



Strengthening Gender Equality and Women's Empowerment in Somalia

2012 - 2015

United Nations Development Programme

Country: Somalia

Project Document

Project Title	Strengthening Gender Equality and Women's Empowerment in Somalia
UNSAS Outcome 3	Good governance and human security: Somali people live in an environment where rule of law is respected and rights based development is pursued
CPD Outcome 4	Somali women and men attain greater gender equality and are empowered
Expected CP Outputs	4.1: Gender equality and the empowerment of women implemented through advocacy initiatives in partnership with civil society and public institutions 4.2: Women's participation in peace building, representation, civil service and public life increased at all levels 4.3: Women are empowered in social and economic development 4.4: Women supported by appropriately designed, implemented and enforced legal and policy frameworks in line with CEDAW, the Maputo Protocol and Security Council Resolutions 1325 (2000), 1888 (2009), 1889 (2009) and 1820
Executing Entity:	UNDP
Implementing Agencies:	Government, INGOs, LNGOs, CSOs, consultancy firms

Brief Description

Gender equality and women's empowerment in Somalia is challenged by several closely linked factors. Endemic poverty occasioned by recurrent natural calamities and extended violent conflict and interplay of these with a deeply clan-based culture which promotes strict male hierarchy and authority. In light of these factors women and girls bear an unequal brunt of the hardship occasioned by the enormous recovery and development needs across Somalia. To address this imbalance and respond to the acute challenge faced by Somali women today UNDP 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.

UNDP, shall adopt a two-track strategy i) Specific interventions in support of Gender Equality and Women's Empowerment (Outcome 4) and ii) Mainstreaming gender equality and women's empowerment (GEWE) outputs and indicators under Outcomes 1, 2 and 3 of the CPD. Interventions will go beyond simply being gender-sensitive and gender-responsive but gender-transformative, 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. 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. These initiatives cannot move forward without the establishment of a conducive environment through the formulation, revision and update of relevant policies, laws, strategies and regulatory frameworks. The programme will therefore strengthen advocacy for ratification and implementation of CEDAW by the government of Somalia amongst other gender equality frameworks.

The programme will be implemented over a period of 4 years with a total budget of \$9,000,00.00

Total resources required:	\$9,000,000.00
Total allocated resources:	\$6,400,000.00
Regular TRAC:	\$2,450,000.00
Other:	
Donor: Denmark	\$3,600,000.00
Donor: Norway	\$250,000.00
BCPR:	\$100,000.00
Government	_____
Unfunded budget:	\$2,600,000.00
In-kind Contributions	_____

Programme Period:	4years (2012-2015)
Key Result Area (Strategic Plan) UNSAS Outcome 3 and CPD Outcome 4	
Atlas Award ID:	_____
Start date:	1 Jan. 2012
End Date	31 Dec. 2015
PAC Meeting Date	_____
Management Arrangements Direct Implementation Modality (DIM)	

Agreed by (Government)

Agreed by (Executing entity):

Agreed by (UNDP)

DIM Clear

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1. Situation Analysis

The conflict in Somalia which has lasted for over 20 years 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. A fragile Transitional Federal Government (TFG) resides in the capital Mogadishu in the South Central region, where the security situation remains unstable in spite of the withdrawal of Al-Shabaab militants in August 2011 from Mogadishu. In the North western (Somaliland) and North eastern (Puntland) regions on the other hand, there is relative peace and thereby ample opportunities to support recovery, development, strengthen governance and basic service delivery to the people. Irrespective of these developments however, the entire country is burdened by the ravages of conflict and entrenched poverty. Somalia is the country most affected by the recent drought within the Horn of Africa, as a consequence (coupled with the devastating effects of two decades of civil war) by November 2011 an estimated 3.7 million Somalis were in urgent need of humanitarian assistance¹ while 250,000 people faced starvation in the Southern regions of the country.² Of the total estimated population of 9 million, over one third live in extreme poverty³, about 1.5 million are internally displaced persons (IDPs)⁴ 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 birthday⁵. Malaria and tuberculosis are rife. Overall rates of HIV/AIDS are about 1 per cent⁶. 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 years⁷.

The women of Somalia bear unequal brunt of the hardships occasioned by poverty, conflict and a deeply clan-based culture which promotes strict male hierarchy and authority. 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 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. 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. Somalia has also signed but not ratified the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (the Maputo Protocol). The combined provisions of both instruments offer sufficient standards for addressing some of the specific challenges facing the women of Somalia today and even require special measures that address the heterogeneity of women's needs based on factors such as age, disability, poverty, marital status, rural/urban realities, education, membership of ethnic minorities and effects of conflict on women.

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

¹ UNHCR Somalia Briefing Sheet (November 2011)

² According to the Food Security Nutrition Analysis Unit (FSNAU) – Somalia (September to November 2011).

³ Somalia National Human Development Report 2011

⁴ UNHCR Somalia (November 2011).

⁵ UNDP MDG Review for Somalia 2007

⁶ 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.

⁷ UNDP MDG Review for Somalia 2007

Somalia's extremely poor human development index.⁸ 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 1400 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 labor force.

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.

A closer examination of the situation of Somali women from three key perspectives – i) Somali women's role in peace building, ii) Sexual and Gender Based Violence and iii) Gender and social inequality – will pinpoint the challenges more specifically, but also highlight strategic opportunities for the promotion of gender equality and women's empowerment.

i) Somali Women's Role in Peace-building and Decision-making

Conflict is a gendered activity and although women in Somalia have been found to play a role in inciting violence, the experiences of women and men in situations of tension, war, and post-conflict reconstruction is significantly different. Somali women have actively participated in peace building, conflict resolution and conflict management in the past two decades but their efforts are often marginalized when concrete gains are realised; while they can function as informal/private negotiators, they are customarily excluded from peace talks and from the clan's political decision-making.⁹ In Somalia post conflict assessments demonstrates that peace agreements and livelihood reconstruction work better when women are involved in peace-building process - it improves the quality of agreements reached and enhances the chances of localized implementation. In Somali society, most of the nomadic clans inter-marry with other clans to strengthen alliances. These ties helped mediate disputes between clans, since there were always families with in-laws on the other side that would have an interest in the peaceful resolution of conflicts. Somali women's participation in the peace process is therefore an essential precondition for establishing lasting peace, as they bring alternative perspectives to conflict prevention.

The agitation of Somali women over the years has led to gradual increases in concessions by the power brokers in the rebuilding process to guarantee women's participation. For example, the Garowe II Conference of February 2012 agreed to a 30% minimum representation of women in all political structures of the road map including the Interim Independent Electoral Commission (IIEC), the National Constituent Assembly (NCA), and the New Federal Parliament. However, similar recognition of quotas for women in decision-making are not contained in the Consultation Draft Constitution and as such raises concerns that the Garowe II provisions could be circumvented in the new political structures that will

⁸ Somalia NHDR 2011

⁹ EC/NORAD Gender Profile for Somalia

emerge from the road map reflecting a familiar scenario where all decisions to allow women a quota representation, reached in every peace process since Djibouti, have not yet been implemented.¹⁰

Recent experiences continue to reflect an exclusion of women in critical peace and nation-building negotiations. The recently concluded London Conference on Somalia is a critical example. No women were represented at the Conference and specific gender issues were largely omitted from the agenda.¹¹ Challenges to inclusion of women's perspectives and specific gender-equality provisions in the CDC include a strict patriarchal culture with already traditionally excludes women, religious misinterpretation of religious provisions on women's role in decision-making and women's lack of awareness of their rights.

UNDP's governance programme reports that in terms of women's political participation the record is quite dismal. There is a scarcity of women who have the time, resources and forbearance to attempt a career in politics; even when women are involved, they are often kept on the margins of decision making or are confined to 'soft' policy areas. In the Transitional Federal Government (TFG) there are 28 Ministries with only one woman Minister at the Ministry of Women and Family Care (MOWFC) and of the 575 members of parliament, only 76 (13%) are women. The IFCC is the only structure that has managed to achieve more than 12% women's representation as stated in the Transitional Federal Charter; 8 out of 30 members (representing 27%) are women. This was largely achieved through the advocacy and tenacity of women's groups. In the region of Puntland of the 26 ministries there is only 1 woman minister, the Minister for Women, Development and Family Affairs (MOWDAFA), two women vice ministers and of the 66 members of parliament only three are women. Somaliland no longer has a woman on the cabinet since the sole woman minister at the Ministry of Labour and Social Affairs (MOLSA) (out of 28 Ministries) was removed by a cabinet reshuffle in March 2012. Out of 86 members of parliament only two are women, with one woman in the house of elders (she got seated only because her husband died).

To the women of Somalia, the current power-sharing arrangements following the clan based 4.5 principle would not allow for their enhanced participation unless specific measures were taken. It is therefore important that the final Constitution for Somalia includes provisions on quotas for women and concrete measures are taken to support women to take advantage of these provisions. How women are organized towards engaging in the forth-coming Istanbul II conference will also be critical in influencing positive outcomes for women.

ii) Sexual and Gender Based Violence (SGBV)

As the different regions of Somalia continue to present divergent contexts in terms of political development, economic recovery and rebuilding of institutional structures on the one hand while on the other crisis, emergencies and insecurity prevails, the imperative for improving security for women in Somalia cannot be over-emphasized. The 2009 annual report of the Secretary-General on children and armed conflict (A/63/785-S/2009/158 and Corr.1) reported that rape and other sexual violence were committed by both members of armed forces and groups, as well as civilians.

¹⁰ Statement issued by the Women Ambassadors Accredited to the AU to the London Conference after their mission to Somalia, 22nd February 2012.

¹¹ Statement issued by the Women's Leadership for Peace and Security in the Greater Horn of Africa (G40) Project to the London Conference organizers following a High Level mission of the G40 to Somaliland, 10th – 14th February 2012.

Violence is a major cause of death and disability for women and men aged 15-44 in Somalia. During the war and up to the present time, women and girls are targeted for rape, abduction and sexual slavery as well as clan-related revenge killings¹². Women and girls have been stoned to death for alleged adultery; and the group Al-Shabaab persistently uses cruel, inhuman and degrading forms of punishment to exert control over the populations where they are in control. Within this difficult regime, Somali women find it hard to speak out for fear of backlash.

Women and children living in internally displaced persons settlements in Bossaso, Galkayo, Hargeisa and along the Afgoye corridor continue to report a large number of rapes. Evidence shows that even in some parts of Somalia where there is relative peace, high levels of sexual and gender-based violence tend to persist, creating long-term threats to security and to women's health. The individual and societal cost of sexual and gender-based violence can be high and includes unplanned pregnancies, infection with HIV/AIDS, stigmatization, ostracism and divisions within families, communities and clans (SG/SC Report 2009).

SGBV occurs within the family or in the community, and includes harmful traditional practices such as Female Genital Mutilation (FGM). To date an estimated 98% of Somali women have undergone some form of FGM (UNICEF 2008). Infibulation, the most harmful form of FGM, is practiced widely in Somalia. The practice of FGM was illegal before 1991, when the Siad Barre government collapsed.

UNDP's ROLs projects like the SARC (Sexual Abuse Referral Center) support 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 perpetrator. The Access to Justice Project has brought scholarships to young Somali women to become lawyers and assert their rights to become judges in formal courts. Likewise the ROLS security sector reforms in the police have progressed towards engaging more women in the police force while ensuring the integration of human rights in the police orientation through the setting up of women's desk at police stations.

iii) Gender and social inequality

Although the armed conflict opened opportunities for women to be resilient to changes and be involved in civil society activities – the lack of effective governance and abusive traditional practices continues to marginalize women. The country's degeneration into armed conflict saw an abandonment of the rule of law and disregard for basic fundamental rights and freedoms. Women's rights suffered the most as without a recognized government to enforce the law, the majority of the population which were already largely rural and traditionalists turned more towards traditional and customary laws including Shari'a law. While Shari'a law offers women greater justice than Somali customary law, it can only be administered by men, so in practice it is misapplied in the interests of men. According to the SG 2009 report to the Security Council, in Somalia, armed conflict has fuelled the emergence of extremist and fanatical groups that seek a restriction of women's freedoms. AMISOM reported that insurgent groups had forced girls into marriage, and in parts of south-central Somalia, extreme interpretations of Sharia law by insurgent groups have led to allegations of grave violations of the right to life and physical integrity (see S/2009/373, para. 4) (SG/SC Report 2008). Somali women are subordinated systematically in the country's patriarchal culture. Laws and age old traditional practices impose restrictions on women's

¹² Reported in Gender Profile of the Conflict in Somalia, UNIFEM

movement, livelihood, education, political participation and proprietary rights. Early and forced marriages, including refusal of citizenship is rife. In Somali society, the power relationships between men and women are regulated by traditional beliefs and practices which confine women to housekeeping and procreation and exclude them from positions of power and influence.

Justice in Somalia is subject to a complex interplay of customary, religious and formal norms and authorities. Justice processes can be informed by a variety of norms or hijacked by those in power. The dominance of socio-political and economic interests in and over formal institutions and systems of accountability has a particularly negative impact on the implementation of women's rights and security in Somalia. For example, women barely have any access to efficient redress in cases of rape, domestic violence or other SGBV crimes. Reports of such incidents to family elders or community authorities typically lead to customary justice processes (*xeer*), which essentially aim at pacifying the conflict between families or clans that result from such violations – rather than punishing the individual perpetrator or respecting the formal rights of the survivor.

The long drawn armed conflict has also exposed men and boys to systematic and extensive clan-related killings, threatened with death and torture, coerced to join militia groups, and forced to commit sexual violations against women and girls.

Women's socio-economic rights are equally under jeopardy. According to an unpublished report¹³ by the Nagaad Umbrella Organization, socio-cultural and archaic family laws that contradict with international conventions on issues ranging from women's rights to education to inheritance rights keeps them from attaining the family or civil rights formally provided them. While constitutional law and Shari 'a provide women with the right to own and dispose of property independently, women often are obstructed from practicing such rights because of various legal, cultural and societal barriers. The report further found that about 75% of women do not own livestock, land or other property. Only 15-20% have received inheritance from male family members. Further, Women contribute more than 70% to their families' income and more that 60 % of the national income – through taxes and other contributions. However, despite these vital contributions women make to their families and communities, women are often economically, socially, and politically marginalized. (Nagaad, 2010, p.4, and 10). Women are only allowed to own land if they purchase it with their own funds.¹⁴

The long absence of men from the household due to migration and the death of a large number of men in the prolonged violent conflicts, that the country experienced, have created a large number of female-headed households.¹⁵ Further, due to high rate of poverty many families being unable to send all their children to school prioritized male child education over girls. This attitude of exclusion made girls unsuccessful and incompetent in the fragile system of education and resulted in higher illiteracy rates amongst girls and women in the Somali society. Today however, there are noticeable changes in attitude as Somalis now appreciate contributions made by educated females to the family and society.¹⁶

¹³ Nagaad, April 2010, 'Women's Economic and Property Rights And the Factors that Influence Small Women-Owned Businesses'

¹⁴ UNDP ROLS Study on Improving Women's Access to Justice and Security in Somaliland; Mapping of NGOs, Literature and Operational Opportunities (August 2011)

¹⁵ Gardner, Judith and Judy El Bushra, eds. Somalia – The Untold Story: The War through the Eyes of Somali Women. London and Sterling, VA: CIIR and Pluto Press, 2004

¹⁶ MOWDAFA proposal for the 2012 International Women's Day celebrations in Puntland.

Women who are arguably the main breadwinners in most families dominate the Khat business. There are a couple of socio-economic effects of women in the Khat business. The challenges they may face include for instance the drain on household resources through the use of Khat; and the effect of a ban on sale of Khat, without viable alternative income streams on overall household income and expenditures. Both situations will lead to a prioritization of benefits such as schooling, healthcare and welfare within the household from a gender perspective. Other effects of the use of Khat may include increased SGBV and family breakdowns, considering that Khat consumption has been known to bring about mood swings and acts of violence.¹⁷ Hence there is need to study the relationship between Khat and women; how women in the Khat business have been affected and also how women whose spouses consume Khat are affected.

Regional Gender Equality Perspectives (South Central, Puntland and Somaliland)

Somalia has been without an effective central government since the Siad Barre regime was overthrown in 1991. Today the country is still fragmented; in the South Central region a Transitional Federal Government seats in Mogadishu where open conflict has reduced considerably but high levels of insecurity plague the other parts of the region, while the region of Puntland wavers in relative peace and Somaliland continues to be stable, yet harbors a contested area of Sanaag and Sool with Puntland. These varying levels of stability in the different regions requires gender equality interventions to be responsive to the conflict disparities, harmful cultural practices, the Islamic state context and entrenched patriarchal practices that marginalize and discriminate women systematically.

South Central:

The two decades of conflict has seen its major aggression play out more specifically and with devastating effects in the South Central region. The result has been wanton destruction of homes, loss of household resources forcing widespread break-up and displacement of families; the collapse of community services such as health centers and schools rendering the population more vulnerable to chronic economic and food insecurity. While the armed militant group Al Shabaab has been displaced from the capital Mogadishu, in the areas they control they terrorize the populations causing decreased mobility for women as well as men affecting access to livelihood and basic access to firewood and water, fields for cultivation, livestock, services and employment opportunities. The effect of the recent famine has also exacerbated the ravages of conflict increases the challenges of basic survival faced by families in the region and heightening the economic burdens on women. The government's capacity for accountability and delivery of basic services to the people remains low hence this role is mostly filled by the private sector. This context creates challenges of access for the poor, especially women. The political character of the region continues to be driven by clan dynamics leading to high ministerial turnover within the TFG.¹⁸

The UN and indeed UNDP's response in the region focuses on addressing the most critical and immediate development needs while helping to build capacities for peace and human security, strengthening governance and rule of law institutions, and increasing opportunities for sustainable livelihoods and

¹⁷ Somaliland Ministry of Planning and National Development (2005) Report of Khat survey in Hargeisa, Somaliland

¹⁸ UNSAS, 2011 - 2015

environmental management. Ensuring that such planning and support is gender responsive will be critical. In this vein, the MOWFC has a strategic role to play in guiding other line ministries to integrate gender in policies and programmes overall, but also those which arise from UNDP's support. In order to do so it would need a comprehensive gender policy that could guide its work in the challenging context of South Central region of Somalia, where insecurity and conflict continues to threaten efforts on the path to sustainable development. The Ministry is still faced with the challenge of engaging all stakeholders, including elders, religious leaders, male influential figures and younger men, to accept gender equality. The MOWFC has not been immune to the high turnover of government ministries, a situation which has affected the UN's ability to build relationships with the respective administrations and to implement plans effectively.

The Garowe II Conference agreed to 30% minimum representation of women in all political structures of the road map. However, women's political representation continues to be limited by the traditional reasons of lack of economic capacity, cultural limitations and domestic burdens but also because of the clan-based representation system which limits women. Because the road map timeline is already running, women need to seize the chance to ensure that they meet/exceed the 30% minimum quota. This cannot be achieved without concrete leadership and unity amongst the women. The MOWFC's leadership to coordinate and mobilize efforts in this regard will be critical.

Rape and sexual violence remains a constant threat to IDP women and girls and continues to be reported in the camps. Perpetrators have been identified by survivors as TFG soldiers (39 per cent of cases) and non-state armed groups (25 per cent of cases). Under the auspices of the Prime Minister, a Task Force on Gender-Based was established in December 2011, to which the United Nations has been invited. While the English version of the Consultation Draft Constitution contains an outright prohibition of female genital mutilation, the Somali version outlaws pharonic circumcision (implying an acceptance/encouragement of more subtle forms which are no less harmful and undermine women's rights to decision making over their bodies). It is hoped that the final draft constitution will also prohibit this practice.

The role of NGOs in fostering peace, mobilizing and advocating for women's political participation, promoting gender equality awareness, improving women's livelihoods and addressing harmful traditional practices such as Female Genital Mutilations (FGM) at the local levels has also been critical.

The South Central remains extremely challenging to work in as the level of insecurity still limits the presence of UN staff in the region.

Puntland:

The Puntland authorities developed a Gender Policy Paper in 2008 under the initiative of the Ministry of Women Development and Family Affairs (MOWDAFA), in order to address the inequalities pervasive in society. The paper admitted gaps for women in employment opportunities and in health services, lack of education and the concentration of poverty among female headed household noting the lack of women's empowerment programs; lack of recognition of women's contribution to society and communities; absence in sharing of development proceeds and services; and lack of civic, political engagement and representation that addresses women's concerns. The Gender Policy Paper is yet to be adopted by the government however, it is a development framework that the Puntland government will need to closely

coordinate how donors and projects supports the gender equality priorities and specifically how women benefit from these projects.

MOWDAFA has the responsibility for the implementation of the policy, coordination and evaluating progress in the advancement of women; and is required to brief the cabinet on progress of the policy. It is crucial for UNDP to assist the MOWDAFA and other ministries to narrow the existing gaps, enhance coordination off all efforts in support of gender equality and to promote women's empowerment. MOWDAFA plans to establish a Women's Multi-purpose Centre in Puntland which will serve as a gender resource center, women's advocacy, mobilization, coordination and capacity building venue; and provide other empowerment services for women and children.

In 2007, Puntland adopted a quota system for district councils, whereby 30 percent of district councilors should be women. When the Galkayo district council was established through a selection process among clan elders in August 2009, 6 women were among the 31 selected councilors. While women had been selected before as councilors in Puntland, this was the first time that women were selected by women. The district councilors are responsible for ensuring the delivery of basic services to the local people and the Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) project made sure that women's quota is implemented. The recent gender audit by JPLG in Puntland came with recommendations that should be applied as it includes a comprehensive approach to integrating gender equality and women's empowerment (GEWE) in local governance work. In spite of these laudable developments however, women's representation at higher levels of power decision-making remain low. The present women representatives also need capacity building to effectively influence gender responsive local governance and serve as effective role models for women's leadership capabilities.

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.

Somaliland:

The recent successful presidential election in Somaliland has given its democratic processes wide recognition and opens the door for opportunities in good governance work. It will embark in district and parliamentary elections in 2012 and this should pave the way for Somali women to be candidates with the aim to filling up the male dominated parliament - with only 2 women out of 86 members. However, efforts to increase women's participation may suffer a setback if a motion pending before the President for a presidential decree allocation a 25% quota to women in parliament is not approved. The motion backed by women's groups under the leadership of the Ministry of Family Affairs and Social Development (MOFASD) (later merged with the Ministry of Labour and called the Ministry of Labour and Social Affairs (MOLSA)) and the Nagaad women's network was approved by parliament but rejected by the house of elders. The draft was subsequently presented to the President in September 2011 and he inaugurated a committee (chaired by the Minister of Justice) to consult widely and advise him on the appropriate strategies for increasing women's participation in legislative bodies. The committee concluded its work in December 2011 and submitted their recommendations to the President. As of April

2012, the women of Somaliland are still awaiting word from the President on his final decision. In March 2012, by way of a cabinet reshuffle the female Minister for MOLSA was removed and replaced by a man while a woman was appointed Minister for Education, with a vice Minister in the Ministry of health. This brought the total number of women in cabinet to 2 out of 26 positions. This continues to indicate however, a slim representation of women in Somaliland's government.

Somaliland adopted a comprehensive National Gender Policy in 2009 under the MOFASD that recognized women's empowerment at all levels of clan, communities and society. It recommended specifically the elimination of gender inequalities and women's access to equitable development in its National Gender Action Plan (NGAP). The aim of the gender policy is to provide a platform for the collective participation and contribution of the women and men in Somaliland in order to achieve socio-economic development and social security. The policy is to guide and direct planning, resource allocation and implementation of development programmes with a gender equality perspective. The recent gender audit by JPLG pointed out that in developing the capacity of local authorities, it is critical to build the capacity of clan, traditional and religious leaders on gender equality in order to initiate a gradual approach towards effective GEWE framework. The Somaliland National Gender Policy will require effective coordination, planning, monitoring and evaluation as well as indicators. It is envisioned that Gender Focal Points will be created at each government ministry to ensure their engagement in the policy implementation. With the new policy, Somaliland has great potential to develop their capacity to mainstream gender into all public institutions.

The Ministry needs visible support to implement the Policy, to foster women's meaningful engagement in political institutions and to address factors that inhibit women's ability to fully engage in public life.

2. UNDP's Approach/Strategy

UNDP is committed to the goal of Gender Equality, Equity and the Empowerment of Women. This global commitment has been stated and demonstrated over the last decade; through specific policies and institutional arrangements to achieve this goal. The guiding frameworks for this strategy are drawn from the following policies and documents.

- i) **The Convention on the Elimination of all forms of Discrimination against women (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.
- ii) **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”¹⁹.

- iii) **The UNDP corporate strategy on Gender Equality, the BCPR Eight Point Agenda on UNSC 1325 (8PA) and the Human Rights Based Approach (HRBA).** UNSCR 1325 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”. The central context of UNSCR 1325 and UNDP interpretation through its Eight Point Agenda is what can be done to dismantle the barriers that prevent women from greater participation – at leadership levels – in conflict prevention, conflict resolution, peace building and post-conflict governance. UNSCR 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.
- iv) **The MDGs** recognize that gender equality is both a goal in itself (MDG-3), and a condition for the achievement of all other goals. Although the MDGs did not specifically address states in situation of armed conflict, 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.
- v) **UNDP Country Programme 2011-2015**, specifically Outcome 4: “Somali Women and Men Attain Greater Gender Equality and are Empowered”
- vi) **UN Somali Assistant Strategy 2011-2015**: Outcome 3, “Somali people benefit from poverty reduction through improved livelihoods, decent work, equitable and sustainable economic development”

The current UNDP Country Programme Document for Somalia (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, tackling some of the most recurrent aspects of discrimination. To inform the current CPD, a number of review exercises took place in UNDP Somalia CO 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 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 other programmes as well as in operations.

The UNDP Country Programme 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 life²⁰. Strong focus will be placed on addressing the challenges confronted by the women of Somalia in achieving gender equality and empowerment in the following

¹⁹ 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.

²⁰ UNDP Somalia CPD, page 6

areas: i) the effects of armed or other kinds of conflict on women; ii) the persistent and increasing burden of poverty on women; iii) sexual and gender-based violence (SGBV); iv) inequality in economic structures, productive activities, assets and access to resources; v) inequality between men and women in the sharing of power and decision-making at all levels; vi) lack of respect for and inadequate promotion and protection of women's human rights; vii) lack of access to justice; and viii) gender inequalities within government.

To achieve these objectives at the level of programming, UNDP Somalia deploys a twin-track approach by:

- i) Mainstreaming Gender Equality and Women's Empowerment (GEWE) in all CO programmes and projects.
- ii) Undertaking specific interventions in GEWE under Outcome 4

i) Mainstreaming Gender Equality and Women's Empowerment (GEWE) in all CO programmes and projects.

Mainstreaming is a process rather than a goal. It consists in bringing what can be seen as marginal into the core business and main decision-making process of an organization.²¹ 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.

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 its policies and programmes.

UNDP Somalia has in the past addressed gender mainstreaming at different levels and continues to do so. Programmes on Governance and Rule of Law, HIV/AIDS and Poverty Reduction and Environmental Protection have developed projects addressing women's participation in their projects in the field in Somaliland and Puntland. However, several assessments in the recent past indicate that while initiatives have shown results, these successes depend on unit interests and efforts rather than a systematic

²¹ UNESCO. (2003). *UNESCO Gender Mainstreaming Implementation Framework 2002 - 2007*

programmatic approach, which is a collective organizational responsibility. The CO has recently (March 2012) adopted a Gender Strategy which documents the required systematic programmatic approach.

Notably, the CPD incorporates gender empowerment outputs and indicators under Outcomes 1, 2, and 3.²² Across these three outcomes interventions will build women's capacity and open up spaces for women to participate in peace building, good governance and MDG planning; increase their representation in formal institutions including Parliament and the police, provide women with sustainable livelihoods and business opportunities, enshrine and protect women's rights, provide women with access to justice and basic services and strengthen women's security through community initiatives. This approach is intended to ensure that all programmes and projects continue to expand spaces for women to participate in all planning, design, implementation and evaluations; and as beneficiaries, that the programmes and projects do not perpetuate gender inequalities; rather that they move from women-focused activities to more gender transformative programming and that more identifiable resources are dedicated to gender equality and women's empowerment outputs across the CPD

To enhance effective mainstreaming, the Gender unit which will be responsible for implementing this project will provide direct support, capacity building and foster coordination with the various projects in implementing activities that either overlap or have potential for complementarity towards GEWE outputs. However, this project document covers only the specific outputs and activities that will be implemented under outcome 4.

ii) Specific interventions in support of Gender Equality and Women's Empowerment; Outcome 4

The imperative for implementing specific GEWE interventions ensues from global consensus on the centrality of women's empowerment for the attainment of sustainable development.²³ Specific interventions will directly address the contexts of women's historical oppression and marginalization and provide opportunities for quick wins which may take longer on the mainstreaming route. Such interventions also 'empower' and prepare women to take advantage of the opportunities which will be opened to them through mainstreaming. Both strategies are complementary and one may not succeed without the other. Within the context of UNDP Somalia's CPD these interventions will complement ongoing gender-related work being done by the other programmes and projects by focusing on the root causes of gender inequalities thereby responding to a more a gender transformative agenda. The most vulnerable women for example, women with disabilities, young women, women heading households, displaced women, and trafficked women and girls will be targeted not only as beneficiaries but also as change agents in key areas of the project.

The section below highlights these specific gender interventions which are not captured in the other Outcomes of the CPD to form the components of a specific ***Outcome 4: Somali Women and Men Attain Greater Gender Equality and are Empowered.*** Such interventions will include:

- i) Strengthening women's empowerment and gender equality through leadership training, conflict management and advocacy and partnerships with key stakeholders in particular, female 'champions' and male gatekeepers, such as traditional and religious leaders

²² An outline of these gender-specific outputs and indicators are contained in the various outcome implementation plans.

²³ The UN Millenium Declaration, Resolution 20, bullet 1

- ii) Strengthening the capacity of women’s organizations and networks to mobilize and advocate for change
- iii) Ensuring women’s social and economic rights are legally recognized and protected
- iv) Creating an enabling legal and policy environment that ensures women’s participation and protects them from discrimination and violence.

(i) Sub-Outcome 4.1: Gender equality and the empowerment of women implemented through advocacy initiatives in partnership with civil society and public institutions

The empowerment of women and girls, and securing their rights is vital for gender equality. UNDP will identify, empower and support a carefully selected group of “champions,” to lead advocacy efforts for gender equality and women’s rights in Somalia. The champions will include women and men from government, grass-roots civil society, youth, the media and the private sector. They will be provided with leadership, conflict management, advocacy and skills training as well as mentoring so that they can actively participate in formal institutions and processes, including peace building, governance institutions and state building.

The aim is to empower a strong cadre of Somalia women who will be able to determine and lead their own agenda, as well as empower other women to strengthen gender equality and women’s empowerment in Somalia. This cadre of women will be encouraged to play an active role in supporting the implementation of all gender related work included in the CPD. The cadre of Somali women identified and trained will lead advocacy efforts in partnership with boys and men, in particular, those that are in positions of power in Somali society, and who represent a largely untapped and under-utilized resource in the struggle for gender equality and violence reduction. This will focus on three types of men:

- i. Recognizing that the dominant faith in Somalia is Islam, UNDP will work closely with religious leaders to help design and disseminate messages about women’s rights
- ii. Similarly, as traditional leaders and elders are respected gatekeepers and individuals who typically oversee most community and/or family problems, they need to be sensitized about women’s rights
- iii. As gender socialization begins when we are infants, and many patterns of social behaviours and gendered attitudes are formed in childhood, UNDP will have to explore opportunities to disseminate advocacy messages to boys and girls and work with young men and young women to shape gender equality norms.

To support the advocacy efforts and bring a range of stakeholders together, UNDP will provide opportunities for communities to discuss and debate women’s rights and gender equality issues in a safe space through “community conversations.”

(ii) Sub-Outcome 4.2: Women’s participation in peace building, representation, civil service and public life increased at all levels - Capacity of Women and Women’s Organizations and Networks

To support sub-outcome 4.1 above, and engage a wider group of citizens, UNDP will strengthen the capacity of women’s organizations to mobilize and advocate for change. This sub-outcome will support the leadership of women’s organizations and strengthen collaboration among women’s organizations and

those committed to gender justice, as they have been at the forefront of peace-building and promoting gender equality for decades and will continue to do so. As a starting point of the country programme, it is recognized that everyone has a role to play in achieving gender equality and violence prevention, but the necessary actions for effective change of societal norms and individual attitudes and behavior require careful targeting of specific stakeholders and new types of partnerships.

As immediate priorities UNDP will support the mobilization of women to participate and/or present their concerns in all national and international peace-building and road map negotiations, as well as mobilization to achieve the 30% quota commitment to women's representation in Garowe II. In Somaliland, MOLSA and women's groups will be supported to organize and advocate for a quota for women's representation in parliament as well as build capacities of women candidates in the forthcoming elections.

(iii) Sub-Outcome 4.3: Women are empowered in social and economic development - Ensuring Women's social and economic rights are legally recognized and protected

This sub outcome is closely related to work that will be supported in Sub outcome 4.4, the results to be achieved in Outcome 3 and also has links to peace building initiatives under Outcome 1. The strategy will therefore ensure that the protection of women's social and economic rights will be undertaken in collaboration with the sustainable peace-building and human security outputs under Outcome 1 and women's livelihood outputs in Outcome 3. To properly contextualize interventions in each region action research will be conducted covering issues such as women's access to economic resources, women and khat and the legal framework for protecting women's property rights in Somalia.

As a long term social and economic empowerment strategy, scholarships will be piloted in each of the three regions to support young women to achieve tertiary education; especially in non-traditional career fields for women. This strategy draws inspiration from the success of the Access to Justice Project which brought scholarships to Somali young women to become lawyers. These young women lawyers now assert their rights to become public prosecutors and judges in formal courts; provide public service through managing pro-bono legal aid clinics; and have taken interest in broader gender and social equality issues such as participation in decision-making, violence against women and FGM. The initiative is extremely low cost (at \$300 a year for one person) in comparison to the cost of tertiary education in other countries and has the potential to have more positive impact on changing attitudes towards women's education in Somalia.

In Somaliland specifically, the social and economic rights of women will be supported through a Land Management Project (formerly Cadastral Surveys Project) to ensure women's full participation and decision making on land issues.

(iv) Sub-Outcome 4.4: 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 - Enabling Policy and Legal Environment for Women's Empowerment and Gender Equality

Gender responsive governance requires that gender equality and the realization of women's rights are at the core goals and practices of governance. The three regions of Somalia are consolidating their

governance and rule of law public institutions – which make available opportunities for policy reforms in the government. Both Somaliland and Puntland have gender policies which provide frameworks for support to the Government to improve the advancement of women. Actively involving Somali women in defining policies and in shaping the ministries or agencies that produce them, means they are more likely to respond to the needs and situations of women and men and contribute to gender equality. A major effort will be made to incorporate the primary UNSCR 1325, 1888 & 1820 addressing women, security and peace and sexual violence in armed conflict, into policy implementation plans, while expanding the role of Somali women in leadership and in the prevention and resolution of conflict.

In addition, efforts will be made to encourage Somalia to become a State party to CEDAW. In the South Central region the Somalia Women’s Parliamentary Association (SOWPA) presents an opportunity to ensure representation of Somali women’s concerns on economic, cultural, political and social development within the government. Part of the group’s agenda is to ensure the ratification of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and ensure women’s rights and gender equality in the constitutional making process for Somalia. To enhance the effectiveness of advocacy efforts, UNDP will support the development, enacting and enforcement of legal and policy frameworks that ensure women’s representation in political, peace and security and economic institutions and their active participation in reform processes. The frameworks under scrutiny include family and criminal law and practice, but also traditional/customary and Shari’ah law and practice, and how these systems interact. The focus will be to put in place mechanisms that harmonize the different legal systems and promote the protection of women’s and girl’s rights in line with international standards.

The legal and policy frameworks will also need to ensure that women are protected from violence and discrimination. As such, UNDP will introduce initiatives that complement the efforts of other UN Agencies in addressing FGM and SGBV through exploring community and inter-generational dialogues towards developing a preventative approach and supporting advocacy for legislative reforms. Given the conflict context and that the majority of perpetrators of violence against women and combatants are young men, it is critical that UNDP understands the variables exacerbating and fuelling their violence, in particular how it relates to gender identities – the way in which men and women are socialized, the roles and expectations that are placed on them by family and society – “what it means to be a woman” and “what it means to be a man”. UNDP will work with young men and women to gain an understanding of their experiences and identify potential alternatives and positive role models to prevent and reduce incidences of violence and move beyond militarized forms of manhood.

Technical and logistical capacity building support will be provided to the gender ministries to strengthen coordination on GEWE and gender mainstreaming into all other government policies and programmes.

3. Project Beneficiaries

The major beneficiaries of this Project are the people of Somalia because the activities are aimed at strengthening gender equality and women’s empowerment overall as a necessary ingredient for good governance, peace consolidation and ensuring balanced and sustainable development. Women and girls who have been particularly affected by sexual and gender based violence, are marginalized from decision-

making, ignored by the legal system and bear the greatest effects of poverty and insecurity, will be specifically targeted to ensure that they are empowered to claim their rights and advocate for change. Other potential beneficiaries from the programme interventions include, but are not limited to: public institutions, heads/custodians of traditional and religious institutions, women at all levels of decision-making, women-headed households, IDPs, male and female youth, local communities/local governments, and public and private sector institutions.

4. Partnerships

UNDP Somalia works with multiple partners to implement its projects. There are several stakeholders in the area of gender at the field level. It is important to build alliances with these stakeholders (donors, international and local NGOs/CSOs, CBOs and rural communities, traditional sector, the media, private sector and public authorities) and other UN agencies in gender work so that unity is achieved in putting gender equality commitments into action, ensure complementarities and avoid overlap.

In implementing this GEWE project, the most critical partners will be the national gender ministries in each region as well as other relevant line ministries, agencies or public institutions who have a specific role to play in implementing certain components of the project. NGOs/CSOs, CBOs and the media will be instrumental to helping the project reach more local communities. Efforts will also be made to engage the private sector where relevant. 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. Trainings on gender mainstreaming, UN GEWE frameworks and how to apply these in local contexts will be provided to ensure that all project partners can incorporate principles of gender equality and women's empowerment into their work.

Building on UNDP's strategic leadership role as the UN system coordinator, the project will ensure information sharing, coordination and synergies with other similar initiatives through the mechanism of the UNCT's Gender Theme Group (GTG). Consultation with members of the GTG on the project document will properly highlight potential areas for collaboration and help ensure strategies for joint implementation where this will maximize resources for more effective programming. Already, the GTG is developing a joint plan of action that will map the support of all member agencies to Somalia on GEWE and more specifically, avoid overlaps in our support to the gender ministries.

5. Outcome 4 Results and Resources Framework

<p>Intended Outcome as stated in the Country Programme Results and Resource Framework: Outcome 4: Somali Women and Men Attain Greater Gender Equality and are Empowered</p> <p>Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets: 4(a) Indicator: Number of women's groups and advocates empowered to promote social change and gender equality. Baseline: Lack of capacity among women's organizations. Target: Increase in women's organizations and networks effectively working for social change and gender equality. 4(b) Indicator: Percentage of representation and participation of women at all levels. Baseline: Huge discrepancy between male and female representation and participation in peace building and political participation in governance and development processes. Target: Increased number of women in parliament, and government positions, including number of women engaging in peace-building initiatives. 4(c) Indicator: Increased access of women to social services, justice and legal protection. Baseline: Limited women's access to services, justice, and protection. Target: Increased number of women accessing social services, judicial systems and reduction in cases of sexual violence in conflict. 4(d) Indicator: Extent to which the Convention on the Elimination of All Forms of Discrimination against Women and Security Council resolutions 1325, 1888 and 1889 are integrated into institutional, regulatory and policy frameworks. Baseline: n/a Target: Integration and implementation of the CEDAW, Security Council resolutions 1325, 1888 and 1889 through institutional, regulatory and policy frameworks.</p>			
<p>Applicable Key Result Area (from 2008-11 Strategic Plan): -Restoring the foundations for development; and Promoting inclusive growth, gender equality and MDG achievement</p> <p>Partnership Strategy: Line ministries, UN organizations, international and national NGOs, CBOs, local institutions and donor community</p> <p>Project title and ID (ATLAS Award ID): Gender Equality and Women's Empowerment - AWARD No (TBD)</p>			
	OUTPUT TARGETS FOR (4 YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES
<p>Output 1: Gender equality and the empowerment of women implemented through advocacy initiatives in partnership with civil society and public institutions</p> <p>Baseline:</p> <ul style="list-style-type: none"> - Low representation of women in decision-making with low capacity for leadership, technical skills and advocacy capacity - Strict culture of patriarchy and negative perceptions of women's role and status continue to perpetuate gender inequality <p>Indicators:</p> <ul style="list-style-type: none"> - Number of women that 	<p>Targets (Year 1)</p> <ol style="list-style-type: none"> 1. Qualified staff in place 2. Male and female gender equality champions identified and trained. 3. Leadership, advocacy and conflict management training programmes completed for all women (and selected men) in government at all levels 3. Women's Caucuses for gender equality advocacy established or strengthened in each region of Somalia 4. Two Community conversations on gender per region conducted with active participation of target groups. 5. Initial consultative workshops 	<p>Activity Result 1.1 Leadership, technical skills and advocacy capacity of women enhanced (incl. Public Speaking, Facilitation, leadership and organizational management) to promote gender equality.</p> <p>Action 1.1.1 Female champions on women's rights from government, private sector, academia as well as CSOs identified.</p> <p>Action 1.1.2 UNDP Leadership for Results Training provided to all identified female champions.</p> <p>Action 1.1.3 Capacity building trainings provided for all women (and selected men) in government at all levels on gender, governance, leadership, advocacy, conflict resolution/mediation/negotiation and sustaining a gender agenda, in collaboration with SIDP and JPLG.</p> <p>Activity Result 1.2 Targeted advocacy campaigns developed and dialogue spaces created on women's rights and role in society.</p> <p>Action 1.2.1 Community conversations on gender equality and women's rights supported with the active participation of male and female champions and women's CSO groups or networks.</p>	<p>UNDP Somalia</p> <p>Partners: Line ministries, UN organizations, International and national NGOs, CBOs, Local/traditional institutions Male & female opinion leaders (or champions) Youth Media</p>
			<p>INPUTS</p> <p>3,900,000 Staffing, operations and admin costs :1,500,000 AR 1.1: 1,000,000 AR 1.2: 1,000,000 AR 1.3: 400,000</p>

<p>complete leadership training programmes</p> <ul style="list-style-type: none"> - Number of women that participate in decision-making bodies - Number of targeted advocacy campaigns implemented - Number of people reached by advocacy campaigns (est.) - Number of dialogue spaces created to discuss women's rights and role in Somali society - Number of 'champions' identified among boys/men as a direct result of gender equality advocacy and training 	<p>with media and other stakeholders on gender sensitive reporting and challenges.</p> <p>Targets (Year 2)</p> <ol style="list-style-type: none"> 1. Increased quality of women's representation in leadership to promote gender equality 2. A forum for women activists, women in politics and aspiring women candidates established for information sharing and support to increase women's political representation. 3. Advocacy campaigns on gender equality issues continue to reach more communities 4. Gender mainstreaming toolkit for government institutions developed and disseminated 5. Training of media professionals and establishment of media and Women CSOs consultative forums <p>Targets (Year 3)</p> <ol style="list-style-type: none"> 1. Assessment of impact and refresher leadership training for all women and selected men in government 2. Increased women's participation and broadening of scope of target opinion leaders for dialogue 3. Continued engagement between CSOs and the media on promoting gender equality \ <p>Targets (Year 4)</p> <ol style="list-style-type: none"> 1. Impact assessment of capacity 	<p>Action 1.2.2 Establishment and/or strengthening of women caucuses for gender equality advocacy at the local level supported</p> <p>Action 1.2.3 Gender training for media professionals conducted and media and CSO consultative forums established for expansion of advocacy campaigns and monitoring and reporting on the women's rights situation</p> <p>Activity Result 1.3 Capacities of men, particularly youth, traditional and religious leaders enhanced to advocate for women rights and gender equality</p> <p>Action 1.3.1 Male champions on women's rights (from public sector, CSOs, youth, traditional and religious leaders) identified.</p> <p>Action 1.3.2 UNDP Leadership for Results Training provided to all identified male champions jointly with the female champions identified under output 4.1.1.</p>	
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<p>building, leadership trainings and advocacy campaigns on improving gender relations and equality issues in Somalia</p> <p>2. Increased positive profiling of women in public life in the media</p>	<p>Targets (Year 1)</p> <ol style="list-style-type: none"> 1. Advocacy to achieve affirmative action for women 2. Mapping and establishment of database of women's rights and gender equality based NGOs, women in decision-making; including women with strong potential to run for political office and women achievers in 3. Grants provided to women's groups for gender equality and peace building advocacy 4. Women candidates for political office identified and trained 5. At least 100 young women with interest and potential for leadership identified nationwide. <p>Targets (Year 2)</p> <ol style="list-style-type: none"> 1. Database on women in leadership and decision-making established and accessible to all programmes and development partners 2. Young women's mentoring scheme established and benefiting identified candidates <p>Targets (Year 3)</p> <ol style="list-style-type: none"> 1. Participation of women's groups and networks enhanced with tangible evidence of inputs to policies. 2. Database is continuously reviewed and updated and accessible 	<p>Output 2: Women's participation in peace-building, representation, civil service and public life increased at all levels.</p> <p>Baseline:</p> <ul style="list-style-type: none"> - Many women's groups are involved in peace building process informally but there is low representation of women in formal peace talks and nation building. - Low representation of women in civil service and public life - Low representation of women's groups in local, district and national forums and influencing policies and practices <p>Indicators:</p> <ul style="list-style-type: none"> - Women's political and umbrella organisations develop a common analysis and agenda for women's rights in politics and provide successful leadership and advocacy on the issue - Number of women's groups actively participating in local, district and national forums and influencing policies and practices - Greater numbers of aspirant women politicians emerge and are visible in national and local 	<p>Activity Result 2.1 Organizational capacity of women's groups and networks strengthened to advocate for gender equality, including across zones</p> <p>Action 2.1.1 Women's groups supported to advocate for increased women's participation in parliamentary elections and membership on District Councils; including advocacy for quotas to parliament, electoral commissions and political parties.</p> <p>Action 2.1.2 Women's groups/networks advocacy capacities built by awarding small grants to promote gender equality and peace building through community dialogues/conversations, mediation and advocacy and raising awareness of women's rights (from an Islamic perspective), working in particular with religious leaders, clan and traditional elders, youth and the media.</p> <p>Action 2.1.3 Women CSOs supported to identify women candidates for political offices and build their capacity to run election campaigns and to develop public life skills.</p> <p>Action 2.1.4 Capacity building and mentoring initiated for young women to prepare them for public leadership</p> <p>Action 2.1.5 Establish database of women in decision-making; including women with strong potential to run for political office</p>	<p>UNDP Somalia</p> <p>Partners: Line ministries, UN organizations, International and national NGOs, CBOs, Local/traditional institutions Male & female opinion leaders (or champions) Youth Media</p>	<p>1,200,000 AR 2.1 1,200,000</p>
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<p>government.</p> <ul style="list-style-type: none"> - Political parties develop policy - positive pro-equity policy women - enabling more women candidates to be nominated. - % increase in women's participation at all levels of decision-making and public life. 	<p>3. Young women's mentorship initiative continues</p> <p>Targets (Year 4)</p> <ol style="list-style-type: none"> 1. Impact assessment of gender budgeting capacity building initiative. 2. At least 10% of young women beneficiaries of the mentoring programme supported to make their political debut 3. Women's participation in leadership and decision-making at all levels increased 	<p>Targets (Year 1)</p> <ol style="list-style-type: none"> 1. Conduct research on women's social and economic rights to inform advocacy for amendment or revision of legislation/creation of new laws 2. Consultations with women sellers of Khat. 3. Study on women and Khat 4. Establishment of a Women's Multipurpose Centre by MoWDFAFA to provide counselling and referrals for victims of SGBV, information sharing and dialogue venue for women's associations and training facility for women. 5. Scholarships for 30 young women (per region) to tertiary institutions. <p>Targets (Year 2)</p> <ol style="list-style-type: none"> 1. Women's groups supported to conduct awareness campaigns and advocacy for amendment or revision of legislation to guarantee women's social and economic rights 2. Data gathering to track no. of cases relating to women's social 	<p>Output 3: Women are empowered in social and economic development</p> <p>Baseline:</p> <ul style="list-style-type: none"> - Women lack access to resources such as land and credit - Small business is the most important (main source) livelihood for women with a significantly higher percentage than men. - PREP Policy of 35% women beneficiaries of all livelihood programmes - Women's socio-economic rights not guaranteed in the formal or traditional justice mechanisms <p>Indicators:</p> <ul style="list-style-type: none"> - Number of women that have access to economic assets (property, land and inheritance) - Number of cases brought to courts to protect women's economic assets - Number of cases that women win in courts or traditional
<p>1,900,000</p> <p>AR 3.1</p> <p>1,900,000</p>	<p>UNDP Somalia</p> <p>Partners:</p> <p>Line ministries, UN organizations, International and national NGOs, CBOs, Local/traditional institutions</p>	<p>Activity Result 3.1 Women's social and economic rights are legally recognized and protected</p> <p>Action 3.1.1 Research on women's access to resources, legal system for enforcement of women's social and economic rights and protection of women's resources to inform advocacy for amendment or revision of legislation/creation of new laws.</p> <p>Action 3.1.2 Consultative forums held for women sellers of Khat and other stakeholders and thereby frame an appropriate response mechanism (e.g. media awareness and behavioural change campaigns, alternative livelihoods for sellers)</p> <p>Action 3.1.3 Study on women and Khat; including socio-economic effects, challenges, perceptions and feasibility of other income earning alternatives</p> <p>Action 3.1.4 Scholarships provided for 30 young women (per region) to pursue tertiary education in science, math, energy, economics, political science and public administration</p> <p>Action 3.1.5 Support the establishment of a Women's Multipurpose Centre by MoWDFAFA to provide counseling and referrals for victims of SGBV, information sharing and dialogue venue for women's associations and training facility for women.</p> <p>Action 3.1.6 Awareness campaigns of women's social and economic rights (e.g. through translating and disseminating them in vernacular), hold public consultations, develop recommendations for gender considerations and advocate for their inclusion in the review of the current bills on personal status law before parliament in SL</p>	<p>1,900,000</p> <p>AR 3.1</p> <p>1,900,000</p>

<p>mechanisms to protect their economic assets</p> <ul style="list-style-type: none"> - Research on women's access to resources and khat issues conducted - No of women khat sellers reached and participating in consultations. - No. of young women taking advantage of scholarship and completing tertiary education. 	<p>and economic rights with positive outcomes</p> <ol style="list-style-type: none"> 2. Review/pepeal of legislation which discriminate against women in relation to property and economic assets 3. Scholarships for 30 young women (per region) to tertiary institutions continued and extended to SC region. 4. Gender sensitization and leadership training provided for the beneficiaries of the scholarships for young women. <p>Targets (Year 3)</p> <ol style="list-style-type: none"> 1. Increased awareness campaigns on women's social and economic rights and routes for claiming them 2. Internship placements with NGOs, development organization and government institutions facilitated for scholarship beneficiaries. <p>Targets (Year 4)</p> <ol style="list-style-type: none"> 1. Documentation of good practice in promoting women's social and economic rights 2. Continued provision of scholarships for young women and graduation and job-placements for first set of graduates under the scheme 	<p>Activity Result 4.1 Existing gender policies and legislation reviewed to identify gaps and improve government implementation</p> <p>Action 4.1.1 Technical support provided to the MoLSA to develop and implementation plan for the Somaliland National Gender Policy (and Action Plan) 2008 – 2011 and to MoWDFAFA to review and extend or reformulate the Gender Policy Paper 2008 and the</p>	<p>UNDP Somalia</p> <p>Partners: Line ministries, UN organizations, International and national NGOs, CBOs,</p>	<p>2,000,000</p> <p>AR 4.1 1,200,000</p> <p>AR 4.2 800,000</p>
<p>Output 4: 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</p>	<p>Targets (Year 1)</p> <ol style="list-style-type: none"> 1. Gender Policies of South Central, Puntland and Somaliland reviewed or adopted and implementation mechanisms developed. 2. Gender coordination mechanisms established under the 			

<p>Baseline:</p> <ul style="list-style-type: none"> - CEDAW not ratified - No framework for implementation of UNSCRs 1325 – 1889 nationwide - National Gender Policies developed in Somaliland and Puntland but as yet unimplemented; No Gender Policy in South Central - Lack of coordination mechanism for gender mainstreaming in government programmes and policies - SGBV remains rife with relative impunity - FGM rate is 98% among women aged 14 - 44 <p>Indicators:</p> <ul style="list-style-type: none"> - Level of progress in revising and implementing existing gender policies and laws is “high”, “medium” or “low” - Somalia government ratifies CEDAW - Level of CEDAW & UNSCRs compliance of laws and policies is “high”, “medium” or “low” - Number of reported incidences of sexual and gender-based violence - % reduction in SGBV and FGM prevalence 	<p>Leaderships of the Gender Machineries in South Central, Puntland and Somaliland</p> <ol style="list-style-type: none"> 3. Gender mainstreaming training conducted for gender coordination mechanisms 4. Logistic support provided to ministries. 5. Gender mainstreaming guide developed and disseminated⁴. At least two inter-generational dialogues on preventing SGBV and ending FGM conducted per region and consensus reached on modalities for action. <p>Targets (Year 2)</p> <ol style="list-style-type: none"> 1. Gender Machineries, SOWPA and women’s CSOs supported to participate in international and regional gender and women’s rights forums e.g. CSW and present reports on the status of women in Somalia 2. Joint CSO-SOWPA advocacy plan on implementation of quotas for women and enactment of the draft Women Empowerment Bill implemented 3. Continued support to implementation of the Gender policies/strategies 4. Agreements on plan for ending FGM reached with custodians of the practice and community leaders. <p>Targets (Year 3)</p> <ol style="list-style-type: none"> 1. National Gender machinery in South Central supported to develop a national gender policy and national action plan on implementation of UNSCRs 1325 - 1889 2. Government of Somalia ratifies 	<p>Ministry’s Strategic Plan 2009 – 2011, MOWFC to develop and implement a national Gender Policy.</p> <p>Action 4.1.2 MoLSA, MoWDafa and MOWFC supported to establish an inter-ministerial and multi-sectoral gender coordination mechanism to enhance their effectiveness in gender mainstreaming in all government policies and programmes across all sectors and enhance implementation of the National Gender Policy. Inclusion of women’s CSO networks and development partners in the mechanism encouraged.</p> <p>Action 4.1.3 Technical capacity of inter-ministerial gender coordination mechanisms enhanced through workshops/trainings on gender mainstreaming and logistic support.</p> <p>Action 4.1.4 Context-specific gender mainstreaming tool kit for all governance structures developed/adapted and disseminated, in collaboration with SIDP and JPLG.</p> <p>Action 4.1.5 Collaboration and complementarity in advocacy between women’s groups and SOWPA supported through conduct of a joint training on legislative advocacy and development of an action plan for ratification of CEDAW and passage of critical gender legislations e.g. anti-GBV Law, the draft Women Empowerment Bill</p> <p>Activity Result 4.2. Gender based violence, including FGM, reduced through preventative measures</p> <p>Action 4.2.1 Entry points for addressing SGBV and FGM from a prevention perspective identified and implemented e.g. inter-generational dialogue between women custodians of the FGM practice and younger generation of women; dialogue between male and female youth on prevention of SGBV; advocacy for legal reform on FGM.</p> <p>Action 4.2.3 District level interventions to prevent violence against women: Undertake women safety audits as part of the DSP revision</p>	<p>Local/traditional institutions</p> <p>Male & female opinion leaders (or champions)</p> <p>Youth</p> <p>Media</p>
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	<p>CEDAW 3. Women Empowerment Law enacted.</p> <p>Targets (Year 4) 1. Implementation National Action Plan on UNSCR 1325 - 1889 2. Assessment of the prevalence levels of SGBV and FGM</p>			
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4 Management arrangements

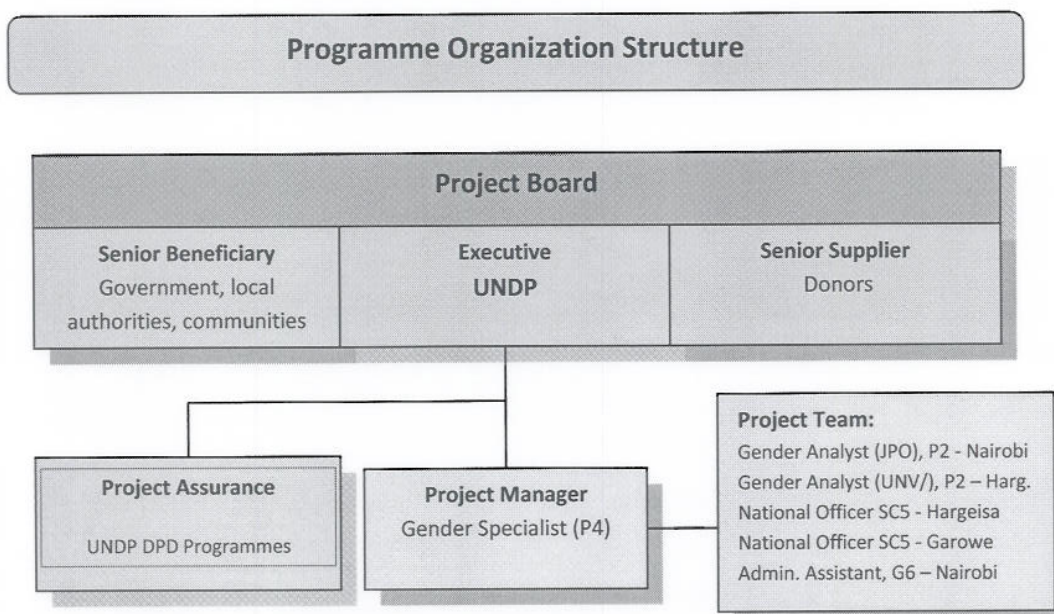
Under the supervision of the Deputy Country Director Programmes (DCDP), the Gender Specialist (P4) doubles as Project Manager for the Gender Equality and Women Empowerment (GEWE) Project. The Gender Specialist will therefore supervise a team of at least 5 persons. A Gender Programme Analyst (UNV) to be based in Somaliland and rove across the 3 regions while supporting area Project Managers in Somaliland and Puntland. Activities in South Central will be managed from Nairobi with the complement of a Gender Programme Analyst JPO (P2) and an Administrative Assistant (G6).

The Project Manager will be responsible for day-to-day management and decision-making for the project, including the work plan, budget planning and oversight, drafting terms of reference for the acquisition of services and goods, elaborating and implementing a procurement plan, oversight of operations in the field and reporting to the Project Board.

Heads of Sub Offices in Somaliland and Puntland play an integral role in overseeing the day-to-day management and implementation of projects in the respective regions. Quality assurance is handled by the programme team based in Nairobi. A GEWE Steering Committee comprised of donors and government representatives, will meet on a regular basis to review progress and provide policy guidance. A Project Board will be established in accordance with Prince 2 and results based management standards. The overall implementation of the GEWE Programme in the field will be undertaken in line with UNDP Somalia’s Sub Office Guide.

Collaborative arrangements with other programmes: the gender programme will establish a UNDP Somalia Country Office Core Gender Team/Task Group (incorporating members from the sub-offices) to facilitate information sharing and analysis, expertise, internal advocacy and synergies across programmes. The project will also build synergies with other UN Agencies and partners for effective coordination of gender programming and information sharing through participation in the GTG.

The following is the organizational structure of the Gender Programme:



5. Monitoring Framework and Evaluation

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An issue log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- A risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events
- UNDP will endeavor to advertise the sources of funds and give due visibility to donors acknowledging their contribution and assistance

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As a minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

A final evaluation will be conducted at the end of the programme to compare achievements with the objectives and to document lessons learnt and best practices. This will feed into the future planning of the programme and other interventions.

6. Legal context

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of Somalia and the UNDP, signed on 16 May 1977.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the implementing partner.

The implementing partners shall:

- Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

7. Risk Management Matrix

Impact (I) – 6 highest, 1 lowest
 Probability (P) – 6 highest, 1 lowest
 PM = Project Manager

Description	Category	Impact & Probability	Countermeasures / Management response	Owner	Date Identified	Last Update	Status
Outbreak of violence or serious deterioration of the security environment in Somalia	Environmental Security	Programme activities disrupted, possible destruction of government institutions, possible removal of staff from sub-offices. I = 5; P = 5	Project team (with guidance from CO) will adjust project activities to changes in the security situation. Increased use of NGOs, CBOs to implement activities.	PM	April 2012		
Serious deterioration in relations between UNDP Somalia and other key stakeholders, such as TFG or PL Government	Environmental Political	Hostile operating environment for programme personnel I = 5; P = 3	Maintenance of respectful, collaborative approach and transparency; vigilance in regards to developments relating to transition period for TFG etc.	PM	April 2012		
Insufficient involvement of key stakeholders in defining and steering programme implementation	Operational Organizational	Adverse impact on political and administrative willingness to support programme activities I = 5; P = 2	Open, consultative programme planning and development approach; close coordination with key counterparts in each region; inclusion of senior stakeholder representatives on Programme Board	PM	April 2012		
Lack of acceptance or resistance by communities to project interventions e.g. on gender equality awareness, FGM	Security	Potential for serious backlash on implementing partners and personal risk to project team. I=5; P=2	Participatory planning and community mobilization; practical support for community; culturally sensitive strategies and messages to be used in implementation.	PM	April 2012		

Significant shortfall in resource mobilization from bilateral partners	Operational Organizational	Scarcity of resources for programme implementation, necessity of scaling-back activities and revising expected outputs I = 5; P = 3	Strengthening of relationships with bilateral donor partners, involving timely reporting, regular meetings and alignment of programme priorities with articulated donor interests.	PM	April 2012		
Poor cooperation with UNPOS and UNCT agencies, competition between these organisations, weak coordination	Operational Organizational	Confusion, inefficiencies, loss of political support and buy-in I = 3; P = 3	Effective engagement in GTG and other UNCT gender-related coordination mechanisms to establish clear division of roles and coordination strategies	PM	April 2012		
National partners are targeted because of collaboration with UNDP	Security Organizational	Personal safety and security of partners jeopardized with effect of frustrating/undermining partnership I=3; P=3	Reduce exposure through low-profile approach in sensitive areas; adopt culturally sensitivity strategies in gender equality interventions; increased delivery through government counterparts and NGOs	PM	April 2012		
Late recruitment of required staff	Operational, Strategic	Delay and disruption in project activities and wastage of staff training resources. I=3; P=3	Constant and pro-active follow-up with HR on recruitment	PM	Jan 2012		