

# GENDER IN SOMALIA

## Brief II



UNDP partners with people at all levels of society to help build nations that can withstand crisis, and drive and sustain the kind of growth that improves the quality of life for everyone. On the ground in 177 countries and territories, we offer global perspective and local insight to help empower lives and build resilient nations.

UNDP Somalia strives to address gender equality and women's empowerment in an effective and coherent manner. The Country Programme Document for 2011 to 2015 provides a framework within which to implement the mandates of gender mainstreaming in the country programme overall and responds directly to the acute challenges faced by Somali women today. UNDP is tackling some of the most recurrent aspects of discrimination through strategic attention to the most vulnerable men, women, girls and boys, with the ultimate goal of contributing to the achievement of human development and gender equality.

This Gender Brief is meant to provide an overall picture as to the situation for women in Somalia today, and is meant to be used by UNDP staff, consultants and any other stakeholders looking for information on issues related to gender equality and women's empowerment. It is intended that this brief be updated on a regular basis, so that new data can be incorporated whenever possible.

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## Overview

The 2014 gender brief is meant to update the main findings of the 2012 Gender brief. The brief will be useful to UNDP staff, consultants and other stakeholders looking for information on issues related to gender equality and women's empowerment in Somalia. Below are the main highlights of the changes since the last Gender brief:

- The 2012 UN Human Development Index of Somalia stood at 0.285 and the country ranked 165 out of 170 countries.
- There is renewed commitment by government heads/officials for inclusive socio-economic and political development. A Compact for Somalia was endorsed by the Somali government and its international partners in Brussels under the New Deal framework. The Compact lays out the priorities for peace building and stabilization over the next three years and will provide the overall framework for the government's work and international support to Somalia in this period. Gender has been mainstreamed within the Compact as a cross-cutting priority, requiring all key interventions to ensure equitable participation of women (and other marginalized groups) and to respond directly to the acute challenges contributing to sustained gender disparities across multiple sectors.
- The Ministry for Women and Human Rights Development of the Federal Government of Somalia has developed a draft national gender policy. UNDP in coordination with other UN and women civil society stakeholders are coordinating to provide support to the Ministry to finalise the document through a consultative process that will include Puntland, the Jubbas and Somalis in Diaspora.
- Under the auspices of the inter-agency gender-based violence working group (GBV-WG) a three year (2014 to 2016) strategy was developed with the main goal of helping Somalis reduce GBV through prevention and provision of quality and timely multi-sectorial services to survivors.

## Introduction

The United Nations Development Programme (UNDP) in Somalia strives to achieve gender equality and women's empowerment in an effective and coherent manner across all programmes. The Country Programme Document for 2011–2015 provides a framework within which to implement the mandates of gender mainstreaming in the country programme overall and responds directly to the acute challenges faced by Somali women today. UNDP is tackling some of the most recurrent aspects of discrimination through strategic focus on the most vulnerable men, women, girls and boys, with the ultimate goal of contributing to the achievement of human development and gender equality. This Gender brief is designed to provide an overall picture on the situation of women in Somalia today and is meant to be used by UNDP staff, consultants and any other stakeholders looking for information on issues related to gender equality and women's empowerment in Somalia.

## Situation Analysis

The Gender Inequality Index for Somalia remains 0.776 (with a maximum of 1 denoting complete inequality), placing Somalia at the fourth highest position globally.<sup>1</sup> Somalia women continue to face extremely high maternal mortality, rape, female genital mutilation, child marriage rates, and violence against women and girls, though statistics are difficult to find.<sup>2</sup>

The participation and role of women in politics and decision-making spheres is remains limited, perpetuating narrow gender based roles and inequalities. Proportion of seats held by women in national parliaments in in all three regions of Somalia was last measured at 9.6% in January 2014

Across the country, traditional or customary law continues to override the state judiciary (often because they respond much more quickly and are

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1 United Nations Development Programme (2012). Somalia Human Development Report 2012: Empowering Youth for Peace and Development, p. xviii.

2 See <http://www.trust.org/trustlaw/news/factsheet-the-worlds-most-dangerous-countries-for-women>

more accessible than formal legal mechanisms)<sup>3</sup>. Lack of justice for sexual violence and gender based violence remains the norm in Somalia; this is so because traditional Somali society does not openly discuss these issues. Girls are married early, with 45% of women aged 20 to 24 married before the age of 18.<sup>4</sup>

Somalia maintains an informal economy largely based on livestock which represents the family's wealth and has traditionally been the property of men. This accounts for about 40% of GDP and more than 50% of export earnings. Women continue to manage the sale and exchange of livestock products such as milk and ghee, and spend their earnings on household needs.<sup>5</sup> Women's participation in wage employment in the non-agricultural sector is the highest in Puntland at 40%, followed by Somaliland at 36%, and 33% in South central.<sup>6</sup> Women's access to health services is limited, and Somalia's maternal mortality rates remain the highest in the world, at 1,600 per 100,000 live births.<sup>7</sup>

Disparities still exist in the regions and critical levels of maternal malnutrition seen in Bari region (28.8%), Mataban district (32.5%), Kismayo IDPs (44.4%) and Galkayo IDPs (28.8%) (Millennium development goals 2013).

Female Genital Mutilation or FGM, still persists in Somalia where its prevalence remains high at 98 percent, especially affecting girls between four to 11 years of age in its most severe form infibulation is reported to be practiced in 80% of cases.<sup>8</sup> Support for FGM from community members is a key barrier to its eradication - in a study of 1,744 women between the ages of 15 and 49 in North East and North West Somalia, 90% reported that they supported the custom.<sup>9</sup>

The illiteracy level remains high in Somalia today with only 26% of women who can read and write compared to 36% for men.<sup>10</sup>

According to UNHCR, there are 1.12 million IDPs living in Somalia a reduction from the previous 1.36 million Conditions confronting women and girls, who comprise a significant proportion of IDPs, are particularly precarious. Reports suggest that 70–80% of IDPs and refugees are women and children.<sup>11</sup> The majority of displaced women are widows and heads of households with hardly any access to property, health care and education. Husbands or male relatives may have either died or been recruited by armed groups during the course of on-going conflict. Families may have also adopted a family splitting strategy, migrating separately in search of livelihood or economic opportunities.<sup>12</sup> Displacement heightens women and girls' vulnerability to sexual and gender-based violence, as experienced both en route to and within settlement camps.<sup>13</sup> A consortium of UN agencies and organizations have developed and launched a GBV Information Management System (GBVIMS). This will improve collection and reporting of cases of GBV creating a better picture of its pervasiveness.<sup>14</sup> However, data collection work continue to faced a variety of challenges, including lack of access caused by insecurity, as well as cultural stigma related to sexual violence, and, in some cases, intimidation by local communities and authorities, which means that these statistics are not shared publicly.<sup>15</sup>

According to a report released by the United Nations on August 16, 2013, gender-based violence continues to be widespread in Somalia and is perpetrated mostly by armed men. However, many incidences remain underreported. In 2012, 1,700 rapes were recorded in 500 camps in Mogadishu while additional 800 GBV cases were recorded

3 Violence in the Lives of Girls and Women in the Somali Republic, UNDP, UNPOS, UN Women, 2012, pg. 54.  
4 United Nations Development Programme (2012). Somalia Human Development Report 2012: Empowering Youth for Peace and Development, p. xviii.  
5 United Nations Entity for Gender Equality and the Empowerment of Women (2012). Somalia Humanitarian Strategy 2012–2015 (draft), p. 11.  
6 See <http://www.so.undp.org/index.php/Millennium-Development-Goals.html>  
7 UNFPA Somalia Consolidated Appeals Process, 2007.  
8 United Nations Development Programme (2007). United Nations Development Programme (2007) Millennium Development Goals Report for Somalia, p. 26. Available from <http://www.so.undp.org/MDG%20Report%20for%20Somalia%20English%20Version.pdf>  
9 World Bank and United Nations Population Fund (2004). Female Genital Mutilation/Cutting in Somalia  
10 United Nations Development Programme (2012). Somalia Human Development Report 2012: Empowering Youth for Peace and Development, p. 54.  
11 Conflict and Gender in Somalia March 2013 p.18 para.2  
12 LOGiCA (2013). Gender and Conflict Note Somalia p.7,para,2  
13 LOGiCA (2013). Gender and Conflict Note Somalia p.9,para,5  
14 LOGiCA (2013). Gender and Conflict Note Somalia p.9,para,5  
15 DFID Somalia Operational Plan 2011–2015 - Gov.UK



Participants at a gender awareness training for religious leaders

in the same city during the first half of 2013.<sup>16</sup> The Somaliland authorities reported an alarming incidence of about 239 rape cases for the months of September and October 2013. The victims are not only from the settlements for internally displaced persons, but also from the host communities, and include children of affluent families<sup>17</sup> the increasing trend of survivors seeking services has resulted in an increase in documented cases. The majority of survivors were internally displaced women and girls, while perpetrators came from a wide range of backgrounds and included armed men in uniform. In most cases, survivors were unable or unwilling to identify the perpetrators or link such perpetrators to a specific security and/or armed group. Consistent with previously identified patterns, the majority of victims continue to be IDPs, rendered particularly vulnerable by their displacement and the consequent weakening of social and clan structures and protection. In Mogadishu, police and different armed groups, including local militias often live amongst the population in IDP camps. Women rights organisations and IDP women have expressed that

this situation is untenable, and emphasized that the consequence of such proximity was violence perpetrated against women and girls by militias and armed groups.<sup>18</sup>

The situation in IDP settlements both within and outside Mogadishu is dire. IDPs remain extremely vulnerable to violence and sexual violence, and suffer ongoing human rights abuses. Sexual and other gender-based violence against women and girls is reported to be endemic. Many sexual violence cases occur in the city districts of Hodan and Deyniile.<sup>19</sup>

Focus group discussions in Somaliland, Puntland and Mogadishu show a perception that rape is increasing and is “common,” and that sexual harassment, assault and exploitation, in the form of forced abortion, molestation, taunting and groping are all experienced by women in the Somali region.<sup>20</sup> The United Nations has called for the government to intervene.<sup>21</sup> The recently passed UN Security Council Resolution 2106, passed on

16 UNICEF Somalia SitRep #12 | December 2013

17 Country information and guidance Somalia 2013

18 UNSC, Report of the Secretary General on Somalia, 31 January 2013, s/2013/69, para. 37.

19 2011 Human rights report: Somalia

20 Inter-agency support group on indigenous Peoples' issues: Thematic Paper on Elimination and Responses to Violence, Exploitation and Abuse of Indigenous Girls, Adolescents and Young Women

21 UNSC 31 May 2013. P. 10, para 1



24 June, 2013, on conflict related sexual violence, calls on governments to do more to implement previous resolutions on women, peace, security and conflict, as well as combat impunity from these crimes<sup>22</sup>. The resolution includes operational recommendations for security sector reform, and also acknowledges the important role of national militaries, peacekeepers and civil society.

Human trafficking remains a serious, but largely under acknowledged challenge in Somalia. Somaliland and Puntland have both been identified as sources of transit, destination and origin for both internal and international victims of trafficking, with many transiting to countries such as Ethiopia, Djibouti, Yemen, Saudi Arabia and the UAE (IOM 2011). Ongoing conflict, heightened vulnerability, poverty and displacement and the absence of rule of law have created enabling conditions for international trafficking through South Central Somalia (IOM 2011). Victims are frequently women

and girls and they are often subjected to forced labor, prostitution or sexual slavery, and organ removal (IOM 2011 and UNHCR 2012).<sup>23</sup>

On 4th December 2013, at an open-day event on women, peace and security, the President of the Federal Republic of Somalia, Hassan Sheikh Mohamud, made a commitment to address the issues of investigations and access to services, promising that no more alleged rape victims would be imprisoned and that a specialized crime unit and dedicated clinic would be created to deal with cases of sexual violence. The United Nations and its partners have trained approximately 12,000 police officers on human rights. In addition, concerted efforts have been made to recruit more female police officers; who require support to take substantive and active roles within the police force.<sup>24</sup>

The following sections outline specific statistics from the three regions of Somalia.



22 <http://www.unwomen.org/2013/06/un-women-welcomes-the-unanimous-adoption-of-security-council-resolution-2106-on-conflict-related-sexual-violence/>

23 Conflict and Gender in Somalia. March 2013. P. 14, para. 3.

24 <http://www.unmultimedia.org/tv/unifeed/2013/12/somalia-women-peace-and-security>

## SOUTH CENTRAL SOMALIA

### Political

A new cabinet was appointed by the federal government of Somalia on 17th January, 2014, thereby increasing the ministerial portfolios from 10 to 25. These new appointments though increasing the number of female ministers has significantly reduced the proportion of women in cabinet from 20% in 2013 to 10% in 2014. There were no changes in the number of women in the Parliament. The table below shows the current position of women in the new Federal Government of Somalia.

Region/ Body	Total Positions	Women	Percentage
The New Cabinet	55(25 ministers, 25 deputy ministers,5 state ministers	5 (2 Ministers and 3 Vice-Ministers)	10%
The New Federal Parliament	275	37	14%
District	n/a	n/a	n/a

- Of particular note, Ms. Khadija Mohammed Dirive is the Minister of Women and Human Rights while Eng. Nadifo Mohamed Osman is the Minister of Public Works and Reconstruction.<sup>25</sup>
- On 5th February, the Somali Prime Minister launched the Human Rights Task Force where Maryam Yusuf Sheikh Ali, a leading human rights lawyer was appointed as the head. This is a step towards the right direction in ensuring the policies and legislations put in place for democracy and access to justice has a gender perspective.
- The United Nations in collaboration with the Federal Government of Somalia and Women Civil Society Organizations organized Open Day on Women, Peace and Security with the aim of accelerating the implementation of the United Nations Security Council Resolution 1325.<sup>26</sup>
- There has been no change in the constitution to accord women the 30% quota despite advocacy

by women's groups for inclusion in all political institutions, and its inclusion in the Garowe II Principles,<sup>27</sup> UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is yet to be ratified. However a draft Gender Policy was developed in 2013, with support from AMISOM in 2013. The UN under UNSOM coordination has developed a Road Map to help the Ministry for Women's Rights and Development (MWHRD) complete and implement the draft Policy.<sup>28</sup> The draft policy spells out establishment of quota for women in employment especially at the decision-making and high management levels in both public and private sectors and also Supports and safeguards the promotion of national policies that guarantees women's quota in all government and private institutions. If finalized the policy could set a historic precedent if it includes violence against women as a key priority.

- On 7th May, 2013, the Government of Somalia and the United Nations signed a Joint Communiqué on the Prevention of Sexual Violence. This aimed at, inter alia, strengthening the rule of law and building the capacity of the justice system to prevent and prosecute crimes related to sexual violence, protect survivors, witnesses and journalists reporting on this issue and ensure access to services for survivors.<sup>29</sup>
- The team of experts on Sexual Violence (TOE) established under Council Resolution 1888 (2009) visited Somalia in December 2013. One of the key recommendations from their report is the inclusion of sexual violence issues into all stages of peace processes.<sup>30</sup> The UN, under the coordination of the GBV-WG has supported the MWHRD to develop and Action Plan on Sexual Violence in Conflict which implements the recommendations of the TOE Report.
- The Federal Government is finalizing a detailed plan and timetable for a process leading to the formation of Federal States, a final Constitution and democratization by 2016.<sup>31</sup>

25 [http://www.hiiraan.com/news4/2014/Jan/52907/somali\\_prime\\_minister\\_unveiled\\_his\\_55\\_member\\_cabinet.aspx](http://www.hiiraan.com/news4/2014/Jan/52907/somali_prime_minister_unveiled_his_55_member_cabinet.aspx)

26 <http://vowpeace.org/womens-statement-open-day-on-women-peace-and-security-mogadishu-4-december-2013/>

27 Somalia MDG report 2013

28 Amisom policy brief 2013

29 <http://unsom.unmissions.org/Portals/UNSOM/130507%20Joint%20communique%20on%20prevention%20of%20sexual%20violence.pdf>

30 Security council report 2014

31 UN Security Council SC/11312

## Economic

Although women are facing increased economic opportunities, many women still work in menial positions, involving “sacrifice, risk and humiliation,” and often only making enough money to sustain themselves and their families.<sup>32</sup> In addition, women experience higher unemployment than men (74% for women and 61% for men).<sup>33</sup>

- The unemployment rate is 45.5% overall (57.7% in urban areas and 42.8% in non-urban areas) – the main sectors are agriculture – including fishing, forestry mining (65%), industry – including construction and utilities (11%) and services (24%).<sup>34</sup>
- The unemployment rate for youth aged 14 to 29 is 67%, one of the highest in the world.<sup>35</sup>
- Few women are active in the areas of the economy where high profits are seen through exports and imports; in livestock export and in the fishing industries, women are hardly represented.
- The proportion of youth who were neither working nor in school is more pronounced among young women at 27 percent than young men at 15 percent.<sup>36</sup>
- A 2002 socio-economic survey estimated that 14% of households are headed by women in urban areas, and 12% in rural areas, adding a critical element of hardship as women increasingly take on roles as providers of basic needs – particularly as these are often extracted from scarce natural resources (land, water, vegetation, etc.).<sup>37</sup>
- Most Somali women are either excluded from decision making and asset ownership or operate through a patriarchal filter in these areas – women are also often the first to suffer when natural resource access/attainment comes under pressure, due to cultural restrictions on movement, ownership, etc. This can be seen, for example, in times of drought, when men migrate with camels to find water, while women and children are expected to stay at home and care for the other livestock.

## Social

The South central region of Somalia still has the lowest literacy rate at (19% compared to literacy rate in Somaliland of 36%).<sup>38</sup> According to UNICEF, the percentage of primary school participation for girls between 2007 and 2010 was 23% and 42% for boys; the net attendance ratio was respectively 15% and 18%.<sup>39</sup>

- Only 37 percent of girls who transitioned from primary school took the Form Four exam in 2011/2012 - the demand for secondary school education continues to grow steadily, yet girls make up only 28 percent of students at that level.
- Poor learning outcomes are reflected in the high repetition and drop-out rates and low examination pass rates and less than 38% of those enrolled in 2001/2002 in grade one successfully progressed to grade five in 2006/2007.
- Only 15% of the teaching force is women, with the majority not formally trained.

Access to health care for women is also a challenge, and women suffer from lack of services and access.

- The number of pregnant women who receive antenatal care coverage is 26% (one visit, and only 6% for women who see a health professional up to four times); 33% of women have a skilled attendant at birth, and only 9% have institutional deliveries.
- Reported maternal mortality between 2006 and 2010 was 1,000 per 100,000 births, which is compounded by high fertility rates (6.4%) and low number of institutional deliveries (9%); prevalence of contraceptives is 1%.<sup>40</sup>

From August to the end of December 2012, a total of 1,506 violations against children were reported: 100 killings (84 boys, 16 girls); 192 maiming's (138 boys, 57 girls); 575 recruitments (564 boys, 11 girls); 86 incidents of sexual violence and rape (one boy, 85

32 Gardner, Judith (2006). A Gender Profile for Somalia (draft), p. 19. NORAD & the EC Somalia Unit publication

33 United Nations Development Programme (2012). Somalia Human Development Report 2012: Empowering youth for peace and development, p. 6

34 United Nations Human Settlement Programme (2006). Somaliland, Puntland State of Somalia: The Land Legal Framework: Situation Analysis

35 United Nations Development Programme (2012). Somalia Human Development Report 2012: Empowering youth for peace and development, p. xix

36 Somalia MDG report 2013

37 United Nations (2002). Somalia: Socio Economic Survey 2002. Available from <http://www.un.int/wcm/webdav/site/somalia/shared/documents/statements/1086802685.pdf>

38 Somalia MDG report 2013

39 See [http://www.unicef.org/infobycountry/somalia\\_statistics.html](http://www.unicef.org/infobycountry/somalia_statistics.html)

40 See [http://www.unicef.org/infobycountry/somalia\\_statistics.html](http://www.unicef.org/infobycountry/somalia_statistics.html)





Cudbi Yousuf Ali raises chicks in Mohamed Moge camp, Hargesia

girls); 528 abductions (489 boys, 39 girls); 13 attacks on schools; one attack on a hospital; and 11 denials of humanitarian access. While Al-Shabaab continued to commit the highest number of violations, many cases of sexual violence are attributed to the Somali National Security Forces and its allies. The majority of incidents were reported from southern and central Somalia.<sup>41</sup>

A total of 552 grave violations against children were verified in the first quarter of 2013, representing a decline of more than half from the 1,288 cases reported during the same period in 2012. The reported violations were as follows: 37 killed (27 boys, 10 girls); 63 maimed (43 boys, 20 girls); 219 recruited into either military or militias (214 boys, 5 girls); 19 sexually abused (all girls); 205 abducted (187 boys, 18 girls); seven attacks on schools; one attack on a hospital; and one denial of humanitarian access.<sup>42</sup>

## Legal

Through the UN Civilian Policing Project, approximately 5,200 officers have been employed including 505 female police officers of all ranks. The numbers of female officers is steadily increasing

during 2014 as more area in South and Central Somalia open up and require formal policing structures.<sup>43</sup>

In the Joint Communiqué signed on May 7th 2013, between the Government of Somalia and the United Nations on the Prevention of Sexual Violence, the government has committed to put in place the following measures:

- Issuing through the respective chains of command of the Army and Police, command orders prohibiting sexual violence, and reinforcing the commitment for zero-tolerance of such violations in Army and Police Codes of Conduct.
- Reiterating the clear signal that impunity will not be tolerated by undertaking investigations of alleged violations and ensuring punishment of perpetrators, through the criminal justice system.
- Developing and implementing a comprehensive strategy to prevent and respond to sexual violence, as well as encouraging and supporting the work of service providers.
- Implementing procedures/protocols to ensure the protection of victims, witnesses, journalists and others who report on sexual violence.
- Strengthening the protection of internally displaced camps and establishing measures to protect women and girls in the camps from sexual violence.
- In line with the National Security and Stabilization Plan, establish and professionalize the unit of the Somali Police Force tasked to address the needs of women, ensure training for Somali Security forces on prevention of sexual violence, recruit and train female officers, and undertake efforts to vet all elements being integrated into the national security forces and institutions to ensure that those who have committed grave human rights violations, including sexual violence, are excluded from positions of leadership and responsibility.
- Strengthening the legal framework on sexual violence through enactment, review or harmonization of relevant legislation.
- In line with strengthening the rule of law, reform the Penal Code on the crime of rape, support

41 UNSC: Report of the Secretary General on Somalia, January 2013 P. 9, para 2.

42 UNSC: Report of the Secretary General on Somalia, 31 May 2013. P. 9, para 4.

43 <http://www.hrsid.com/companyabout-us>: Human Recognition Systems (HRS) is a world leader in the deployment of premium biometric identification solutions. They deliver intelligent data collection solutions to governments using iris, fingerprint and facial recognition and hand geometry technologies. For over 10 years Human Recognition Systems has been providing intelligent packaged biometric-agnostic software platforms to aviation, military and border security.

the Office of the Attorney General to develop specialized investigation capacity for sexual violence crimes, train magistrates (including women magistrates and other women in the justice sector), build capacity for justice mechanisms at local level, raise awareness for women on legal procedures, and address protection of women in traditional justice systems.

- Ensuring access to services including medical, psychosocial and legal aid to survivors of sexual violence, including in newly accessible areas.<sup>44</sup>

In addition, Somalia has ratified three out of the four international bills on human rights, including the International Covenant on Economic, Social and Cultural Rights; the International Covenant on Civil and Political Rights; and the Optional Protocol to the International Covenant on Civil and Political Rights (but has not acceded to the Second Optional Protocol to the International Covenant on Civil and Political Rights).<sup>45</sup> Somalia signed and ratified the African (Banjul) Charter on Human and Peoples' Rights, in 1985,<sup>46</sup> and has signed but not ratified the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (the Maputo Protocol) in 2006.<sup>47</sup> Somalia has still not signed or ratified CEDAW.<sup>48</sup> The Ministry for Women, Human Rights and Development has taken the creation of an enabling legal framework for the protection of women, children and human rights (including the ratification of key conventions like CEDAW and the CRC) as a key priority for 2014.

The provisional constitution that was adopted on 1 August 2012 has a number of provisions that prohibits discrimination on the basis of gender (See Gender Brief I). The inclusion of these rights in the constitution is a positive step towards the protection and advancement of Somali women. Realization and enforcement of these rights, however, will be a significant challenge.

The position of women with regards to land and property ownership remains weakened by both conflict and the ensuing reconstruction process and breakdowns in social stability and law and order, and has compromised traditional and customary laws for women, their social support systems and their access to land and property. Land grabbing by male relatives following the death of a husband/father is a problem in Somalia, and widows rarely inherit land under customary norms and are often deprived of access to their husband's land if they have no children - land is therefore vested in trusteeship with uncles and other male relatives and inherited by children when they become of age.

IDPs are often left in a legal vacuum, with almost no access to legal remedies because the formal justice system is not established in IDP camps, and traditional clan systems are often weakened as a result of displacement. Women and children still make up 70 to 80% of IDPs – many are widows or heads of households; 600,000 of these are women of reproductive age, and 80% have no access to safe maternal delivery.<sup>49</sup>

Throughout the conflict in Somalia internally displaced women and girls have been particularly vulnerable to sexual violence. The extent of sexual and gender based violence (SGBV) against displaced women and girls is difficult to assess but is believed to be widespread though largely underreported throughout south-central Somalia. Reliable data on SGBV is lacking. Women and girls are often reluctant to report rape, including because of fear of reprisals by perpetrators, including government soldiers and allied militia; ostracism and stigma; lack of trust in the authorities; over-reliance on the informal justice system; and the limited medical, psychosocial, and legal services available to displaced communities. Women and girls in south central Somalia more generally are also at risk of other forms of gender-based violence including domestic violence, female genital mutilation (FGM), and early or forced marriage.<sup>50</sup>

44 <https://www.gov.uk/government/publications/un-somalia-communique-on-preventing-sexual-violence>

45 International Labour Organization (2012). Somalia: Southern Somalia and Puntland: Decent Work Programme: 2012–2015, p. 16.

46 See <http://www.achpr.org/instruments/achpr/ratification/>

47 African Union (2010). List of countries which have signed, ratified/acceded to the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa. Available from <http://www.africaunion.org/root/au/Documents/Treaties/List/Protocol%20on%20the%20Rights%20of%20Women.pdf>

48 See [http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg\\_no=IV-8&chapter=4&lang=en](http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en)

49 United Nations Development Programme (2012). Somalia Human Development Report 2012: Empowering youth for peace and development.

50 Hostages of the Gatekeepers; Abuses against Internally Displaced in Mogadishu, Somalia P. 29 para. 1

## Political

The 2014 Puntland presidential election was held on 8 January 2014 in Garowe, the administrative capital of the autonomous Puntland region in northeastern Somalia. The table below shows the proportion of women's representation in government. District level elections were slated to be held in July, 2013, but were postponed indefinitely.<sup>51</sup>

Region/Body	Total Positions	Women	Percentage
Ministers and Vice-Ministers	55	5 (2 Minister and 3 Vice-Ministers)	7.2%
Parliament	66	2	4.7%
House of Male Elders	n/a	0	0%
District	250	44	17.2%

- At least five women managed to feature in the new cabinet of President Abdiweli Mohamed Ali, whereby two of them are full ministers and other three are deputy ministers.<sup>52</sup>
- A 2007 Presidential Decree required all public institutions to adhere to 30% representation of women. This quota was also reflected in the Garowe II Agreement – but has not been realized.<sup>53</sup> Only two women were among the 66 newly selected legislators to the Puntland Parliament in December 2013 despite the fact that out of the six officially registered political associations four had pledged to uphold the 30% quota for women.<sup>54</sup>
- A new five year development plan is currently being developed for 2014 to 2018, and thematic areas for the plan include the establishment and strengthening of economic foundations for sustainable growth; effective and responsive service delivery; accountable governance; ruling justly; and maintaining peace and

stability. Gender is a cross-cutting issue, and the Core Technical Team, responsible for overseeing sector working groups, have been trained on gender mainstreaming.

- A Gender Policy is still being negotiated with the Government of Puntland. Efforts by successive ministers for Gender since 2008 have proven unsuccessful. Government officials indicate that the main obstacle for passing the policy is the use of the term 'gender equality' in the draft. The draft policy developed in 2008 is based on Sharia law, cultural values and norms that promote Islamic values, the political history of Puntland, the Puntland Constitution and Millennium Development Goal (MDG) 3, and has four proposed priority action areas: livelihoods, human rights, governance and economics.

## Economic

In Puntland, 60% of the economy is based on agriculture/pastoralism.<sup>55</sup>

- Women constitute 56.6% of the labour force in Somaliland and Puntland, and tend to work mostly in the agricultural sector.<sup>56</sup>
- Of those not working in the agricultural sector, 36% were women in 2009, up from 29% in 2008.<sup>57</sup>
- In 2011, out of 9,591 people working in civil service, 1912 were women (19%).<sup>58</sup>

## Social

According to the 2012–2016 Education Sector Strategic Plan for Puntland the net enrollment rate of primary school children is 37%; 41% for boys and 33% for girls.<sup>59</sup> Puntland has 535 primary schools with an overall primary enrolment of 107,907, 60% of whom were boys and 40% girls at 42,275. Although the percentage of girls is less, it denotes an increase of 54% (13,952) in enrolment from 2006 when the percentage of girls stood at 40%.<sup>60</sup>

51 <http://www.raxanreeb.com/2013/12/somalia-2014-puntland-presidential-election-whos-competent-to-lead/>

52 <http://som.horseedmedia.net/2014/02/somalia-puntlands-new-minister-women-affairs-officially-takes-office/>

53 Joint Programme on Local Governance, United Nations Development Programme (2012). Strengthening Gender Equality in Public Administration in Somalia (unpublished), pp. 11–12.

54 <http://www.somalilandsun.com/index.php/regional/4636-puntland-women-unhappy-over-representation-in-new-assembly>

55 United Nations Development Programme (2010). Puntland State of Somalia: Millennium Development Goals: Progress Report 2010, p. 5.

56 Joint Programme on Local Governance, United Nations Development Programme (2012). Strengthening Gender Equality in Public Administration in Somalia (unpublished), p. 5.

57 United Nations Development Programme (2010). Puntland State of Somalia: Millennium Development Goals: Progress Report 2010, p. 25.

58 Puntland Civil Service Commission, 2011

59 Puntland Education Sector Education Strategic Plan, 2012–2016, Ministry of Education, p. 31 para. 5

60 Puntland Education Sector Education Strategic Plan, 2012–2016, Ministry of Education, p. 30, para. 3

- Gender disparity rapidly increases in higher grades with no indication of change - domestic work, early marriage, timing of classes and economic constraints force many girls to leave school early, leading to higher girl dropout rates – the ratio of boys to girls fell from 0.59 in primary levels to 0.41 in secondary school (2010).<sup>61</sup>
  - There are 54 public community secondary schools. In 2012 a total of 11,979 students were enrolled in secondary schools, of which 70.4% were male and 29.6% were female students.<sup>62</sup>
  - There are 4,058 students enrolled in Puntland's eight universities, of whom 3,286 (81%) are male, and 771 (19%) are female. The states' six colleges currently see an enrolment of 1,260 students, of whom 970 (77%) are male and 290 (23%) female.<sup>63</sup>
  - Literacy rates for females have seen a decline since before the pre-war era, and stood at 25% in 2006<sup>64</sup> - this number is even lower in rural areas (10%).<sup>65</sup>
  - 26% of children between the ages of five and 14 are reported to be involved in child labor, with children in rural areas more likely (33%) compared to those in urban (22%) working.<sup>66</sup>
- a. **Rape and sexual assault** was identified as one of the most common and pervasive forms of violence women and girls face.<sup>71</sup>
  - b. **Intimate Partner Violence (IPV) and physical assault** were identified as forms of violence that are primarily perpetrated against women and girls within their homes.<sup>72</sup>
  - c. **Forced Marriage** was identified as common among adolescent girls, who are used as currency in order to address conflict and problems within or between communities.<sup>73</sup>

**Child Marriage** is also an issue, with 38% of women between the ages of 20 and 49 years married before the age of 18; those from poorer households are more likely than those from wealthier households to be married at a younger age.<sup>74</sup> Reliable SGBV statistics are almost non-existent, but in 2010, for example, police occurrence books reported 223 rape cases.<sup>75</sup>

## Legal

The Puntland Constitution (2009) does not recognize the Universal Declaration on Human Rights (UDHR) or other international human rights frameworks (see Gender Brief I), but Article 35 of the constitution states:

- It is the duty of the government to protect and promote the rights of women in consistence with Islamic religious norms.
- Women have the same rights as men; expect the distinctions made by God between the two sexes.

The Maternal Mortality Rate in Puntland declined from 1,600 per 100,000 live births in 1990 to 1,013 per 100,000 live births in 2006.<sup>67</sup> The percentage of women who received antenatal care from a health professional was 24% in 2011<sup>68</sup>, though the number of births attended to by a health professional increased from 25% in 2002 to 38% in 2011,<sup>69</sup> 13% of births took place in health facilities.<sup>70</sup>

Information received from UNFPA and staff from local NGOs in Puntland reveals that sexual violence, sexual harassment of young girls, domestic violence and sexual abuse, as well as FGM and gang rapes are all prevalent in the state. In July and August of 2012, IRC conducted a Gender-Based Violence (GBV) Rapid Assessment in Galkayo and Garowe districts, where the following types of GBV were highlighted:

The Puntland Constitution further implies that the government should encourage and legislate for the rights of women according to the Islamic (Sharia) law. At the end of 2011, a FGM law was passed for the first time in Puntland – the law bans Pharaonic circumcision or infibulation,<sup>76</sup> but still allows for some form/type of circumcision, and does not follow international human rights standards.

61 United Nations Development Programme (2010). Puntland State of Somalia: Millennium Development Goals: Progress Report 2010, p. 25.

62 Puntland Education Sector Education Strategic Plan, 2012–2016, Ministry of Education, p. 33 para. 1

63 Puntland Education Sector Education Strategic Plan, 2012–2016, Ministry of Education, p. 35 para. 7

64 United Nations Development Programme (2010). Puntland State of Somalia: Millennium Development Goals: Progress Report 2010, p. 27

65 United Nations Development Programme (2010). Puntland State of Somalia: Millennium Development Goals: Progress Report 2010, p. 27

66 UNICEF Summary Preliminary Results Multiple Cluster Survey, 2011 – North East Zone, pg. 12.

67 United Nations Development Programme (2010). Puntland State of Somalia: Millennium Development Goals: Progress Report 2010, p. 31

68 UNICEF Summary Preliminary Results Multiple Cluster Survey, 2011 – North East Zone, pg. 9.

69 United Nations Development Programme (2010). Puntland State of Somalia: Millennium Development Goals: Progress Report 2010, p. 31

70 UNICEF Summary Preliminary Results Multiple Cluster Survey, 2011 – North East Zone, pg. 9.

71 IRC Women's Protection & Empowerment. Gender-Based Violence Rapid Assessment: Somalia. (2012) Page 4 para. 3

72 IRC Women's Protection & Empowerment. Gender-Based Violence Rapid Assessment: Somalia. (2012) Page 2 para. 1

73 IRC Women's Protection & Empowerment. Gender-Based Violence Rapid Assessment: Somalia. (2012) Page 2 para. 2

74 UNICEF Summary Preliminary Results Multiple Cluster Survey, 2011 – North East Zone, pg. 13.

75 United Nations Development Programme (2012). Assessment Report: Gender Based Violence in Puntland (draft).

76 The clitoris and labia minor are removed and then the labia major are sewn closed while leaving a small opening at the vulva for urination and release of menstrual blood. The fused wound is opened for intercourse and childbirth.



# SOMALILAND

## Political

'Since its secession in 1991 Somaliland has become a region often referred to as island of stability in the volatile region. This stability plays an important role in rebuilding its private and public institutions. It held municipal elections on November 28th 2012. That was the first poll for local councils since 2002. The election panel listed nearly 2400 candidates for 353 council seats; out of 172 women candidates, 10 were elected as local councilors. The table below shows the proportion of women's representation in government.

Region/ Body	Total Positions	Women	Percentage
Ministers	46	4 (2 Ministers and 2 Vice-Ministers)	8.9%
Parliament	82	2	2.4%
House of Male Elders	82	0	0%
District	353	10	3%

On 28th April 2014 the President of Somaliland speaking at General congress meeting talked about the women's political participation and specifically about the quota reaffirming that his government is committed to the women's quota and requested the MPs from his Party to prepare a motion regarding this in order to legislate the Women's Quota.<sup>77</sup> This statement has been welcomed as encouraging by women's groups and development partners alike as having the potential to bring to an end a longstanding stalemate between women's groups and the House of Elders in their demand for a 25% quota for women's representation in parliament.

The Ministry of National Planning and Development (MoNPD), five year National Development Plan (2012–2016), includes the mandate to:<sup>78</sup>

- Eliminate gender inequalities/disparities in employment and Gender Based Violence (GBV).



Fadumo Abdiqadir Warsame a young mother too also shared how FGM had affected for the worse during the birth of her children. She spoke about the painful procedure endured on her by peer pressure and how only during the birth of her first child she bore the brunt of it all. She too made a vow and even shook hands with SWDC social workers that she would never put the same pain through her daughters.

- Mainstream women's empowerment in all sectors of development; and promote women's equal access to participation and decision making in social, economic and political life of the nation.
- Increase proportion of seats held by women and marginalized groups (youth, disabled, etc.) in National Parliament.
- Increase women's participation in the justice sector through reform promoting women's legal education, entry into the legal profession, and women's equal access to justice.
- Implement the draft National Gender Plan (NGP) and Gender Budgeting Guidelines.

The National Gender Policy was approved in 2011. With support from UNDP the Ministry for Labour and Social Affairs in consultation with relevant stakeholders developed an action plan for implementation, though this is still a challenge as coordination is lacking and there is limited budget for specific interventions.

<sup>77</sup> <http://www.hadhwanaagnews.com/>

<sup>78</sup> Joint Programme on Local Governance, United Nations Development Programme (2012). Strengthening Gender Equality in Public Administration in Somalia (unpublished), p. 11–12.



## Economic

Livestock contributes 60% of Somaliland's GDP, with customs duties representing 85% of the government's revenues. The population is growing quickly (at 3.1% per year), and 55% of Somaliland's are nomads. Unemployment is a major problem, at 80%<sup>79</sup>

The current estimates of women in civil service are 19%. Most of these is auxiliaries' staffs were found to be cleaners and administrative staff with low educational levels.<sup>80,81</sup>

## Social

The most credible figures on girls enrollment in primary school date back to 2008/2009. The number of girls enrolled in primary school in Somaliland was 62,608 compared to 108,322 boys. The literacy rate for women between the ages of 15 and 24 years old in 2011 was 44%, with the numbers in poor households as low as 14% and in wealthier households up to 65%.<sup>82</sup> At the secondary level these figures are 14,843 boys and 5,646 girls<sup>83</sup>. University enrolment is one quarter female compared to male.<sup>84</sup>

Child labour rates are 26%, with the number as high as 38% in rural areas and 14% in urban areas.<sup>85</sup> Maternal mortality rates have dropped from 1,044 in 1999 to 1,013 in 2006. In 2010 and 2011, 32% of women received antenatal care at least once by trained personnel<sup>86</sup>

The number of deliveries assisted by skilled attendants rose from 27% in 1999, 41% in 2006 and

49% in 2009.<sup>87</sup> In 2011, 31% of births took place in health facilities<sup>88</sup>

Gender based violence in Somaliland takes many forms, and includes rape, sexual exploitation, female genital mutilation, sexual assault and abuse, domestic violence, discrimination and denial of human rights.<sup>89</sup> The percentage of women between the ages of 20 and 49 who were married before the age of 18 was 31%, with women from poorer households experiencing this at a higher rate (41%) and women from wealthier households less (18%).<sup>90</sup> The Multiple Cluster Survey for Somaliland revealed that more than half of women interviewed approved of at least one form of "wife beating" for things like burning food, refusing sex, neglecting the children or going out without telling their husband.<sup>91</sup>

As many as 180 Somaliland women and minors were raped from January through August 18th, 2013 according to records kept by the Baahi-Koob Centre, a sexual assault referral office at Hargeisa General Hospital.<sup>92</sup> The general hospital receives almost one case of rape every day.<sup>93</sup>

## Legal

The Constitution (2001) recognizes international human rights instruments, including the Beijing Platform for Action, the MDGs and CEDAW. Sharia is the basis for both customary and formal law, and is applied primarily in personal matters, including marriage, divorce and inheritance (see Gender Brief I).<sup>94</sup>

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81 Joint Programme on Local Governance, United Nations Development Programme (2012). Strengthening Gender Equality in Public Administration in Somalia (unpublished), p. 15.  
82 UNICEF Summary Preliminary Results Multiple Cluster Survey, 2011 - Somaliland, pg. 10.  
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93 Minister of Labour and Social Affairs, Mahmoud Ahmed Garaad, speaking at the International Day for the Elimination of Violence against Women on 25th November 2012 (quoted from "The Somali President Has Spoken: Can Anyone Hear His Agony?" by Bashir Goth, Waheen Newspaper: <http://waaheen.com/?p=54337>).  
94 "Women's Rights, State-Centric Rule of Law and Legal Pluralism in Somaliland," Alejandro Bendana and Tanja Chopra, Hague Journal on the Rule of Law, 5: 44-73, 2013, pg. 48.

# UNDP'S RESPONSE TO GENDER SPECIFIC DEVELOPMENT CHALLENGES IN THE SOMALI CONTEXT

Somali authorities have identified empowerment of women, through greater asset ownership and participation in decision-making processes, as a priority for peace and development. To facilitate Somali stakeholders to achieve this, in 2012 UNDP initiated a new project on Gender Equality and Women's Empowerment (GEWE) in Somalia focusing primarily on advocacy initiatives in partnership with civil society and public institutions in Somaliland, Puntland and South Central Somalia.

UNDP has actively involved the government, local authorities and the community (including men, women, boys and girls) to promote gender equality and women's rights. It strives to empower Somali women to be able to determine and lead their own agenda, as well as inspire others through leadership training and mentoring services provided to women and men active in government, civil society and the private sector. At the same time, UNDP continue to works with civil society and women's organizations to strengthen their capacity to mobilize and advocate for change, as well as assists institutions and authorities to improve their abilities to provide better access to livelihood, security and justice for women.

Through wider engagement with young people, communities, and institutions, UNDP is also working towards ending violence against women, through identifying positive role models for young men and women, as well as engaging influential men and women, such as religious leaders and elders, to take the lead in promoting women's rights and protecting them against traditional practices such as female genital mutilation.

In all regions, the GEWE project works with other UNDP projects as well as ministries responsible for women's development to increase women's representation in political institutions, and to provide advice and technical support to draft, enact and enforce policies and laws that ensure women's political representation, equal access to economic

resources, and protection against violence in adherence to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), relevant regional conventions and the UN Security Council Resolutions (such as 1325 and related resolutions thereafter).

Specific areas of UNDP's engagement include:

- Supporting men and women to become champions for GEWE.
- Strengthening women's leadership capacities so they become effective leaders and role models to other women and to society on the contributions women can bring to development.
- Women's social and economic development – providing scholarships for young women to pursue 'non-traditional' careers in areas such as science, mathematics, energy, economics, accounting and public administration.
- Promoting community dialogue and attitudinal change on women's human rights issues such as FGM.



Family in IDP Camp

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