementation of Gender Strategy by all relevant departments/units/persons.
- ii. **Programme/project managers, advisors/CTAs:** ensure gender integration into projects, programmes, policies and M&E processes in their units; ensure provision of Gender training to project counterparts; participate in relevant GEWE training; ensure gender balance in all trainings, delegation of travel from programmes/projects; advocate for gender equality and women's empowerment in their dialogue with national and international counterparts.
- iii. **Human Resources Manager:** ensure implementation and adherence to section C, sub-section VII of the GES that is relevant to the national context; and ensure that all staff takes responsibility for gender parity in their terms of reference.
- iv. **Partnerships and Planning Unit (PPU):** develop tools for monitoring the gender strategy, ensuring compliance to gender equality considerations outlined in the operational manuals in programming, contracting, reporting etc.; ensure that monitoring and evaluation indicators are gender specific; ensure impact on women and men is well elaborated in all reports.
- v. **Communications unit/officer:** ensure that gender issues are adequately represented in the public information strategy of UNDP Country Office; support development of Gender Communication strategy and help disseminate same.

In addition, the establishment of a **Gender Focal Team** at the CO level with representation from each Programme/Project Unit, finance/operations and the sub-offices; headed by the DCD-P. Members of the GFT will be mentored and receive training on gender programming and monitoring, take responsibility for training colleagues, briefing consultants on gender work of their project and checking gender reporting in their units. The GFT will also provide a forum for the CO to reflect upon key challenges facing women in Somalia and collectively identify appropriate responses. The TOR for the GFT is annexed.

Financial Resources

Dedicated resources must be deployed to achieve the stated objectives of gender equality and the empowerment of women under this strategy. According to the Gender Strategy for the RBA²⁰, *'Commitment to capacity building, empowerment of women and gender equality need to be demonstrated through an annual earmarking.'* The UNDP Global GES notes as a core institutional

²⁰ UNDP RBA, (2006). UNDP – RBA's Gender Policy and Strategy; A transformative approach towards Gender Mainstreaming, Pg. 6

priority the '*allocation of sufficient core and non-core administrative and operational resources*' in order to achieve the practical components of the strategy. Furthermore, UNDP has demonstrated its commitment to the 8PA by amongst other things: allocating fifteen percent of all its CPR funding allocations to gender-specific projects; and dedicating 15 percent of its work plan budget and staff time to women's issues, including a commitment to staff training to increase expertise in gender mainstreaming.

In keeping with these examples, UNDP Somalia will allocate 5% of core resources in 2012; increasing to 15% over the next 5 years to support gender mainstreaming as well as specific GEWE initiatives. At the same time rigorous resource mobilization efforts for the gender programme will be enhanced. All other programmes/project units will be encouraged to earmark specific percentage of resources to gender work including cost-sharing for specific gender support where necessary. Necessary tools for tracking resource allocation to gender will be disseminated to guide the various units.

Implementation Plan

Strategies	Benchmarks	Required Actions	Timeline	Responsible Persons/Partners	Budget (\$)
Mainstream gender equality and women's empowerment (GEWE) outputs and indicators under Outcomes 1, 2, and 3 of the CPD.	All project documents and work plans reviewed from a gender perspective	Review of all PRODOCS and work plans and recommendations for review made	1 st quarter 2012	Gender Specialist	
		Meet with programmes/projects to review comments and ensure incorporation of gender outputs and indicators	1 st quarter 2012	Gender Specialist	
	All projects undertake a gender situation analysis.	Meet with programmes/project heads to discuss gender situation analysis and agree required support.	Continuous	Gender Specialist/unit	
	Improved qualitative and quantitative reporting on gender equality	Review all project quarterly reports from a gender perspective	Quarterly	Gender Specialist/focal points	
	Gender mainstreaming and accountability training for all UNDP Somalia programme staff	Develop, circulate and collate pre-training questionnaires	1 st quarter 2012	Gender Specialist/Programmes & unit heads	
		Develop training modules and agenda	1 st quarter 2012	Gender Specialist	
		Plan and conduct trainings for programme staff	Start 2 nd quarter	Gender unit, DCD-P	15,000
	Gender mainstreaming tools developed/obtained/reviewed and disseminated to all programmes and units	Develop/obtain/review gender mainstreaming tools	2 nd quarter 2012	Gender unit	
		Disseminate gender mainstreaming tools	Continuous	Gender unit/ Programmes & unit heads	
	Briefing kit developed for all consultants on gender situation in Somalia.	Develop briefing kit	2 nd quarter 2012	Gender unit	
		Disseminate briefing kit	continuous	Gender unit/ Programmes & unit heads	
	Develop specific interventions	CO Gender team in place	Gender Specialist recruited	End 2011	DCD-P & CD

to support GEWE. Outcome 4: Somali women and men attain greater gender equality and are empowered		Gender unit	2 nd quarter 2012	DCD-P & Gender Specialist	
		Gender Focal Team established	2 nd quarter 2012	DCD-P & Gender Specialist	
	GEWE Project Document and work plan developed to rollout specific activities.	Gender PRODOC developed and approved	1 st quarter 2012	DCD-P & Gender Specialist	
		Gender work plan developed and approved	1 st quarter 2012	DCD-P & Gender Specialist	????
		Roll out of GEWE activities	Continuous	Gender unit/ Programmes & unit heads	
	Capacities of national counterparts, partners and stakeholders built on gender.	Gender Trainings for national counterparts, partners and stakeholders	Continuous	Gender unit/ Programmes & unit heads	????
Mainstream gender equality considerations in all institutional and organizational practices	Gender trainings conducted for all UNDP Somalia staff.	Develop, circulate and collate pre-training questionnaires	1 st quarter 2012	Gender Specialist/Programmes & unit heads	
		Develop training modules and agenda	1 st quarter 2012	Gender Specialist	
		Plan and conduct trainings for operational and support staff.	Start 3 rd quarter 2012	Gender unit, DCD-P	???
	Gender action plans developed for the CO and sub-offices or existing action plans mainstreamed	Develop/review and adopt action plans (following gender training)	2 nd – 3 rd quarter 2012	Gender unit, DCD-P, sub-office heads	
	Replicate work-life balance arrangements in CO at the sub-offices e.g. a prayer and nursing room for ladies	Identify and assign space as prayer and nursing room for ladies.	3 rd quarter 2012	Gender Unit, DCD-P, DCD-O, sub-office Heads	???
	Section C, sub-section VII of the GES fully implemented.	Develop and disseminate implementation plan for HRDM Policy	3 rd quarter 2012	Gender unit, DCD-P, DCD-O, HR	
		Review implementation	Continuous	Gender unit, DCD-P, DCD-O, HRM, M&E Specialist	
	A Gender communication	Develop gender communication	2 nd – 3 rd	Gender unit/	

	strategy developed for the CO.	strategy	quarter	Communications unit	
		Disseminate gender communication strategy	Continuous	Gender unit/Communications unit/ Programmes & unit heads/ sub-office heads	
		Review implementation of gender communications strategy	Continuous	Gender unit/ Communications unit/ M&E Specialist	
Develop strategic partnerships in implementing gender-responsive interventions	Strengthened inter-agency collaboration and coordination on gender work in Somalia.	Participation at GTG, GBV-WG etc.	Continuous	Gender unit/ Programmes & unit heads	
	Gender considerations integrated into UNSAS identified national priorities	Review of UNSAS priorities and recommendations for gender considerations	Continuous	GTG	
	Joint action plan for gender mainstreaming and women's empowerment at the UNCT developed	Develop template for joint plan and invite inputs from all agencies through the GTG	1 st quarter 2012	Gender Specialist/GTG	
		Collate and harmonize inputs	1 st quarter 2012	Gender Specialist	
		Review implementation of joint plan	Continuous	Gender Specialist/GTG	
	Number of joint GEWE programmes developed at country level	Identify potential opportunities for joint GEWE programmes		Gender unit/DCD-P/ Programmes & unit heads/GTG	
		Support development and implementation of joint programmes		Gender unit/DCD-P/ Programmes & unit heads/GTG	
	Country Gender Profile for Somalia prepared/reviewed/updated.	Agree on plans for Gender Profile and budget	2013	Gender unit/DCD-P/GTG	
		Engage consultant to develop gender profile	2013	GTG	???
		Review and disseminate gender profile	2013	GTG	
Monitoring and Evaluation	Gender issues incorporated in standard monitoring and evaluation guidelines.	Review all CO M&E guidelines and provide inputs	2 nd quarter	Gender unit/M&E Specialist	

	Gender stakeholders and experts included in project monitoring and evaluation activities.	Review all M&E ToRs and reports and provide inputs	Continuous	Gender unit/ Programmes & unit heads	
	ToRs for all persons with M&E responsibility require gender background.	Review all M&E ToRs and reports and provide inputs	Continuous	Gender unit/ Programmes & unit heads	
	Tools and a checklist for gender-sensitive monitoring.	Prepare/obtain gender sensitive M&E tools	2 nd quarter	Gender unit/ M&E Specialist /Programmes & unit heads	
		Disseminate tools	Continuous	Gender unit/ Programmes & unit heads	
	Good practices/lessons documented	Collate information from all projects/programme reports	Continuous	Gender unit/ Programmes & unit heads/ M&E Specialist	
		Prepare and disseminate good practices/lessons learnt	Continuous	Gender & Communications units	
	Review of Gender Strategy	Updates on progress with implementation	Monthly	GFT	
		Revise and update Gender Strategy	Annual	Gender Specialist/DCD-P	
	Gender equality evaluation of the CO & CPD	TBD	TBD	TBD	