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GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN PUBLIC ADMINISTRATION

SOMALIA (PUNTLAND & SOMALILAND) CASE STUDY



KEY FACTS	2
ACKNOWLEDGEMENTS	3
EXECUTIVE SUMMARY	4
METHODOLOGY	6
CONTEXT	7
Socio-economic and political context.....	7
Gender equality context.....	8
Public administration context	12
WOMEN’S PARTICIPATION IN PUBLIC ADMINISTRATION	16
POLICY AND IMPLEMENTATION REVIEW	18
Post-Conflict Reconstruction and Development Programme	18
National Development Plans	18
National Constitutions.....	23
Public administration policies and legislation	24
Gender equality policies and legislation	24
SPECIFIC INITIATIVES	29
Somaliland and Puntland.....	29
Somaliland	35
Puntland.....	38
KEY CHALLENGES AND GOOD PRACTICES	41
RECOMMENDATIONS	43
CONCLUSIONS	46
ANNEX 1: ABBREVIATIONS AND ACRONYMS	48
ANNEX 2: DOCUMENTS AND ON-LINE RESOURCES REVIEWED	50
ANNEX 3: KEY RESPONDENTS LIST	52
ANNEX 4: QUESTIONS FOR KEY RESPONDENTS	54
ANNEX 5: STATISTICS ON WOMEN IN PUBLIC ADMINISTRATION	58



KEY FACTS

KEY FACTS

HUMAN DEVELOPMENT INDEX RANKING	161 out of 163 countries (last official ranking in 2001)
GENDER INEQUALITY INDEX	Not calculated for Somalia
TRANSPARENCY INTERNATIONAL RANKING	178 out of 178 countries in 2010 (not ranked in either 2009 or 2008)
% MEN AND WOMEN IN CENTRAL GOVERNMENT	Somaliland 30% women and 70% men ¹ Puntland 23% women and 77% men ²
% MEN AND WOMEN IN SUB-NATIONAL GOVERNMENT	No data available
AFFIRMATIVE ACTION	<ul style="list-style-type: none"> ✓ Presidents in Somaliland and Puntland have set targets of 25 percent and 30 percent respectively of women in public administration ✓ Draft National Gender Policy ✓ Draft Gender Budgeting Guidelines ✓ Gender Mainstreaming outlined in National Development Plans
NEED TO KNOW	<ul style="list-style-type: none"> ✓ Reasonably good policy framework, but <i>de facto</i> and <i>de jure</i> gaps ✓ Presidents in Somaliland and Puntland are major advocates ✓ Civil Society is a driving force in activities to increase women’s participation in the public sector

1 Source: CSC Somaliland (last available data from 2006).

2 Source: SIDP, UNDP (2012).



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EXECUTIVE SUMMARY

The governments of both Somaliland and Puntland are currently working on a complete reform of their public administrations with a focus on increasing women's participation as a key element of the post-conflict Reconstruction and Development Programme (2008-2012).

Despite years of civil war, famine and drought and the lack of basic infrastructure, the governments of Somaliland and Puntland have made some progress towards establishing a peaceful and secure environment, developing a democratic process and building institutions, policies, and strategies that are now beginning to address their citizens' basic needs. A focus of the state rebuilding reform process has been the development of a decentralized governance model in which district councils are given the primary responsibility for service delivery. The UN Joint Programme for Local Governance (JPLG) has led to an increase in women's participation at the district level in Puntland, although the programme has yet to show signs of success in Somaliland.³

There is considerable commitment at the highest political level to women's empowerment and gender mainstreaming. This is due, in part, to recognition by the respective governments that women's active participation is essential in order to meet the Millennium Development Goals (MDGs) and National Development Plan (NDP) objectives.^{4 5 6 7} In Somaliland, the President came into power in 2010 with a promise to increase women's participation to 25 percent in public administration and local government by the year 2015.⁸ In Puntland, a 2007 Presidential decree indicated the need for all institutions to adhere to 30 percent representation of women.⁹

Despite presidential support, the proportion of women in higher decision-making positions is still extremely low. Although the ministries in both governments have developed National Gender Policies (NGPs) and Gender Budgeting Guidelines (GBGs) to provide a gender balance component and a framework for mainstreaming gender in public administration and government institutions, these are pending approval.¹⁰ It is important that decision makers be held accountable for progress in pushing forward with the policies for reform, and the necessary measures to increase the number of women in decision-making positions.

The national gender machineries are also charged with developing institutional mechanisms and structures to promote gender balance and equality, and progress is being made in establishing Gender Focal Points (GFPs) in all line ministries. However, this system is still in its early stages and requires more support before GFPs can start to be effective.

3 Gender Audit UN JPLG (2010).

4 MDG Progress Report, Ministry of National Planning and Development Somaliland (2010).

5 National Development Plan (2012-2016), Ministry of National Planning and Development Somaliland (2011).

6 MDG Progress Report, Ministry of Planning and International Cooperation Puntland (2010).

7 National Development Plan (2007-2011), Ministry of Planning and International Cooperation Puntland (2007).

8 Kulmiye Party Manifesto (2010).

9 Progressive Report (2005-2010) MOWDAFA Puntland.

10 Interviews with MOLSA and MOWDAFA (2011).



Key challenges to achieving gender equality within public administration are low levels of education and skills amongst women, a traditional clan system that normally excludes women from participating in political decision making, and lack of technical and financial resources. Another challenge is that many qualified women prefer to work in the private sector or civil society organizations because of the higher salaries they can earn there.¹¹

Entry points to improve gender balance in the public administration in Somaliland and Puntland include the following:

- Keeping civil service reforms on track, as there is a time-lag between political commitment and the implementation of strategies
- Following the success of the UNDP JPLG and Access to Justice programmes, replicate the development of a mentoring scheme for high-potential women, together with a scholarship and internship programme in the public administration
- Improving the quality of relevant statistics and other information, in order to track progress and to identify trends and patterns
- Building the capacity of women with potential
- Supporting the national gender machineries to ensure that National Gender Plans and Gender Budgeting Guidelines are approved and implemented, and that they pay attention to women's equal participation in decision making in the civil service
- Reviewing the selection criteria and capacity of Gender Focal Points appointed within ministries and clearly define their roles to include a focus on gender balance at the decision-making levels.

11 Interview with Ibrahim Haj Nur, Director General, CSC Somaliland (2011).



METHODOLOGY

The case study is based on desk research and qualitative in-depth interviews with key informants who are policymakers as well as implementers. A set of basic questions was prepared, with flexibility for more probing questions during the interviews (see details in Annex 4). The main objective of the interviews was to learn more about the experiences of each institution in promoting gender equality in their administration, including policy design and policy implementation.

The UNDP offices in Somaliland and Puntland facilitated all meetings and the authors wish to thank them for their extensive technical and administrative support, and also the very senior government and international agency officials who dedicated considerable time to this case study.



CONTEXT

SOCIO-ECONOMIC AND POLITICAL CONTEXT

The Republic of Somalia democratically elected its first president in 1960, shortly after gaining independence.¹² Less than a decade later, Mohamed Siad Barre overthrew the government and imposed a dictatorship that lasted until 1991, when Siad Barre was deposed by an alliance of rebel groups.¹³

Both Somaliland in the northwest and Puntland unilaterally declared independence in 1991, after much of the area was destroyed by the central government in 1988.¹⁴ Somaliland remains unrecognized internationally, but as a result of a clan-based reconciliation process (culminating in the Boroma Conference of 1993) has developed its own political institutions, judiciary, police, armed forces and currency.¹⁵

The northeastern region followed Somaliland's example in 1998 with the creation of the semi-autonomous Puntland State of Somalia.¹⁶ Unlike Somaliland, Puntland does not seek international recognition as an independent state, but advocates a federal Somalia in which it would exist as an autonomous entity. Puntland formally endorses the transitional federal process, but boasts its own constitution, political institutions and armed forces, and conducts its own foreign and trade policies. Although it aspires to being part of a federated Somali government, its relative success has in large part been a result of its de facto separation from the political developments of the center.¹⁷

When Mohamed Siad Barre's regime collapsed in 1991, Somalia was already one of the poorest countries in the world.¹⁸ During the next 15 years, civil war and, more recently, drought and famine, have meant that most people in Somalia have struggled with few or no basic services, extreme poverty and high rates of displacement.¹⁹ UNCHR currently estimates that 67,000 Internally Displaced Persons (IDPs) are based in Somaliland and 139,000 in Puntland.²⁰ Somalia is still one of the poorest countries in the world; in the 2001 Somalia Human Development Report,²¹ it ranked 161 out of 163 (the last official ranking for Somalia). In the latest UN Human Development Report of 2010, Somalia is listed under "other countries and territories", along with the Democratic People's Republic of Korea, Marshall Islands, Monaco, Nauru, San Marino and Tuvalu.

The population of Somalia is estimated at 8.7 million people.²² It is a young population: although accurate disaggregated data is not available, nearly half of the population is under 15 years of age and 73

12 United Nations Transition Plan for Somalia (2008-2009) UNCT Somalia (2007).

13 Ibid.

14 The Search for Peace, Interpeace and PDRC (2009).

15 Joint Strategy Paper for the period (2008 – 2013), EC (2007).

16 Ibid.

17 United Nations Transition Plan for Somalia (2008-2009) UNCT Somalia (2007).

18 Joint Strategy Paper for the period (2008 – 2013), EC (2007).

19 Operations In Somalia Fact Sheet, UNHCR (June 2011).

20 Ibid.

21 Human Development Report, Somalia, UNDP (2001).

22 UNSAS report (2011).



percent is under 30.²³ The GDP per capita in 2007 was estimated at under \$300 per annum and incomes are distributed very unequally with over 73 percent of the.²⁴ Life expectancy is 50 years, slightly up from 47 years in 2001.²⁵ ²⁶ In 2009, the maternal mortality ratio at 1,200 per 100,000 live births was extremely high and under-five mortality is 180 per 1,000 live births.²⁷

Somalia's population is predominantly rural, with over 50 percent being traditionally linked to the nomadic pastoral food economy and about half that figure with sedentary agro-pastoral/riverine livelihoods.²⁸ The labour force participation rate for women is 58 percent.²⁹

In the autonomous regions of Somaliland and Puntland, some progress has been made in establishing a peaceful and secure environment, developing a democratic process, building institutions and beginning to address the people's basic needs. Poverty remains acute and support for the development of livelihoods is a priority. Social services are rudimentary; service provision is fragmented and ad hoc due to lack of security and institutional structures.³⁰ ³¹ Basic infrastructure has deteriorated significantly since the collapse of the last national government in 1991. Inequality remains a concern; women and girls continue to be socially excluded.³² ³³

A key focus of the state rebuilding reform process has been the development of a decentralized governance model, in which district councils are given the primary responsibility for service delivery. The decentralized approach across Somalia is a response to the widespread rejection of the centralized and undemocratic governance system of the country's last central governments, in which Barre monopolized power from 1969 until 1991 by favouring his own clan and imprisoning and killing opponents. Therefore, a major priority of post-conflict governance is to transform previous patterns of divisive oppositional politics.³⁴

GENDER EQUALITY CONTEXT

The Gender Inequality Index (GII) includes a focus on women's participation in political decision making, highlighting that women lag behind men across the world, especially in Sub-Saharan Africa, South Asia and the Arab States.³⁵ This has important implications for sustainability and equity. There is no ranking for Somalia in the HDR of 2010.

23 Somali Assistance Strategy (2011-2015), UN (2011).

24 Ibid.

25 Human Development Report, Somalia, UNDP (2012).

26 Human Development Report, Somalia, UNDP (2001).

27 Human Development Report, Somalia, UNDP (2012).

28 Joint Strategy Paper for the period (2008 – 2013), EC (2007).

29 Human Development Report, UNDP (2010).

30 National Development Plan (2012-2016), Ministry of National Planning and Development Somaliland (2011).

31 MDG Progress Report, Ministry of Planning and International Cooperation Puntland (2010).

32 DRAFT National Gender Policy, MOWDAFA Puntland (2008).

33 Women's Human Rights in Somaliland, NAGAAD (2010).

34 World Public Sector Report, UNDESA (2010).

35 Human Development Report, UNDP (2010).



One of the major challenges in Somalia is the lack of education systems and the effects of prolonged conflict and underdevelopment on long-term access to education. The expected number of years of schooling is 2.4 years.³⁶ There is a huge gender disparity in access to education and, according to statistics provided by the governments of Somaliland and Puntland, the Gender Parity Index (GPI) is 0.6 for primary schools, i.e. 60 female students were enrolled for every 100 males; this drops to 0.4 in secondary schools.³⁷

In terms of women's rights and roles in society, the following observation is very relevant.

*'Barre was initially a pioneering force who promoted Somali women's emancipation and empowerment in a way that had never been seen in Somali society, and which unfortunately has deteriorated rapidly since Barre's fall in 1991. Barre's efforts to replace customary law (xeer) and religious (sharia) law with secular public legislation allowed for greater participation of women in public life. He re-interpreted Islamic law to promote gender equality, and female enrolment in public schools was boosted. The number of women joining the work force rose dramatically, especially within professions such as clerks, teachers and nurses.'*³⁸

However, since the division of Somalia into three zones, the traditional clan system has become the dominant force in the country's social, political and economic affairs – women have traditionally had no role in clan decision-making processes.^{39 40} Traditional forms of governance have been used to reach consensus and overcome divisions. The re-emergence of customary law, the extended use of *shari'a* law with a conservative and discriminatory interpretation, and the resort to clan-based forms of political representation have meant that women have been virtually excluded from the political and judicial structures that have emerged in different parts of the country.^{41 42}

The resistance to gender equality is heightened as it is often seen as an 'outsider' initiative, seeking to bring in 'Western' systems and beliefs. There is no equivalent word in Somali to describe gender.⁴³ For example "Cagaha wax ka day" literally means "find something inside your feet" and means "run" in Somali. In this context, gender is generally understood to mean "women, get out of your homes" and/or "women, come out behind men, Islam and culture." In order to change this perception, Somali ownership is needed for any initiatives that attempt to bring about change to existing traditional structures.

Somali customary law recognizes the rights of men but limits the rights of women and is only administered by men. Women are often disadvantaged by their lack of education or knowledge of customary law and, hence, as long as male-dominated clan politics prevail, women will be marginalized due to the

36 HDR Statistics website (<http://hdrstats.undp.org/en/countries/profiles/SOM.html>), UNDP.

37 MDG Progress Report, Ministry of National Planning and Development Somaliland (2010), MDG Progress Report, Ministry of Planning and International Cooperation Puntland (2010).

38 Women, Peace and Security in Somalia: Implementation of UN Security Council Resolution 1325, UN INSTRAW (2008).

39 Joint Strategy Paper for the period (2008 – 2013), EC (2007).

40 The Search for Peace, Interpeace and PDRC (2009).

41 Ibid.

42 Women's Human Rights in Somaliland, NAGAAD (2010).

43 Telephone Interview with Fouzia Musse, Gender Expert, Hargeisa (2012).



gendered nature of the clan system that guarantees the power and privilege of its male members but not its female members. These gender issues and stereotypes appear to be pervasive in all spheres of life, including in the public administration. As mentioned during interviews with key respondents, they can also impact on merit-based systems and there is a need for further research to understand how to address these challenges.

This form of discrimination is described well in a report on women's rights in Somaliland published by an active women's activist organization, Nagaad:

*'This is because Somali traditional values hold that women are like minors who are not capable of doing judicial acts. As the Somali proverb says, 'Haween waa dhalaan raad weyn', which means women are minors with large footprints, supporting the oppression of women. To add salt to the wound, Somalis do not allow women to go under the tree under which Alternative Dispute Resolution (ADR) is given. In this respect they have a famous saying, 'ganbo geed ma tagto', which in essence means women should not go to the tree. This is so even when women have grievances. In such situations a man (probably a relative) may represent the women and speak on their behalf.'*⁴⁴

This reliance on a male-dominated, traditional clan system has far-reaching implications as, under the provisions of the Constitution, eligibility for representation in the House of Elders (Upper House of Parliament) requires an elder to be versed in Somali traditions and to be nominated by their clan.^{45 46}

The House of Elders is called Aqalka Odayaasha, which literally translates as 'House of Male Elders' in Somali. The House of Elders wields tremendous power, as the members are responsible for passing legislations and the national budget, along with general monitoring of public expenditure and implementation of policies. As women in Somalia do not participate in clan leadership and the decision-making process, this provision has resulted in their being excluded from the democratic decision-making process at national level. This was seen to be a contributing factor when the House of Elders declined a law passed by the Lower House (House of Representatives) to introduce a quota system for women and minority groups on city councils in Somaliland in 2008.⁴⁷

The exclusion of women from the House of Elders impacts on women's participation in many ways – women cannot gain visibility and get top appointments, which thus limits their ability to act as role models. Additionally, limiting the number of women in Parliament also means that there are fewer women who can press for the successful passage of work-life and enabling measures to allow women to work.

44 Women's Human Rights in Somaliland, NAGAAD (2010).

45 Somaliland Constitution (2001).

46 Puntland Constitution (2009).

47 Interview with Basha Yusuf Ahmed, Director General, MOLSA, Hargeisa (2011).



However, there are signs that traditionally held views may be changing. Currently, there is one female member in the House of Elders in Somaliland. She was nominated by her clan after the death of her husband in 2008 and is “temporarily holding the seat until her son comes of age.”⁴⁸ During the interview, she mentioned that despite the temporary nature of her position, “The circle of men has now been broken. [...] Everything has a time and this is now women’s time to start participating in the political arena. The main challenge we have faced as women is that we have not had a presence on the stage and therefore men have found it difficult to accept us. But now I and others like me have an opportunity to change this and pave the way for other women so that this is in the realm of possibility.”⁴⁹

There is considerable commitment at the highest political level to women’s empowerment and gender mainstreaming. Both governments have stressed the need for women’s active participation in order to meet national development and Millennium Development Goals, as women constitute over half the population and their participation is vital to bring about economic and social change.^{50 51 52 53} In Somaliland, the president came into power in 2010 and as part of the party manifesto promised to increase women’s participation to 25 percent in public administration and local government by the year 2015.⁵⁴ In the multiparty Somaliland governing system, the role of the KULIMYE party’s women’s wing was seen as instrumental in garnering voter support and, subsequently, as a major step towards empowering women in political decision making.⁵⁵ However, the proposed quota system has yet to be approved by the House of Elders.

In Puntland, a 2007 presidential decree indicated the need for all institutions to adhere to 30 percent representation of women, but again there is a lag between intention and practice, as the quota has not been articulated in law.⁵⁶ It is therefore imperative that top decision makers in Somaliland and Puntland be held accountable for progress in pushing forward policies for reform and the necessary measures to foster women in decision making positions. Political commitment alone will not bring about the required changes.

48 Interview with Fatuma Jama, Member, House of Elders, Parliament, Hargeisa (2011).

49 Ibid.

50 MDG Progress Report, Ministry of National Planning and Development Somaliland (2010).

51 National Development Plan (2012-2016), Ministry of National Planning and Development Somaliland (2011).

52 MDG Progress Report, Ministry of Planning and International Cooperation Puntland (2010).

53 National Development Plan (2007-2011), Ministry of Planning and International Cooperation Puntland (2007).

54 Kulmiye Party Manifesto (2010).

55 Interview with Amal Ahmed Mirza, Gender Advisor to the Presidential Office, Hargeisa (2011).

56 Interview with Asha Gelle Dirie, Minister, MOWDAFA. Garowe (2011).



PUBLIC ADMINISTRATION CONTEXT

The following box explains the importance of a credible and representative public administration in post-conflict environments.

Box: Rebuilding trust in government institutions: a key challenge in post-conflict reconstruction

“Countries emerging from conflict situations face a number of unique challenges in rebuilding their public administration systems—ensuring peace and security, fostering social reconciliation and promoting development. Success depends largely on the effectiveness of public administration and the promotion of an efficient, effective, transparent, accountable and innovative government that works in partnership with all stakeholders. The public service is the connecting link between the State and the people, and as such, it is the incubator of public trust or mistrust in government. Other factors may also play a role, but people are most likely to trust government when public servants effectively deliver desired services in a timely manner, behave transparently and ethically, demonstrate accountability and integrity, are responsive to the needs of the people and mirror the diversity within the population.”

Source: World Public Sector Report, UNDESA (2010), pp. VIII – IX.

The Constitutions of Somaliland and Puntland mandate the respective Civil Service Commissions (CSC) with the responsibility to establish an efficient and effective civil service that is transparent and accountable, to ensure that public service delivery is effective, appropriate and accessible.⁵⁷ The CSCs approve the hiring and promotion of civil servants and termination contracts, as well as eligibility for pensions. They establish civil servants’ salary scales and advise the government in all matters related to the civil service.

Somaliland

In Somaliland, the civil service has been assessed as being overstuffed and has inherited a legacy of patronage, favouritism and widespread evasion of merit-based recruitment guidelines.⁵⁸ The civil service, in its current form, lacks the institutional capacity to deliver effective and efficient public services required for sustainable economic development, decentralization and poverty reduction.

Although reform is required, downsizing could impact more negatively on women than men, as they tend to occupy lower-ranking administrative positions and often lose out on termination benefits due to lower pay and, where length of service is a criterion for seniority, for exercising their reproductive rights.

Corruption also tends to impact on women more than men.

57 Somaliland Constitution (2001), Puntland Constitution (2009).

58 Civil Service Reform Strategy Concept Paper, CSC Somaliland (2010).



'Women often face social, cultural, political and institutional discrimination, including the denial of access to, or deprivation of, control over productive resources such as land, credit and education. Corruption can easily make it more difficult for women to access public goods and services.'⁵⁹

The post-war governments of Somaliland have inherited an unwieldy and ineffective civil service, with poor functionality and outdated systems and policies. However, following the restoration of peace and stability, a number of attempts have been made to revitalize the civil service and its institutions.⁶⁰ These are summarized below.

TABLE: KEY MILESTONES IN PUBLIC ADMINISTRATION	
Year	Activity
2000 ⁶¹	Rightsizing of the central government staff that reduced civil servants from over 6,000 to 3,750. However, due to continuous expansion of the social sector ministries, particularly health and education, the number has grown back to over 6,000.
2005	<ul style="list-style-type: none"> • New pay structure established, consistent with living conditions • Civil Service Institute (CSI) established to provide training to public servants in core government functions • Civil servants' scales and salaries reviewed and recommendation made for a 30 per cent salary rise
2006	<ul style="list-style-type: none"> • Preliminary civil servant survey carried out • Survey done on the status of women in the civil service, in order to prepare a gender mainstreaming strategy
2007	Local government staff laws and recruitment policy developed
2009	Service delivery survey completed and baseline information for future planning and re-engineering of service delivery captured
2010	<ul style="list-style-type: none"> • Director General (DG) trained in strategic management, change management and leadership • Civil servant survey started to establish the actual number of civil servants working, to reconcile with the payroll • Internal discussions started on the reform process

Source: Somaliland Civil Service Reform Strategy 2010 (Concept Paper).

59 Corruption and Development, UNDP (2008), p.19.

60 Civil Service Reform Strategy Concept Paper, CSC Somaliland (2010).

61 UNDP was not involved in initial rightsizing activities with the CSC.



*'The government strongly feels that in its present form the civil service lacks the capacity to implement government policies and programmes and therefore requires extensive reform in terms of its structures, systems, skills, values and attitudes to be able to carry out its mandate effectively and to adjust to quickly changing circumstances.'*⁶²

Since coming into power in July 2010, the Somaliland President has undertaken bold measures in line with the promise for change he made during his campaign. The President has nominated a Cabinet Reform Committee (CRC) to study how the civil service should be reformed and recommend appropriate action to the government. The CRC had one woman amongst its members, the former Minister of Labour and Social Affairs who has now been replaced by the new male minister. The CRC has in turn appointed a Civil Service Reform Technical Committee composed of 4 men and 1 woman (the female member is an independent consultant and graduate of Hargeisa University, Law Faculty).⁶³

The CRC concluded that the civil service is amorphous, de-motivated, and lacks the right culture and capacity to implement government policies for the benefit of the population. Therefore, the objectives of the proposed reform are to:

- improve service provision to the public;
- make government more effective, efficient, transparent and accountable through improved management, systems and oversight;
- improve utilization of public resources; and
- enhance the skills, competencies and motivation of public employees. In pursuing these objectives, emphasis will be placed on mainstreaming gender in national development, amongst other factors.⁶⁴

The civil service reforms will be implemented in a phased manner and coordinated with other reforms, notably in Public Financial Management (PFM), national planning, decentralization justice and law sectors, in order to ensure coherence.

The Civil Service Reform Strategy concept paper was presented to the Cabinet and then approved by the President on 16 December 2010, indicating that the government does intend to press ahead with reform. The concept paper focuses on gender mainstreaming rather than on achieving gender balance specifically. As the reform strategy is being developed, the government plans to proceed with measures for achieving 'quick wins': this includes conducting a staff survey to establish the exact size of the current civil service. It is unclear why the government plans to proceed with an entirely new survey rather than use the results of the survey already undertaken by the CSC in 2010. However, the principle of establishing reliable information on human resources is important. Reliable, sex-disaggregated data can support better programming in terms of increasing women's access to decision making by providing an initial picture of women's participation at various levels. This information is also important to track progress over time.

62 Civil Service Reform Strategy Concept Paper, CSC Somaliland (2010).

63 Interview with Fouzia Musse, Gender Consultant, Hargeisa (2011).

64 Civil Service Reform Strategy Concept Paper, CSC Somaliland (2010).



Puntland

In Puntland, the mandate and laws of the CSC are being revised under its civil service reform strategy. A major component of the strategy is that of changing the recruitment system in order to increase the number of qualified women, in line with the Presidential Decree of 2007.⁶⁵ The reforms include a recruitment policy that will focus on gender equity. During a stakeholder meeting held in September 2011, the CSC proposed a strategy of affirmative action with a quota of 30 percent for women in public administration.⁶⁶ The consultant working on the reform strategy explained that the ministers did not understand the difference between affirmative action and quotas; they were resistant to the idea, as they felt that imposing a quota would mean they would have to employ unqualified women in order to meet the quotas.⁶⁷

This resistance to quotas could be tackled over time through sensitization initiatives explaining the difference between the different options for special measures to accelerate women's participation. The concern that unqualified women will be recruited needs to be specifically addressed, perhaps through showcasing examples from other countries operating quotas and maintaining a merit-based approach. The reform strategy is currently awaiting presidential approval, which is still pending.

UNDP is funding and providing technical assistance to the governments of both Somaliland and Puntland, to reform the civil service.

65 Interview with Hawo Mohamed, Commissioner, CSC, Garowe (2011).

66 Ibid.

67 Interview with Mohamed Jabrell, HR Management Expert and Advisor, CSC, Garowe (2011).



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

In 2005, in Somaliland, women comprised 30 percent of civil servants and in Puntland they comprised 18 percent. In Puntland today, women make up 23 percent – see the table below.

Women in decision-making positions

Despite the relatively large numbers of women employed in certain sectors of the public administration, the proportions of women in higher decision-making positions is small, as can be seen from the table below.

Table: Proportion of women in national government and public administrations, Somalia and Puntland

	SOMALILAND		PUNTLAND	
	Number	%	Number	%
House of Elders*	1 (82)	1.2%	0	0%
House of Representatives*	2 (82)	2.4%	2 (66)	3%
Council of Ministers*	2 (51)	4%	3 (55)	5.5%
Director Generals*	0 (37)	0%	2 (33)	6%
Ministry Department Directors*	13 (285)	4.6%	Data not available	
Civil Service ⁺	- (13100)	Data on number of women not available	1012 (4404)	23%
Local Government*	1 (379)	0.3%	35 (201)	17.5%

+ Source: UNDP Data for Somaliland not disaggregated by sex. Last survey conducted in 2006 reported that 30 percent of civil servants were women (see Annex).

* Source: MOLSA for Somaliland.

* Source: MOWDAFA for Puntland.



Women's presence in specific sectors

The Ministries of Education and of Health in both Somaliland and Puntland are the largest ministries and also employ by far the greatest proportion of women across all the levels of the hierarchy (see Annex 5).

The CSC Director in Somaliland stated during an interview (2011) that many finance positions in line ministries were held by women, as they were perceived as being more trustworthy and hardworking than male colleagues.⁶⁸ He also mentioned that one of the challenges in recruiting qualified women was due to relatively lower salaries paid in the civil service compared to the private sector - qualified women were opting to work with NGOs, civil society and private businesses.⁶⁹

During interviews with key informants, it was mentioned that the civil service is seen as a respectable career path for women. However, most women within the public administration are employed in traditionally female occupations, such as health and education (Annex 5).

Summary

Despite the commitment of the respective governments of Somaliland and Puntland to increase women's participation in public administration, there has been little increase in the number of women in senior decision-making positions at national government level. Current estimates by the CSC have reported that women constitute a little over 20 percent of the civil service in both states.⁷⁰ There is no current data available on the breakdown of civil servants by gender or by grade. The last available statistics are from 2006 and are attached in Annex 5. Such lack of data is a major impediment to tracking progress on the achievement of gender equity and empowerment within public administration.

68 Interview with Ahmed Hassan, Commissioner, CSC, Hargeisa (2011).

69 Ibid.

70 Provided by SIDP Somalia, UNDP (2012).



POLICY AND IMPLEMENTATION REVIEW

POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT PROGRAMME

The policy context in both Somaliland and Puntland has been driven by the Reconstruction and Development Programme (RDP) of 2008-2012 following a broad-based and consultative Post-Conflict Joint Needs Assessment exercise conducted by the UN, World Bank and Somali partners in 2006. The RDP constitutes Somalia's development strategy for a five-year period through activities that centre on the establishment of an effective, participatory and transparent system of governance; the achievement of sustainable recovery, reconstruction and development; reversing regression from the Millennium Development Goals (MDGs); and advancing socio-economic development for all Somalis.⁷¹

In both Somaliland and Puntland the framework is built on three pillars:

- Furthering peace, improving security and establishing good governance
- Strengthening essential basic services and social protection
- Creating an enabling environment for private sector-led growth to expand employment and reduce poverty.⁷²

The main focus of the RDP is on establishing and furthering peace and security, and strengthening democratic institutions. Capacity in all forms is in short supply and the challenge will be to build and extend local capacity, ensuring national ownership of institution-building while supporting these efforts with extensive external technical assistance. Decentralizing service delivery through the establishment of inclusive participation in local governance systems in all regions of Somalia is a priority. The RDP was the basis for the UN's Transition Plan (2008-2010) and, more recently, the current UN Somali Assistance Strategy 2011-2015 (UNSAS). UNSAS sets out the humanitarian, recovery and development objectives of the UN and shows areas where the latter can contribute to national priorities as 'One UN'.

NATIONAL DEVELOPMENT PLANS

The Somaliland National Development Plan (NPD) for 2012-2016 and the Puntland NPD for 2007-2011 have built on the nationally owned RDP in order to meet the 2015 MDG targets.^{73 74} At national level, the RDP has provided a framework for integrating gender, using sector wide and multi-sectoral approaches. It reflects the importance of three key cross-cutting issues – peace-building and conflict prevention, capacity-building and institutional development, and human rights and gender. These issues are addressed as an integral part of the reconstruction and development objectives.

In Somaliland, the Ministry of National Planning and Development (MoNPD) has developed, for the first time, a five-year NDP (2012-2016) that focuses on sustainable development and poverty reduction.

71 Reconstruction and Development Programme (2008-2012), UN and World Bank (2008).

72 Ibid.

73 National Development Plan (2007-2011), Ministry of Planning and International Cooperation Puntland (2007).

74 National Development Plan (2012-2016), Ministry of National Planning and Development Somaliland (2011).



It specifically mentions the need to reform public sector administration and the gender imbalance in public institutions. It also makes a clear point that this underrepresentation of women is not in line with principles of good governance.

'The attainment of vision 2030 goals and the NDP targets depend to a large extent on public sector institutions playing their central role in the delivery of social services. [...] Thus, public sector performance is an important factor in the realization of vision aspirations and programme objectives. [...] Poor governance is prevalent in the public sector, and most of the public institutions are not adequately equipped to deliver services effectively and efficiently. Most of them do not have clear terms of reference for their mandate and functional structure. Weaknesses in public service policy and management are among the most serious hindrances to the development of public institutions. [...] Cognizant of the need to provide efficient and effective public services capable of meeting the high aspirations of the people, the government has already initiated reform programs in key areas such as the civil service, public finance and the legal system. [...] Women are underrepresented in both the executive and legislative public institutions. This is inconsistent with good governance which should be inclusive, fair and participatory.'⁷⁵

The plan specifically mentions the need to:

- Eliminate gender inequalities/disparities in employment and Gender Based Violence (GBV)
- Mainstream women's empowerment in all sectors of development and promote women's equal access to participation and decision making in the social, economic and political life of the nation
- Increase the proportion of seats held by women and marginalized groups (youth, disabled, etc.) in the 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
- Develop the institutional capacity of the Civil Service Commission to provide the nation with an effective, efficient, transparent and accountable public sector that guarantees inclusiveness and equity
- Complete a civil service reform, including rightsizing and the consolidation of staff in ministries, agencies and departments, so that these are of a sufficient size to be operationally viable
- Implement the draft National Gender Plan (NGP) and Gender Budgeting Guidelines (GBG).⁷⁶

In Puntland, a key strategy to achieving the Vision of the NPD (2007-2011) is to focus on building and strengthening public institutions. This includes instituting an effective system for monitoring government revenue and expenditure, eliminating discrimination against women and enabling them to actively participate in policy decision-making and administrative management.

⁷⁵ National Development Plan (2012-2016), Ministry of National Planning and Development Somaliland (2011).

⁷⁶ Ibid.



The NDP of Puntland further states:

*'Peace, security, the rule of law and good governance are the highest priorities, reflecting Puntland's need for stability and functioning governing institutions. To fully rebuild domestic and international confidence in Puntland, it is necessary to support institutions that effectively strengthen democratic governance, implementation of the rule of law and efforts to deepen peace. Rightsizing the existing civil service and deepening the decentralization process are important prerequisites for creating a viable governance structure for the state. In order to achieve a fully comprehensive socio-economic development of Puntland it is very important that the interventions in all of the three macro-areas mentioned above take into account the needs and priorities for women, to finally ensure a gender balanced society with equal representation of women in key decision making political and economic sectors and to build the basis of a stable and prosperous society.'*⁷⁷

The issue of equal representation is therefore also clearly mentioned in Puntland's NDP. The NDP also articulated the need to form a Civil Service Commission with the overall responsibility for reforming the entire public administration by 2010, along with other institutional bodies (e.g. the Public Administration Reform Commission and the Institute of Administration and Management for the Civil Service) to support anti-corruption measures. Although public administration reforms are ongoing, they are still in the early stages and Puntland has not yet established key institutions required for the reform process.

A key factor of the NDPs for Puntland and Somaliland is the inclusion of MDG targets to assess the progress of key indicators essential for national development. However, due to a lack of coordination of international statistical organizations, the available data to report on the progress of MDG targets suffers from coverage, comparability and validity problems.⁷⁸

The table below reports on selected MDG indicators contained in the 2010 MDG progress reports. The available data show that both governments are off track on achieving many MDG targets, on education and especially MDG3 - which seeks to promote gender equality and empower women. This affects the long-term pool of eligible women as well as the legislative framework for women, as there are hardly any women in parliament.

⁷⁷ National Development Plan (2007-2011), Ministry of Planning and International Cooperation Puntland (2007).

⁷⁸ National Development Plan (2012-2016), Ministry of National Planning and Development Somaliland (2011).



Table: MDG indicators and progress

INDICATOR	SOMALILAND					PUNTLAND				
	BASE-LINE VALUE	YEAR	CUR-RENT VALUE	YEAR	2015 TAR-GET*	BASE-LINE VALUE	YEAR	CUR-RENT VALUE	YEAR	2015 TAR-GET*
MDG 1: Eradicate Extreme Hunger and Poverty										
Prevalence of underweight children under 5 years of age	36	1999	21	2006	13	26	1999	36	2006	13
MDG 2: Achieving Universal Primary Education										
Net Enrolment ratio in primary education	23	1999	49	2010	100	12	1999	48	2010	100
Proportion of pupils starting grade 1 reaching grade 8	50	1999	96	2010	100	-	-	23.1	2009	100
Literacy rate of 15- to 24-year-olds at national level	26.9%	1999	No data	No data	100	No data	No data	No data	No data	100



INDICATOR	SOMALILAND					PUNTLAND				
	BASE-LINE VALUE	YEAR	CURRENT VALUE	YEAR	2015 TARGET*	BASE-LINE VALUE	YEAR	CURRENT VALUE	YEAR	2015 TARGET*
MDG 3: Promote Gender Equality and Empower Women										
Ratio of boys to girls primary education	0.7	2006	0.6	2008	1	0.59	1998	0.59	2010	1
Ratio of boys to girls secondary education	0.2	1998	0.3	2006	1	0.2	2003	0.41	2010	1
Ratio of boys to girls tertiary education	0.4	2004	0.3	2006	1	0.08	2001	0.45	2008	1
Share of women in wage employment in non-agriculture sector *	-	-	21	2010	50	28	2005	36	2009	50
Proportion of seats held by women in national parliament	2	2005	3	2010	55	8	2001	3	2010	30

Source: Somaliland and Puntland MDG Progress Reports, 2010.

* In Somaliland, no data was available on the non-agriculture sector. Therefore, the 2010 MDG report used share of women in government sector.



NATIONAL CONSTITUTIONS

Somaliland and Puntland have separate constitutions.

The Somaliland Constitution was adopted in 2001.⁷⁹ Despite the fact that Somaliland has not ratified international human rights treaties (pending its recognition as an autonomous government by the international community), the Constitution explicitly recognizes international human rights instruments, including the Beijing Declaration and Platform for Action agreed at the 1995 Fourth World Conference on Women, held in Beijing, which called for international commitments to improve the rights of women. Somaliland also recognizes the Millennium Goals agreed by United Nations member states to strengthen human rights, peace and development, as well as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

The 2009 Constitution of Puntland does not include the mention of any universal human rights laws or charters and has not ratified any of the international human rights treaties, including CEDAW.⁸⁰

The principle of equality is stated in the following articles in the respective Constitutions of Somaliland and of Puntland.

TABLE: EQUALITY PROVISIONS IN THE CONSTITUTIONS OF PUNTLAND AND SOMALILAND		
	Somaliland	Puntland
Equality of Citizens	Article 8	Article 12
Equality in work, social security	Article 20	Article 37, 38
Equality in political, social and electoral rights	Article 22	Articles 41, 44
Equality to form and join social organizations	Article 23	Article 15
Equality in property rights	Article 31	Article 17
Equality in access to education	Article 15	Article 32
Equality in access to health services	Article 17	Article 33
Equality to judicial recourse	Article 28	Article 25

Source: Somaliland Constitution (2001) and Puntland Constitution (2009).

⁷⁹ Somaliland Constitution (2001).

⁸⁰ Puntland Constitution (2009).



Both constitutions have articles that specifically mention the rights of women.

In Somaliland, Article 36 of the Constitution states:

1. 'The rights, freedoms and duties laid down in the Constitution are to be enjoyed equally by men and women, save for matters which are specifically ordained in Islamic Sharia.
2. The Government shall encourage, and shall legislate for, the right of women to be free of practices which are contrary to Sharia and which are injurious to their person and dignity.
3. Women have the right to own, manage, oversee, trade in, or pass on property in accordance with the law.
4. In order to raise the level of education and income of women, and also the welfare of the family, women shall have the right to have extended to them education in home economics and to have opened for them vocational, special skills and adult education schools.⁸¹

Whereas in Puntland, Article 35 of the Constitution states:

1. 'It is the duty of the government to protect and promote the rights of women in consistence with Islamic religious norms.
2. Women have the same rights as men, save the distinctions made by God between the two sexes.'⁸²

It can be seen that there are reservations and exceptions made to women's equality with men in both constitutions. Another interesting distinction is specified under articles related to equality in employment. In Somaliland there is a special clause related to women's working hours:

*'The conditions of work of the young and women, night-working and working establishments, shall be regulated by the Labour Law.'*⁸³

This clause is intended to ensure that women are not forced to work at night or in unsuitable establishments that may endanger their safety or security.

PUBLIC ADMINISTRATION POLICIES AND LEGISLATION

The main provisions regarding the operation of the public administration are in the national constitutions. The Civil Service in Somaliland and Puntland is founded on the principle that as men and women have equal constitutional rights, they should be afforded equal opportunities in the civil service.

GENDER EQUALITY POLICIES AND LEGISLATION

National gender machineries

Puntland has established a Ministry of Women, Development and Family Affairs (MOWDAFA), headed by a women, Minister Asha Gelle Dirie. The objective of this ministry is to protect and ensure the rights of women and address the major problems that women and families face, as well as to alleviate poverty and improve the overall conditions for women. In addition, MOWDAFA acts as a facilitator, advocate,

81 Somaliland Constitution (2001).

82 Puntland Constitution (2009).

83 Somaliland Constitution (2001), Article 20.



coordinator, monitoring unit, and planner for the implementation of activities in support of women and family affairs.

Somaliland has a Ministry of Labour and Social Affairs (MOLSA), headed until early 2012 by Ms. Ilahan Mohamed Jama as Minister.⁸⁴ MOLSA was established in 2010 by combining the Ministries of Labour and Family Affairs. This was seen as a key step towards the government's commitment to mainstream gender within the public administration.

Gender Units and Gender Focal Points

MOLSA in Somaliland is supporting all ministries to establish a Gender Policy Implementation Committee (GPIC) that will comprise of gender focal points in all sector ministries at all levels, NGOs, and the private sector. The major roles of the GPIC will be to share information, identify priority gender issues, plan for relevant interventions, assess and review progress in implementation of the policy.

The specific Terms of Reference (TOR) of the GPIC will be:

- To ensure that all policy formulation and reviews, action plans, and other major national planning exercises, apply a gender-responsive planning approach
- To coordinate the production, dissemination and use of gender statistics needed for the design, monitoring and evaluation of policies, projects and practices for national development planning
- Facilitate the coordination of gender issues in various ministries for better gender integration at the sectoral level.⁸⁵

Out of the 23 ministries, 11 have nominated female GFPs.

In Puntland, MOWDAFA is also charged with the establishment of a Gender Management System (GMS) that puts in place structures, mechanisms and processes. The structure and institutional mechanisms for advancing gender equity and empowerment will be established through a Gender Management Team, government departments and sector Focal Points (FP) along with FPs in partner institutions, universities, and public and private sector institutions.

MOWDAFA will:

- Review organizational structures in the public administration to determine their capacities to implement gender concerns of programmes and/or projects and re-design them appropriately. Organizational willingness is a major concern for, and challenge to, MOWDAFA.
- Ensure that all administrative systems and procedures are reviewed and are gender-sensitive.
- Make gender training a central feature for staff development programmes, to include awareness-raising, incorporate gender analysis, gender audit and gender planning skills.
- Ensure that women's empowerment and gender parity and balance goals are mainstreamed in departmental policies, strategic plans, programmes, projects, annual plans and all work processes.⁸⁶

84 Telephone interview with Fouzia Musse, Gender Expert.

85 Interview with Basha Yusuf Ahmed, Director General, MOLSA, Hargeisa (2011).

86 Interview with MOWDAFA (2011).



The establishment of these coordination mechanisms is a promising step forward and they potentially provide an appropriate policy and programming forum for women's increased representation in public administration decision making.

National gender policies (NGP)

The ministries responsible for gender equality in Somaliland and Puntland have both developed a national gender policy framework with goals and strategies for achieving gender equality. The primary objectives of the policies are outlined as follows:

- Eliminate gender inequalities in access to, control of and benefit from, resources and services
- Provide equal access to women's participation and decision making in the social, political and economic life of the nation
- Change societal attitudes and community practices by the active participation and involvement of men and women
- Mainstream women's empowerment in all sectors of development in accordance with their capabilities and needs, in order to enhance the quality of life, eradicate poverty and ignorance and enhance literacy rates
- Eliminate discrimination and all forms of violence against women and the girl child
- Build and strengthen partnerships with civil society, particularly women's organizations.^{87 88}

The NGP in Somaliland and Puntland are both yet to be approved by Parliament.

The positive impact of these progressive policies will also depend on how the civil service as a whole and individual ministries or other such institutions take them on board, and to what extent parliament makes provisions for enforcement.

Another factor to contend with is the attitudes of ministers, Director Generals and civil servants towards the ministries responsible for gender equality. In Puntland, the Ministries of Labour and Women's Affairs are separate entities. The CSC deals directly with the Ministry of Labour and not with MOWDAFA. During an interview at the CSC in Puntland, it was mentioned that MOWDAFA was an "advocacy ministry" while actual implementation and planning of gender mainstreaming was under the mandate of the Ministry of Labour.⁸⁹ As the CSC is the main body to bring about change within the civil service, this division may have a negative impact on MOWDAFA's ability to effectively advocate for change that would increase women's participation in decision-making positions. Clarification of roles and mandates may be needed.

One option that could be discussed by top decision makers is whether, as is the case in Somaliland and some other contexts, the main alliance should be between the CSC and the ministries responsible for gender equality, so as to avoid gender issues being sidelined. This is also supported by recommendation 5 from a UNDP report on financing for gender equality, that states 'There must be national gender machineries within government that have the requisite mandate, funding and capacity, and political

87 DRAFT National Gender Policy, Ministry of Family Affairs and Social Development Somaliland (2009).

88 DRAFT National Gender Policy, MOWDAFA Puntland (2008).

89 Interview with Mohamed Jabrell, CSC, Garowe (2011).



clout and leadership to drive gender mainstreaming. These machineries must be established as early in the-post conflict phase as possible.⁹⁰

Gender Budgeting Guidelines

The Ministries of Planning in Somaliland and Puntland have developed draft gender budgeting guidelines (GBGs). These guidelines have been developed from an understanding that, although sustainable economic and social development of the country requires active participation on the part of women and men, there is a time lag between policy directives and the implementation of gender equality and women's empowerment initiatives. In order to broach this lag, there is a need for the government to provide a framework that promotes equal consideration and treatment for women in development programmes. The GBGs follow on from existing government policies, in particular the NGP that outlines the process for mainstreaming gender in government and civil service institutions.

In Somaliland the guidelines describe the situation of women and men, girls and boys and identify the low representation of women in the civil service.⁹¹

The guidelines are to be used concurrently with participatory development planning guidelines after institutions have allocated a gender budget. Although this is commendable, a major challenge faced by all institutions is that they are resource-poor and reliant on donor funding to carry out implementation of any activities, let alone those that are both equitable and gender-mainstreamed. Another challenge is the lack of gender-disaggregated data required for the successful implementation of the proposed guidelines.

Education

Under the aegis of the Integrated Capacity Development for Somali Education Administration (ICDSEA) programme, a key priority is to enhance girls' education and gender participation in education. ICDSEA is a three-year programme funded by the European Union and managed by UNICEF; it is being implemented through a partnership among the Ministries of Education, UNICEF, CfBT Education Trust and Africa Educational Trust (AET).

ICDSEA aims to strengthen the capacity of Ministries of Education to manage, plan for and deliver formal and non-formal educational services more effectively. Through the programme, the capacity of Ministries of Education in planning, management and finance is being enhanced, thus contributing towards the MDGs targets. Support is being provided to the Somali education authorities to build managerial capacity in public administration and institutional strengthening, focusing on five key result areas as follows:

- Strategic planning and policy development
- Human resource management and organizational development
- Financial management and planning
- Standards-based quality assurance
- Gender mainstreaming and girls' education participation.⁹²

90 Price of Peace: Financing for gender equality in post-conflict reconstruction (Synthesis Report), UNDP (2010).

91 DRAFT Gender Budgeting Guidelines, Ministry of Planning Somaliland (2009).

92 CfBT Education Trust website (<http://www.cfbt-africa.com/index.php?page=icdsea>)



Under Result Five, gender mainstreaming and girls' education participation, targets have been established relating to girls' enrolment and participation in all levels of education in Somalia.⁹³

These measures are important for developing a pool of qualified women over the long term. It would be interesting to incorporate a dimension to promote more women teachers and heads of schools, as they could be important role models. A focus on higher education could also be of direct relevance to the civil service in terms of providing a potential pool of women for recruitment.

Enabling Measures

In Somaliland and Puntland, the Labour Law has outlined various measures for maternity leave and nursing mothers; no policy for paternity leave exists at the time of writing.⁹⁴

The provision that covers the right to retirement is discriminatory on the basis of gender. According to Civil Service law, the official retirement age for males is 60 years and 55 years for females.⁹⁵ This means that women have five fewer years to work and seek promotion, and also lower social security benefits when they reach retirement age.

Civil servants have previously been covered by a separate law regulating their rights and benefits and as reforms progress, all future legislation should provide at least the same level of benefits as labour laws and even aim to set a positive example.

93 Interview with Sahra Ahmed, Ministry of Education, Garowe (2011).

94 Translation of relevant Labour Law Articles provided by UNDP Somalia.

95 Interview with John Kiaya, UNDP SIDP, Hargeisa, 2011.



SPECIFIC INITIATIVES

SOMALILAND AND PUNTLAND

As mentioned earlier, the UNSAS (2011-2015) is the foundation for UN planning in Somalia and the vision of the strategy holds that, 'Somali people make progress towards peace and the Millennium Development Goals through equitable economic development and are supported to achieve their rights by inclusive and accountable, self sufficient government.'⁹⁶

Through the UNSAS, the UN will move towards a more coherent approach to its programming on Somalia. The UN Joint Country Programme comprises of 24 agencies, funds and programmes representing the UN system in Somalia.⁹⁷ The UN will seek to establish joint programmes to increase the efficiency of operations, funding, and partnerships. Over the five-year timeframe of UNSAS, the UN will develop joint programming in partnership with governments and donors. The UN agencies, funds and programmes will work with each other and partners – civil society, including local and international NGOs, local authorities, government counterparts – to achieve the UNSAS outcomes and sub-outcomes.

The UN decided on a 2015 time horizon for the UNSAS because many of the drivers of conflict and the factors that inhibit development cannot be addressed more quickly.⁹⁸ This also allows the UN to help Somalia work towards internationally accepted development targets, including the 2015 MDGs. Some UN Somalia agencies, funds and programmes, including UNICEF, UNDP, FAO and UNFPA, have aligned their planning cycles to the five-year 2011-2015 timeframe.

Gender mainstreaming and women's empowerment

The UN will advocate for a gender-balanced and inclusive approach during implementation of activities. One example of such an approach will be the collection and use of sex- and age-disaggregated data to enhance gender mainstreaming efforts and to identify and address the different needs of women, men, boys and girls in Somalia. The UN will support the role of women in the Somali peace processes and their decision-making and engagement in all three outcomes, in line with UN-wide commitments such as United Nations Security Council Resolutions 1325, 1880 and 1888.

A key challenge to implementing the UNSAS in Puntland has been the high turnover of government ministers, which has affected the UN's ability to build relationships with the administration and to implement plans; low capacity and accountability in the administration have made this even more difficult.⁹⁹ In Somaliland, the presidential elections in June 2010 were followed by a peaceful transition of power and Somaliland continues to show a degree of stability and maturity in how it is developing and managing its own political processes.¹⁰⁰

96 Somali Assistance Strategy (2011-2015), United Nations.

97 Ibid.

98 Ibid.

99 Ibid.

100 Ibid.



SPECIFIC INITIATIVES

UN Joint Programme on Local Governance and Decentralized Service Delivery: Gender balance in Local Government

The UN Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) has sought to ensure gender quality. The JPLG, funded through UNDP, is administered through MOLSA in Somaliland and MOWDAFA in Puntland. The main objective of the programme is to increase women's participation in local government. Increasing women's participation in political decision making is viewed as a high priority, as women constitute approximately 60 percent of the population and the country will not develop fully without their active participation.¹⁰¹ Local government is decentralized into district level, with the Council being the elected local government body there.

Somaliland

Unfortunately, the Programme has not made significant inroads in Somaliland. Only two women were elected at the district level in 2011: a local councillor in Boroma and the Mayor of Gebiley. The Mayor of Gebiley lost her position in early 2012, consequently there is only one woman currently employed as a councillor in Somaliland.¹⁰² This is disappointing; civil society and women's activist groups, such as Nagaad, have been lobbying and advocating for women's increased participation in government institutions and the public administration. During an interview with the Director General at MOLSA, he emphasized that the Ministry was committed to increasing women's participation but was facing challenges due to the existing political structure.¹⁰³ Political parties and associations submit the list of candidates and assign priority seats primarily to male candidates, restricting the number of female candidates on the lists and thereby making it very difficult for women to succeed. Therefore, MOLSA reiterated the need for a quota system, as this could help to counter the gender imbalance perpetuated by male politicians, who may be unlikely to have women's empowerment as a policy priority.

The President has established an advisory committee to discuss how to mainstream women's and minority group participation in the political system. The committee was holding a series of meetings with regional and community Leaders in all districts. The results of these discussions are currently being compiled and the committee will presumably present recommendations on the quotas for women and minority groups by the end of 2011.¹⁰⁴ This was deemed necessary after the failure by the government to push through a bill promoting a 25 percent quota for women in the House of Representatives, four years ago; the bill was also rejected by the House of Elders in 2008.¹⁰⁵ MOLSA explained that they are hopeful the new quotas will be accepted, as there is now a female member in the House of Elders and two female members in the House of Representatives (the lower house); this has established a precedent for women's involvement in political decision making at a higher level.¹⁰⁶

101 Interviews with staff at MOLSA and MOWDAFA (2011).

102 Telephone Interview with Fouzia Musse, Gender Consultant (2012).

103 Interview with Basha Yusuf Ahmed, MOLSA, Hargeisa (2011).

104 Interview with Amal Ahmed Mirza, Gender Advisor to the Presidential Office, Hargiesia (2011).

105 Interview with Basha Yusuf Ahmed, Director General, MOLSA, Hargeisa (2011).

106 Interview with staff at MOLSA, Hargeisa (2011).



Having more women in decision-making positions within the government can be beneficial, as they can help to push through relevant policy to increase gender balance and equity within the public administration. However, the proposed quota for women has been met with opposition by some civil society and women's groups and is seen as an unfortunate move, as women do not view themselves as a minority group and fear that this will have a negative impact on women's empowerment. Quotas are often negatively perceived as being for less able groups and need to be tackled so that women are provided with capacity-building and support to ensure that they can be successful.

MOLSA is conducting an awareness-raising campaign and workshops in districts to increase the capacity of local women. The first step is to identify potential women to run in the upcoming election scheduled for 2012, through the civil society organizations, Nagaad, and the Academy for Peace and Development. This will be followed by advocacy workshops and training in leadership, confidence-building and developing women mentors. MOLSA will conduct monitoring activities to ascertain the number of women at the district level and use the results to advocate with political parties and associations.

The Director General (DG) for MOLSA, stated during the interview that,

'One of the main challenges faced by women at the district level is stigma against "gender". Most elders and traditional leaders believe that it is a western concept, encouraging women to leave their homes and, as such, men feel threatened that women will forget their traditional roles. However, this is now changing, as many more women are studying at universities and working to support their families. This is slowly changing the trend and garnering support of males in their communities.'¹⁰⁷

Puntland

In 2007, Puntland adopted a quota system for district councils, whereby 30 percent of district councillors are required to be women.¹⁰⁸ UNDP, through the JPLG, has supported MOWDAFA to ensure that the Presidential Decree establishing this quota was acted upon. The table below shows the proportion of women who have been elected to local district councils. Overall, women comprise 17.5 percent in all districts. However, Badan has exceeded the 30 percent target and women currently comprise 37 percent of the district council. The campaign in Badan has been spearheaded by a dynamic woman who founded a local NGO called "Horn Relief" and is currently working as a consultant in MOWDAFA. While the overall results are still not in line with the Presidential Decree of 2007, this remains a significant step in the right direction. It provides a precedent and shows that the implementation of a quota system to increase women's participation may also prove successful in increasing gender equity in public administration.

More recently, MOWDAFA, with the support of the National Democratic Institute, offered a 'Training for Trainers' course on leadership for 56 women consisting of councillors and women's networks from 11 districts, in February 2012.¹⁰⁹

107 Interview (2011).

108 Interview with staff at MOWDAFA (2011).

109 Interview with MOWDAFA (2011).



SPECIFIC INITIATIVES

The relative success of the JPLG in Puntland shows that, despite traditional and social norms, it is possible to increase the number of women in senior decision-making positions through advocacy and the use of strong women champions. The use of women role models and champions from different sectors could be used to encourage more qualified women to join the public administration and provide role models.

Table: Increases in number of women at local government level through the JPLG programme

DISTRICT COUNCILS	MALE ELECTED	FEMALE ELECTED	TOTAL	% FEMALE
Galkayo	25	6	31	19.4
Garowe	23	5	28	17.0
Qardho	23	4	27	15.0
Burtinle	20	1	21	5.0
Jariban	17	4	21	19.0
Bander Bayla	21	2	23	9.0
Eyl	20	3	23	13.0
Badan	17	10	27	37.0
TOTAL	166	35	201	17.5

Source: Progressive Report (2005-2010) MOWDAFA.

Qualified Expatriate Somali Technical Support - Migration for Development in Africa (QUESTS-MIDA): Capacity-building through Skills Transfer

The limited capacity of public institutions is a major obstacle that stands in the way of implementing the NDP of the Somaliland and Puntland governments. The national capacity in terms of effectiveness of institutions and the quality of human resources available are low and must be addressed strategically. The strategy must aim at building the capacity of central government institutions, local governments, private-sector enterprises and community organizations. There have been many capacity-building projects supported by international organizations over the years. Unfortunately, these have been fragmented, ineffective and often viewed by local counterparts as non-aligned with national development priorities.¹¹⁰

UNDP Somalia and the International Organization for Migration (IOM) are currently implementing the Qualified Expatriate Somali Technical Support - Migration for Development in Africa (QUESTS-MIDA) project, which is a component of UNDP's Somali Institutional Development Programme (SIDP). The QUESTS-MIDA benefits from the pool of knowledge and professional experience in the diaspora

¹¹⁰ Interview with Ahmed Hassan, CSC, Hargiesa (2011).



community to provide technical support in policy making, human resource development and Public Financial Management. The project seeks to engage qualified male and female diaspora professionals in North America, the UK, the Nordic countries and the Middle East, and link them to relevant assignments in selected Somali public institutions as a way for them to contribute their skills and technical know-how to support the institutional strengthening and capacity development of civil servants.

The project currently supports 17 professionals in Somaliland and 12 in Puntland, although two have resigned and one has relocated to Nairobi.¹¹¹ An exit interview with one expert highlighted issues that could be addressed in future initiatives to mobilize external experts, such as ensuring non-discrimination in the workplace. The QUESTS-MIDA is a noteworthy example of skills transfer using experts from the Somali diaspora; however, at least in Somaliland, UNDP and IOM should review the placement criteria for female participants to ensure the success of this innovative project.

Public financial and administrative reforms

UNDP is also assisting in building a comprehensive system of public financial and administrative reforms in Somalia. Training has commenced to build a professional cadre of accountants and accounting technicians to improve public financial management. The Certified Accounting Technicians (CAT) course equips professionals in other disciplines such as business law, human resource management, management information systems, taxation, leadership, finance, budgeting and public sector management as well as accountants. In 2011, there were six females out of 34 trainees in Somaliland, and, in Puntland, eight out of 48 trainees were women.¹¹² The new intake of trainees for 2012 has similar proportions of female enrolment, with four females out of 24 in Somaliland and 10 females out of 53 enrolled in Puntland.¹¹³

Strengthening Institutional Development Programme

This project directly supports women's empowerment and participation in the public administration. UNDP is committed to ensuring that Somali women have equal opportunity to hold leadership positions, particularly in the civil service. The organization therefore provided training for women in career development within the civil service. In 2010, the Somaliland CSI trained 316 middle- and lower-level civil servants – 132 (42 percent) of whom were women in various disciplines.¹¹⁴ In Puntland, 113 government officials participated in on-the-job training in the areas of monitoring and evaluation, adaptation to international audit standards and computer software applications, financial accounting, financial auditing and budgeting; of the 113 participants, 18 – or 16 percent – were women.¹¹⁵

Rule of Law and Security programme (ROLS)

Gender is a focus area of all programming activities in the UNDP-supported Rule of Law and Security programme (ROLS). The Access to Justice Project aims to provide legal protection and opportunities for vulnerable groups and minorities, including women. The project has provided support to women who want to pursue education and careers in law. In Puntland, 22 female law scholarships have been

111 QUESTS-MIDA Database UNDP (2011).

112 Ibid.

113 Ibid.

114 Data provided by UNDP Somalia country office (2011).

115 Ibid.



SPECIFIC INITIATIVES

awarded to female students who will graduate with law degrees in 2012.¹¹⁶ In Somaliland, 80 female law scholarships have been provided for students who will graduate in 2012.¹¹⁷

The ROLS program has also been instrumental in establishing the first women lawyers association in Somaliland, the Somaliland Women Lawyers Association. The Association currently has 45 registered and practicing members, promotes the full participation of women lawyers in the legal profession and improves the status of women in society by assisting them in exercising their equal rights.¹¹⁸

Furthermore, the SWLA runs an internship programme that places lawyers in various institutions in the justice sector. Three years ago, there were no female lawyers practicing in Somaliland courts.¹¹⁹ UNDP has supported the Attorney General in Somaliland to establish a dedicated women and child unit. The first five women prosecutors in Somaliland have been hired to work in this unit (all previously scholarship recipients from the University of Hargeisa).¹²⁰ The success of the scholarship programme and placement of female lawyers in the Attorney General's Office offers promise for increasing gender equity and should be explored in greater depth to determine which other sectors within public administration could benefit from a similar programme.

UNDP is the lead agency working on a Civilian Police project in Somaliland and Puntland under ROLS. Despite there being a criterion for at least 20 percent of selected candidates for training to be women in order to access funding, achieving this target has been a challenge, especially in Puntland.¹²¹

In Somaliland, UNDP in collaboration with other agencies has been conducting training at the Mandheera Police Academy. From October 2010 to November 2011, a total of 3,300 police officers received training in human rights; 607 of the participants were women (18 percent). In Puntland, out of a total of 1705 police officers trained since August 2010, only 160 (10 percent) were women.¹²² The UNDP Programme Manager for the Police Training Project, mentioned that it had been a challenge to get more females nominated to attend training courses. "When we held the first training, I was told there were no qualified female police officers; female officers were only nominated after I threatened to cancel the training [...]."¹²³

The participation of mid- and senior-ranking women officers in the specialized management training, as well as the nine-month cadet course, indicates the willingness of the Somali Police Force to enhance women's skills for entering, returning and advancing at higher levels.¹²⁴ UNDP and partners developed a basic training curriculum for new recruits in early 2010. This provides for a gender equity and equality module of 12 training units (24 hours) as well as a sub-module within Human Rights of Women and

116 Data provided by UNDP Somalia country office (2012).

117 Ibid.

118 Data provided by SLWA (2011).

119 Ibid.

120 Data provided by UNDP Somalia country office (2012).

121 Interview with Paul Bampo, UNDP (2011).

122 Data provided by UNDP country office (2012).

123 Interview with Paul Bampo, UNDP, Garowe, 2011.

124 Website of UNDP Somalia country office (2011).



Children including:

- Principles of gender equity and equality to raise awareness about gender and increase sensitivity to gender-specific matters, and to provide an understanding of strategies to end discrimination based on gender
- Women police to sensitize trainees on the fundamental role of women within the police force.¹²⁵

Box: Increased service delivery for women by women in Somaliland

UNDPs ROLS programme has been instrumental in increasing services to women by women in the judicial and police sector. More women are now working within key sectors, the recent appointment of five female prosecutors at the Attorney General’s Office, female Criminal Investigation Department, police officers at police stations, and the establishment of a women’s and children’s desk in a few police stations, has meant that women no longer need to deal with a predominantly male judicial system, which was seen a major deterrent to women reporting SGBV cases.

The Attorney General, who is seen by many as a champion of women’s rights, stated in an interview, “In many instances these women were turned away and told to seek justice through the traditional clan structure and this prevented many women from coming forward to report instances of abuse. However, since we have appointed female prosecutors and now have female investigating officers, we have actually seen an increase in the number of women coming to report cases. This has been a major step towards providing women with access and recourse to a more female oriented legal system which has otherwise been denied to them. I hope that through this example other sectors in public administration will see the value of placing more qualified women in positions of power.”

Source: Interview with Hassan Ahmed Adan, Attorney General, Hargeisa, 2011.

SOMALILAND

CSC Assessment of gender (2006)

The CSC in Somaliland conducted an assessment on the status of gender equality within the public sector in 2006. The outcome, according to the Head of the CSC, was devastating.

“Despite democratic elections for local government councils, presidency and House of Representatives, women’s representation remains obvious because of their absence.”¹²⁶

However, carrying out the assessment can be seen as a good practice and to be recommended as a key step in establishing a representative civil service. The survey included a review of statistics, which is presented in the Annexes.

¹²⁵ Police Training Curriculum provided by UNDP Somalia country office.

¹²⁶ Survey on Women’s Status in the Civil Service, CSC (2006).



SPECIFIC INITIATIVES

Capacity building for women civil servants

Based on the results of the 2006 assessment referred to above, the CSC instigated a training programme to enhance the education of women employed within the civil service. This training was supported by UNDP and focused on the following areas: decision-making, planning, leadership and assertiveness. A total of five training sessions have been conducted and 105 women participated.¹²⁷

In terms of impact, on completion of the training, the Director Generals from all ministries were informed by the CSC they had to place these trained women into higher positions.¹²⁸ Out of the 105 women who were trained, 10 were promoted to higher positions.¹²⁹ The breakdown of those placed in higher positions was not available.

Quota of 30 percent for women in civil service: a controversial step

It was interesting to note that although the CSC has established a quota of 30 percent for women in the civil service, the people interviewed felt that the imposition of a fixed quota was largely donor-driven.¹³⁰ Even the CSC felt that, while a quota may eventually be in the nation's best interest, it could also backfire if there were not enough qualified women in the civil service who would merit inclusion. During an interview, the Director of the CSC stated 'You can't promote a female cleaner to a Director General position just simply so that you can say that you have filled your quotas! It makes more sense to have flexible and phased quotas over a longer period of time.'¹³¹

This indicates a need to engage in debate and sensitization regarding the wide range of temporary measures available, including targets and quotas. Such actions may also help to dispel concerns over quotas being incompatible with a merit-based approach. However, the lack of qualified women is a valid concern and needs to be taken into account.

In Liberia, as part of the civil service reform strategy, a variety of initiatives are in place to recruit and train new talent for the civil service, i.e. a youth-focused recruiting programme with the goal of attracting and retaining the country's 'best and brightest' from universities, and a Junior Professional Officer's Programme that recruits 30 young Liberian women and men per year who have one to three years of professional experience, with particular aptitude and enthusiasm for public service. These initiatives should be considered for adaptation or replication in Somalia.¹³²

The Civil Service Institute

The Civil Service Institute (CSI) was founded as a centre of excellence in administration, management and information technology in May 2005 with support from UNDP.¹³³ Its establishment aims to build the capacity of civil servants in job-related skills and knowledge. The institute provides short- and long-term

127 Interview with Ibrahim Haj Nur, CSC, Hargeisa, (2011).

128 Ibid.

129 Ibid.

130 Interviews with CSC, Hargeisa (2011).

131 Interview with Ibrahim Haj Nur, CSC, Hargeisa (2011).

132 Liberia Civil Service Reform Strategy (2008-2011), Republic of Liberia (2008).

133 Interview with Mohamed Mihile Boqoreh, CSI, Hargeisa, (2011).



specialized education programmes tailor-made for specific ministries and departments. Its partners include CSC, the Ministry of Interior, the Ministry of National Planning and Coordination, the Ministry of Finance, five Regional Capital Districts, UNDP, UN Habitat, AET and Ethiopian Civil Service College.

The director of the CSI stressed during the interview that one of the core values of the CSI was to ensure that all training delivered were gender-sensitive and to ensure that no gender bias was found in any of its capacity development programmes.¹³⁴ The CSI is mandated to ensure that at least 30 percent of attendees of all training programmes offered are women and that it vigorously promotes gender balance within all such programmes¹³⁵. The director spoke of the progress made by women in the civil service since 2005.¹³⁶ In 2005 out of 25 government ministries, only four deputy directors were women, while now there are 22 female deputy directors across the ministries – a direct result of the increased skills and capacity of women civil servants who attended CSI training programmes.¹³⁷ The CSI was unable to provide a breakdown of this information by Ministry.

The CSI offers a range of gender courses to top-level management, including courses on:

- Gender Equity
- Gender and Employment
- Economic Empowerment for Women
- Women’s Empowerment in Decision Making
- Improvement of Women’s Access to Education
- Women in Socio-economic and Cultural Development.

Since its inception in 2005, the CSI has trained 3244 civil servants, of whom 1,052 are female, thus reaching its target of 30 percent.¹³⁸

Table: Gender breakdown of Civil Service Institute course participants, 2005 (Somaliland)

TYPE OF TRAINING	TARGETS	MALE	FEMALE	TOTAL
Short Courses	Civil Servants at National Level (Ministry Staff)	1175	661	1836
Short Courses	Civil Servants in the Regions (outside Hargeisa)	291	64	355
Leadership and Management	Director Generals / Top Managers	58	0	58

134 Ibid.

135 Ibid.

136 Ibid.

137 Ibid.

138 Update Report, CSI (2011).



SPECIFIC INITIATIVES

Public Financial Management	Audit and Accountant General Staff	34	6	40
Women Empowerment	Women civil servants	0	70	70
Diploma training	Civil Servants	100	37	137
On the job training	Work place training with Civil Servants	534	214	748
Total		2,192	1,052	3,244

*Source: CSI Update Report, 2011.

Civil service survey

In June 2010, the CSC undertook a survey of all civil servants in 21 government ministries and 30 government institutions under the scope of the CSC.¹³⁹ This was the first national survey of all civil servants and the results will feed into the Civil Service Reform strategy currently in draft form.

The objective of the survey was to determine how the gender situation changed in the public administration sector. The data from the survey has not been fully analysed, as funding is on hold, pending reform of the civil service. The director stated during an interview that this was unfortunate, as the survey results would provide up-to-date information on gender distribution within the civil service - information that is currently unavailable and is essential to feed into the reform process.¹⁴⁰

PUNTLAND

In Puntland, gender equality has yet to be integrated in public policy and reforms.

Capacity building: establishing a training institute?

One of the main challenges faced by the CSC is the urgent need for support to build capacity. The CSC believes that this can be done only through the establishment of a training institute similar to that in Somaliland, rather than offering *ad hoc* training sessions.¹⁴¹ The CSC has discussed this issue with UNDP and plans to provide a series of courses through collaboration between the CSC, the Ministry of Labour and Puntland State University (PSU). If the pilot programme succeeds, this would help in delivering the evidence required to establish a training institute and to plan it effectively.

The CSC has started the training programme 'Change in Management' for all Director Generals and directors of administration in the ministries. Within a period of four months, 32 civil servants had participated in the training, of whom two were women from MOWDAFA.¹⁴²

139 Interview with Ibrahim Haj Nur, CSC, Hargeisa, (2011).

140 Ibid.

141 Interview with Mohamed Jabrell, CSC, Garowe (2011).

142 Ibid.



Baseline survey at the municipal level

Another initiative being currently undertaken is a baseline survey with all civil servants in the following cities: Bosasso, Garowe, Gardho, Badan, Mudug and Nugal. The survey is collecting data on qualifications, training sessions attended and promotions from all public -sector employees, excluding the police and military. The results from the survey will form the basis of recommendations for the civil service reform strategy and also provide statistics on the breakdown of civil servants in each ministry and occupation scale, by gender. This information is potentially very helpful in planning programming support to promote gender balance in public administration decision making.

UNDP

In January 2011, UNDP Somalia initiated the implementation of a Five-year Country Programme (2011-2015). The new Country Programme Document (CPD) makes a significant commitment to the promotion of gender equality and women's empowerment in all of its four outcome areas. Specifically, outcome area 4 is entirely dedicated to addressing gender issues.¹⁴³ In 2012, support will be provided for the formulation of the sectoral plans in Somaliland and Puntland. The development strategy will adopt the MDG Framework to align the plan with the MDGs and the UNSAS, building on the RDP.

European Union

The European Union is supporting and providing important funding through UNDP in the following sectors: JPLG, ROLS and SIDP. The EU representative interviewed cited the ROLS project as a good example of programming to increase women's participation in the public administration.¹⁴⁴ The programme has managed to increase the number of females who are training to be lawyers and the internship programme has placed female lawyers at the Attorney General's Office and various ministries.

A key step now is to advocate for female judges, as there are currently none in either Somaliland or Puntland. With regard to the JPLG programme goal to increase the number of women involved at district level, the EU representative felt that:

'Power is mainly centralized at the top levels of the government through the executive body and not at district council level. It is therefore imperative to increase the number of women in leadership positions such as Directors General and Department Heads.'¹⁴⁵

Royal Danish Embassy

The Royal Danish Embassy has just received a grant of approximately \$3.6 million towards UNDP's gender outcome under the current UNDP Country Programme. They expect to enter into an agreement and roll out activities in 2012 with a focus on gender mainstreaming programmes according to the UNDP Somalia country focus.¹⁴⁶

143 Somalia Country Programme Document (2011-2015), UNDP (2010).

144 Interview with Ulf Terlinden, EC Delegation, Nairobi, Kenya (2011).

145 Ibid.

146 Interview with Johannes Fromholt and Abduba Mollu Ido, Royal Danish Embassy, Nairobi, Kenya (2011).



SPECIFIC INITIATIVES

Department For International Development (DFID)

It was not possible to meet with DFID during the scope of this assignment due to the travel schedules of key project staff. DFID's Somalia gender programme focuses on the following areas:

- Improving opportunities for women in Somalia to secure decent employment and income by providing support to the International Labour Organisation's Enterprise and Livelihoods programme and UNDP's Employment Generation for Early Recovery programme
- Increasing girls' enrolment in primary and secondary schools in Somalia by supporting the UNICEF/ UNESCO Strategic Partnership in Somalia to increase enrolment and support girls' networks for education
- Increasing space for women to input into policy dialogue, peace processes and conflict resolution in Somalia by:
 - Providing support to non-state actor platforms to enable women's groups to participate in policy dialogue
 - Supporting the inclusion of women in peace-building and conflict resolution processes through the UN and civil society partners
 - Influencing policy dialogue with Somali governance counterparts and the UN to ensure women's participation and representation.
- Improving gender monitoring and reporting of sex-disaggregated data within DFID Somalia and coordination with development partners as well as UN and INGOs.¹⁴⁷

¹⁴⁷ Gender Equality Action Plan, Africa Division (2009-2012), DFID (2009).



KEY CHALLENGES AND GOOD PRACTICES

This section draws mainly on the previous ones and summarises some key challenges and good practices.

Challenges

Some important challenges with regard to gender equality in the public administration are linked to social roles and gender norms, which are not supportive of women generally.

Box: Assessment of potential women leaders in Somaliland

A 2000 study by SOWRAG of potential women leaders aimed to:

- identify potential women leaders so as to make available a database for potential leadership training opportunities and for appointing them to decision making
- identify commonly held perceptions about women's leadership capabilities and decision-making roles within Somali society
- come up with recommendations for necessary skills to empower women in order to improve their leadership capabilities and increase their knowledge of good governance and democratic principles.

The study found that Somali women were interested in taking up leadership responsibilities and were increasingly aware of their political rights, but identified various obstacles, including:

- resistance by male decision makers
- misinterpretation of religion to exclude women from public decision making
- clan-based system of traditional governance, which does not provide for women's participation in decisions outside the family
- cultural perceptions held by people that women are incapable of leading and should focus on the home
- women's low levels of education
- domestic care responsibilities
- low self-esteem.

They also identified the need for capacity-building in leadership/management, gender sensitization and self-confidence building, public speaking and debating skills, awareness-raising about the Constitution and religious rights to participate in public affairs, as well as lobbying and advocacy skills.

Over 30 percent of respondents preferred to participate in local government rather than national government, as they felt there would be less opposition by men, that their local understanding would enable them to improve services, and that it was a good stepping stone to higher levels, where they could gain experience and confidence.



KEY CHALLENGES AND GOOD PRACTICES

The experience gained by women during the war gave them more confidence in their potential: “Women had always thought that public decision making was only for men. We believed that men know better and will manage the society’s affairs properly. [...] When we fled the war and returned to a devastated country, women took a lion’s share in picking up the pieces and helping their families and their communities to survive. If we could do that, we can also make decisions for the society in general.”

Source: Assessment of potential women leaders in Somaliland, Somaliland Women’s Research and Action Group (2006).

The lack of confidence expressed by women regarding participation in public life was also found in results from a household Crime and Victimization Survey (CVS) conducted by UNDP in 2010, which indicated a high degree of self-censorship among women interviewed.

Other challenges include the following.

Policy:

- lack of women in parliament, which results in greater challenges in passing legislation to create an enabling environment
- the limitation placed on women’s equality in the equality provisions in national constitutions, unlike other countries that have seized the opportunity to institute quotas and other provisions for women in the post-conflict constitution (e.g. South Sudan, Rwanda, Burundi)
- the lack of alignment with CEDAW, the UN convention relating to gender equality, which sets out women’s participation in public life as a priority.

Institutional:

- lack of data, systems and structures in the public administration, which, in both states, is recovering from the impact of civil war
- lack of technical and financial resources on the part of the governments.¹⁴⁸

Good practices

These include:

- political will and clear policy directives and targets for women in the civil service, which is a core part of the main national public administration’s reform programmes
- coordination between international actors
- scholarships and mentoring schemes for women
- women’s networks within various civil service agencies
- civil service gender audits.

Conflict has had negative and positive impacts in that, despite the trauma caused, there is nevertheless an opportunity for significant advances in gender equality, public administration reform, and gender equality in the public sector.

¹⁴⁸ CVS Survey (2010), cited in correspondence with UNDP Somalia country office (2011).



RECOMMENDATIONS

The governments of Somaliland and Puntland have initiated policies and initiatives to increase women's participation in public administration and at the decentralized local government level. The following recommendation builds on achievements to date in order to meet government goals to support more equal participation of women in public administration decision making.

1. Keep Civil Service Reforms on track

All activities related to the civil service reform in Somaliland are currently on hold, pending a redesign of the programme under UNDP SIDP.¹⁴⁹ This has many potential drawbacks, as delays could reverse the current momentum and political backing of the President and other stakeholders who are involved in the reform process. UNDP could continue funding targeted activities for the Civil Service Reform in Somaliland.

This includes:

- Conducting data and gender analysis of the Somaliland civil service survey completed by CSC in 2010. This data will provide current statistics on the total number of civil servants, disaggregation by gender and also by a breakdown of the number of civil servants in each of the pay grades. These results are crucial to ensure that recommendations on the restructuring and rightsizing of the civil service are evidence-based and will not have differential impacts on men or women. UNDP should consider funding either the CSC or an external consultant to produce preliminary results.
- Review of civil service training curriculum and processes in Somaliland and Puntland: although the civil service has instigated training programmes that incorporate gender as a cross-cutting issue and specialized gender courses in topics such as gender equity, economic empowerment and decision making, these courses need to be reviewed by a gender expert. This is imperative to ensure that the courses being offered are actually dealing with the topic at hand and are using adult learning techniques. Many key respondents interviewed for this case study expressed concerns that principles of gender mainstreaming and equity are not well defined or understood. Finally, in terms of content, the courses are a key entry point for highlighting the fundamental human right of women's equal participation and leadership, including within the civil service from a rights-based perspective (i.e. women have the right to have equal representation with men) and from the perspective of improving gender-responsive services through a representative public service.

2. Support databases for policy and programming

There is an urgent need for data disaggregated by sex and professional level. At the moment, the only figures available with regard to the number of women employed in the higher decision-making levels in government ministries and institutions are from 2005. This hinders assessment of ongoing activities and planning for future activities, as there are no current benchmarks, against which to gauge progress and establish future targets.

3. Support government to integrate issues impacting on gender balance in public administration as part of the mainstreaming process

This could include support to the ministries responsible for gender to ensure that National Gender Plans and Gender Budgeting Guidelines are approved and implemented. This is vital to ensure that the GFP

149 Interview with Emma Morley, UNDP, Nairobi (2011).



RECOMMENDATIONS

and staff within line ministry gender units understand how to mainstream gender and incorporate an element of gender balance. The GBG are currently in draft form and UNDP could work with the ministries to ensure that they are approved and distributed to all line ministries and ensure that ministries can start to develop programmes that are not gender blind.

4. Review of Selection Guidelines and Criteria for Gender Focal Points

Although many ministries are now appointing GFPs, there do not seem to be clear guidelines on selection criteria and Terms of Reference. This should be reviewed and clearly stated so as to ensure that GFPs recruited are senior staff, who will be able to influence policy and decision makers.

5. Capacity building of gender focal points/gender units appointed within the ministries to understand issues impacting on gender mainstreaming

Although many ministries are now appointing GFPs, there seems to be a lack of understanding as to how the GFPs should mainstream gender in projects and activities. GFPs should also be sensitized, as part of their training, to the importance of women's equal participation in decision making in the civil service and, ideally, their TORs should include the collection of relevant data such as numbers of women and men at each level and type of position.

6. Understand issues affecting women in public administration

Additional research would be helpful to understand in more detail which issues advance and hinder women at different stages of their life, in order to target appropriate measures and prioritize resources.

7. Engage senior men in gender equality initiatives

The engagement of high-ranking male officials is important. For example, the Attorney General in Somaliland is a keen champion of women's empowerment and has for the first time employed five female lawyers to work within the court system, to provide gender-responsive services. It is also important because gender equality is concerned with equality of both men and women – it is not a women's issue.

8. Improve coordination within the government machinery

The ministries responsible for gender equality could hold regular coordination meetings and liaise with relevant stakeholders in order to follow activities in the area of public administration: the issue of gender balance could be included as part of the dialogue.

9. Increase coordination between stakeholders

One of the main challenges was obtaining information on projects currently being implemented in Somalia. Although there are many noteworthy activities, this information is not always systematically shared more widely. This lack of information-sharing can lead to duplication of activities rather than more effective implementation.

10. Develop a fast-track programme to increase the talent pool for the civil service

One of the most pressing challenges of increasing the number of women in public administration is the lack of qualified women. The civil service could explore a fast-track programme, which could include university grants for women to study relevant subjects, or to establish an 'Accelerated Leadership



Training Programme' or 'High Flyers' Programme' as initiated in Liberia, order to increase the talent pool of qualified women and young people, which the civil service can draw on.¹⁵⁰

11. Develop a leadership/mentoring scheme to increase the number of women in public administration

The JPLG programme in Puntland has had success in increasing the number of women district councillors. This can be attributed, in part, to strong women champions at ministerial level and also at local community level. The minister and gender advisor to MOLSA have championed women's participation at grassroots level in their hometowns of Galkio and Badan, which may go some way towards explaining the higher number of women in district councils (33 percent and 19 percent of women, respectively).¹⁵¹ Women champions and mentors could be identified and involved within the civil service.

12. Develop scholarship and internship programmes for women

The UNDP Access to Justice Programme, which has focused on scholarships and internships for women lawyers, is another initiative that has been remarkably successful in increasing the number of women lawyers and, in turn, has resulted in merit-based placements of five women lawyers in the Attorney General's office.

13. Consider initiatives to improve gender balance in areas of priority need for women and girls

The UNDP police training project has also increased the number of female CID officers and the establishment of women's and children's desks has provided women with recourse to a female-based service delivery structure. Increasing the number of women at key levels within the judiciary and police system has resulted in a reported increase in the number of women accessing judicial services. UNDP could consider replicating this scheme for other key sectors in the public administration.

14. Explore how far working culture in public administration is supportive of gender equality and greater women's representation

The QUESTS-MIDA scheme is an interesting mechanism for skills transfer, as it benefits from the pool of knowledge and professional experience present in the diaspora community. However, in Somaliland, two of the women attached to the Civil Service have resigned; both reported that they had resigned because they had not been given the same treatment as their male colleagues.¹⁵² It would be important to ensure that all stakeholders have been fully briefed on roles and expectations; workplace culture could also be researched to see how this advances or undermines gender equality for all civil servants.

15. Increased access to education for women

This is a longer-term goal, and is necessary in order to build a pool of qualified women for the public administration and government institutions. Although more women are studying at universities, there is still a lag in the number of girls who progress from primary to secondary education, which will eventually affect the number of qualified women in the workplace. The government should consider providing scholarships or other support to girls to enable them to progress from primary to secondary education.

¹⁵⁰ Liberia Civil Service Reform Strategy (2008-2011), Republic of Liberia (2007).

¹⁵¹ Interviews with Asha Gelle Dirie, MOWDAFA and Faduma Jibril, MOWDAFA (2011).

¹⁵² Exit interviews submitted to UNDP Somalia country office.



CONCLUSIONS

Past conflict in Somaliland and Puntland has harmed gender equality in public administration in many ways. This is partly a result of the re-emergence of traditional clan structures limiting women's participation in public life and in decision-making positions within the public administration.

However, paradoxically, the conflict has also provided a possibility for change. In recent years, both governments have initiated important policies towards ensuring gender equity in public administration and gender mainstreaming in policies and programmes. The Presidents of both countries are seen as advocates of gender equality and specifically of gender equality and more equal representation in the public administration.

The current governments have taken a number of steps to transform policy to practice. Possibly the most important of these has been the establishment of quotas to increase women's participation in political decision-making positions and within the public administration.

As more women become involved in key sectors through the civil service, judiciary, security, public and financial structures, they are breaking down long-held perceptions that decision making is a domain for male elders only. However, the lack of educated and trained women is a long-term problem that needs to be dealt with in order to ensure the existence of a pool of qualified women who are available to work in public administration.

“Establishing quotas is an initial step towards increasing (the number of) women in public administration, but we also need to ensure that women are educated and empowered so that they come forward and apply for positions.”¹⁵³

The current reform of the civil service is essential to achieving gender equity in public administration. Establishing affirmative action policies, merit-based recruitment guidelines and gender mainstreamed capacity-building programmes are steps towards providing women with a more equitable and accessible civil service. Donors, especially UNDP, need to continue to work with the government to ensure that the reforms are kept on track and that they incorporate mechanisms to institutionalize gender mainstreaming.

During the UNCT Somalia Retreat in October 2011, it was noted that, with the RDP coming to an end in 2012,¹⁵⁴ the UN had an opportunity to come up with an improved aid framework for its activities. The UNCT could use this opportunity to continue to advance its agenda for gender equity and mainstreaming, in order to support Somaliland and Puntland meet MGD goals. The UN should also encourage both

153 Interview with Minister, MOWDAFA (2011).

154 UN Country Team for Somalia Retreat, Office of the United Nations Resident and Humanitarian Coordinator for Somalia Executive Report, UN (October 2011).



countries to ratify UN Security Council Resolution 1325¹⁵⁵. A UN review report stated the importance of Resolution 1325 in helping countries achieve peace and security:

'Resolution 1325 needs to be put into practice in Somalia to ensure the involvement of women and girls in the country. [...] Women's political peace participation and the inclusion of a gender perspective in this process are not only important for half of the Somali population, but for peace itself and the future of Somalia.'¹⁵⁶

155 The Security Council adopted resolution (S/RES/1325) on women and peace and security on 31 October 2000. The resolution reaffirms the important role of women in the prevention and resolution of conflicts, in peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction; it stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security. Resolution 1325 urges all actors to increase the participation of women and incorporate gender perspectives in all United Nations peace and security efforts. Source: <http://www.un.org/womenwatch/osagi/wps/>

156 Women, Peace and Security in Somalia: Implementation of UN Security Council Resolution 1325, UN INSTRAW (2008).



ANNEX 1: ABBREVIATIONS AND ACRONYMS

ADP	Academy for Peace and Development
AFPE	Accelerated Female Participation in Education
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CPD	Country Programme Document
CRC	Cabinet Reform Committee
CSC	Civil Service Commission
CSI	Civil Service Institute
DFID	Department for International Development
DG	Director General
EU	European Union
FGM	Female Genital Mutilation
GBG	Gender Budgeting Guidelines
GBV	Gender Based Violence
GDP	Gross Domestic Product
GEPA	Gender Equality in Public Administration
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GII	Gender Inequality Index
GMS	Gender Management System
GPI	Gender Parity Index
GPIC	Gender Policy Implementation Committee
HDI	Human Development Index
HDR	Human Development Report
ICDSEA	Integrated Capacity Development for Somali Education Administration
IDPs	Internally Displaced Persons
JPLG	UN Joint Programme on Local Governance and Decentralized Service Delivery



MDG	Millennium Development Goals
MPI	Multidimensional Poverty Index
MOLSA	Ministry of Labour and Social Affairs
MoNPD	Ministry of National Planning and Development
MOWDAFA	Ministry of Women Development and Family Affairs
MPI	Multidimensional Poverty Index
NDP	National Development Plan
NGP	National Gender Policy
PDRC	Puntland Development and Research Centre
PFM	Public Financial Management
PSU	Puntland State University
QUESTS-MIDA	Qualified Expatriate Somali Technical Support – Migration for Development in Africa
RDP	Reconstruction Development Programme
ROLS	Rule of Law and Security
SARC	Sexual Assault Referral Centre
SIDP	Somali Institutional Development Programme
SOWRAG	Somaliland Women’s Research and Action Group
SWLA	Somaliland Women’s Lawyers Association
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UN INSTRAW	United Nations Entity for Gender Equality and the Empowerment of Women
UNPOS	United Nations Political Office for Somalia
UNSAS	United Nations Somali Assistance Strategy



ANNEX 2: DOCUMENTS AND ON-LINE RESOURCES REVIEWED

- Civil Service Reform Strategy Concept Paper, CSC, Somaliland (2010).
- Survey on Women's Status in the Civil Service, CSC, Somaliland (2006).
- Update Report, CSI, Somaliland (2011).
- Gender Equality Action Plan, Africa Division (2009-2012), DFID (2009).
- Gender Profile for Somalia, EC (2007).
- Somalia Joint Strategy Paper for the period (2008 – 2013), EC (2007).
- Arab Quota Report. Selected Case Studies, IDEA (2007).
- The Search for Peace, Interpeace and PDRC (2009).
- Kulmiye Party Manifesto (2010).
- Liberia Civil Service Reform Strategy (2008-2011), Republic of Liberia (2007).
- National Gender Policy (DRAFT), Ministry of Family Affairs and Social Development, Somaliland (2009).
- Baseline Survey Report, Ministry of Labour and Social Affairs, Somaliland (2011).
- JPLG Yearly Work Plan, Ministry of Labour and Social Affairs, Somaliland (2011).
- Status Report on the Gender National Policy of Somaliland, Ministry of Labour and Social Affairs, Somaliland (2011).
- National Development Plan (2007-2011), Ministry of Planning and International Cooperation Puntland (2007).
- MDG Progress Report, Ministry of Planning and International Cooperation, Puntland (2010).
- Gender Budgeting Guidelines (DRAFT), Ministry of Planning and International Cooperation, Puntland (2011).
- Gender Budgeting Guidelines (DRAFT), Ministry of National Planning and Development, Somaliland (2009).
- MDG Progress Report, Ministry of National Planning and Development, Somaliland (2010).
- National Development Plan (2012-2016), Ministry of National Planning and Development Somaliland (2011).
- National Vision 2030, Ministry of National Planning and Development, Somaliland (2011).
- Progressive Report (2005-2010), Ministry of Women Development and Family Affairs, Puntland.
- National Gender Policy (DRAFT), Ministry of Women Development and Family Affairs, Puntland (2008).
- Women's Human Rights in Somaliland, NAGAAD, (2010).
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Somaliland Constitution, (2001).

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Somali Assistance Strategy (2011-2015), UN (2011).

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Somali Reconstruction & Development Framework: Deepening Peace and Reducing Poverty: Volume III: Puntland, UN and World Bank (2008).

Somali Reconstruction & Development Framework: Deepening Peace and Reducing Poverty: Volume IV: Somaliland, UN and World Bank (2008).

'Reconstructing Public Administration after Conflict: Challenges, Practices and Lessons Learned', World Public Sector Report, UNDESA (2010).

Somalia Public Administration Country Profile, UNDESA (2004).

Human Development Report, Somalia, UNDP (2001).

Public Administration Reform Practice Note, UNDP (2004).

Corruption and Development, UNDP (2008).

Somalia Country Programme Document (2011-2015), UNDP (2010).

Crime and Victimization Survey (Somalia), UNDP (2010).

Price of Peace: Financing for gender equality in post-conflict reconstruction (Synthesis Report), UNDP (2010).

Rule of Law and Security Programme: Improving Women's Access to Justice and Security in Somaliland (Operational Paper), UNDP (2011).

'Sustainability and Equity: A Better Future for All', Human Development Report, UNDP (2011).

Website of UNDP country office (<http://www.so.undp.org/HDR/>), UNDP (2010).

Operations In Somalia Fact Sheet, UNHCR (June 2011).



ANNEX 3: KEY RESPONDENTS LIST

Somaliland

1. Basha Yusuf Ahmed, Director, MOLSA
2. Hassan Hussein, Project Coordinator JPLG Project on Gender, MOLSA
3. Pihi Iman, Gender Advisor, MOLSA
4. Ahmed Hassan, Commissioner, CSC
5. Ibrahim Haj Nur, Director General, CSC
6. Mustafa Ismail, Secretary of the Civil Service Reform Technical Committee (Appointed by the Cabinet)
7. Adam Asghar, Head of ICT, CSC
8. Mohamed Mihile Boqoreh, Director, CSI
9. Fouzia Musse, Gender Expert (Previously placed at MOLSA through QUEST-MIDA Programme)
10. Mohamed Abubaker, Director, Legal Aid Clinic
11. Mahmoud Hussein Farrah, Dean, Faculty of Law, Hargeisa University
12. Ifrah Adan Omer, Chair, SLWA
13. Nimco Ali Hisri, SLWA
14. Hiba Nasra, SLWA
15. Nafisa Yusuf Mohamed, Director, NAGAAD
16. Adan Mohamed Mussa, Deputy Attorney General
17. Bare Said Farah, Member, House of Representatives, Parliament
18. Fatuma Jama, Member, House of Elders, Parliament
19. Amal Ahmed Mirza, Gender Advisor to the Presidential Office, and Member of the Presidential Advisory Sub-Committee on Women's and Marginalized Groups Political Representation
20. Amina Abdullahi Ahmed, Chairperson, SLNHRC
21. John Kiyaga, SIDP, UNDP
22. Abdi Hakim, Judiciary Project Advisor, UNDP
23. Simone Boneschi, Access to Justice, UNDP
24. Tahlil, Senior Legal Advisor, Access to Justice, UNDP
25. Said Adbulahi, Police Project, UNDP
26. Ali Yusuf, UNDP

**Puntland**

1. Asha Gelle Dirie, Minister, MOWDAFA
2. Faduma Jibril, Consultant, MOWDAFA
3. Ibrahim, JPLG Consultant, MOWDAFA
4. Said Dahir Kodax, Vice Minister, MoLYS (Ministry of Labour, Youth and Sports)
5. Professor Said Samatha, Acting DG, MOPIC, Planning and International Cooperation
6. Abdul Razah, Gender Consultant, MOPIC
7. Mohamed Hassan Barre, Chairman, Transitional Puntland Electoral Commission
8. Mohamed Jabrell, HR Management Expert and Advisor, CSC
9. Hawo Mohamed, Commissioner, CSC
10. Sahra Ahmed, Gender Consultant, Ministry Of Education
11. Safia Sugulee, Director Non Formal Education, Ministry of Education
12. Zahra Said Nur, National Coordinator, FAWESOM
13. Faduma Dirie, Director SAMAFAL Local NGO
14. Abdirahman Shuke, Executive Director, PDRC
15. Mohamoud Hamud, Chair, PSU
16. Yusuf Haji Nur, Director, Puntland Legal Aid Center
17. Nick Beresford, Head of Sub-Office, UNDP
18. Paul Bambo, Head of Police Project, UNDP
19. Mussa Adan, SIDP Project Manager, UNDP

Nairobi

1. Marie Dimond, Deputy Director, UNDP
2. Catriona Byrne, HIV Project Manager, UNDP
3. Emma Morley, SIDP Project Manager, UNDP
4. Simon Ridley, Access to Justice, UNDP
5. Asia, Gender Consultant to Access to Justice Project, UNDP
6. Simone Ellis Oluoch-Olunya, Senior Gender Advisor, UN Women
7. Ulf Terlinden, Field Officer, European Union
8. Johannes Fromholt, Royal Danish Embassy
9. Abduba Mollu Ido, Programme Officer Somalia, Royal Danish Embassy
10. Charity Buga, National Gender Affairs Officer, UNPOS
11. Kiyoshi Matsukawa, Joint Planning Unit, UNPOS



ANNEX 4: QUESTIONS FOR KEY RESPONDENTS

<p>Ministry of Labour & Social Affairs (formerly Family Affairs and Social Development) – Somaliland</p> <p>Ministry of Women Development and Family Affairs - Puntland</p>	<p>Leading questions</p>
<p>Developed Draft National Gender Policy and Strategy & National GBV Policy</p>	<ol style="list-style-type: none"> 1. Do you see increasing women’s representation in the public administration (PA) as a priority? Why? 2. Can you explain the role of the Ministry in developing: <ol style="list-style-type: none"> a. National Gender Policy and Strategy? How will gender equality (GE) be achieved in the National Gender plan? b. National GBV Policy. How will this be implemented? 3. Do you play a role in promoting a gender balance in the PA at national and subnational levels, either directly or indirectly? What is the role of the Ministry in supporting a greater balance within the PA? <ul style="list-style-type: none"> - Advising on relevant policy? - Tracking policy? - Organizing training for women? - Sensitizing key officials? 4. Do you have an oversight role in terms of monitoring implementation of policies on increasing GE in the PA? <ul style="list-style-type: none"> • If yes, do look more at processes or results or both? • Do you produce reports and are they public? • To what extent are line ministries and other PA bodies required to follow your recommendations or feedback? • To what extent do you coordinate with other ministries /local government/civil society)? 5. If not, is there such a body? 6. Have you implemented any specific programmes aimed at improving the gender balance in the PA or gender equality more broadly? Do you have any future plans?



	<p>7. Are you aware of any particular challenges in improving the gender balance in the PA, in line ministries or in local government?</p> <p>8. Are you aware of any particular success stories or interesting initiatives in improving the gender balance in the PA, for example by line ministries or in local government?</p>
<p>Presidential Advisory Committee on Women's and Marginalized Groups Political Representation - Somaliland</p>	<p>Leading questions</p>
	<ol style="list-style-type: none"> 1. What is the role of the Commission and how does it promote gender equality? 2. Is the issue of a gender balance in the PA a priority for this Commission? (Why? Why not?) 3. Have you initiated any <u>legislative changes</u> to promote a greater gender balance in the public administration that could indirectly support it (for example, flexible working, parental leave provisions, childcare etc.)? 4. What <u>other types of political interventions</u> (political declarations, questions, special hearings on certain topics) did you have that targeted greater gender balance in the public administration? 5. Has the Commission received any legislative proposals from MPs that target greater gender balance in the public administration? If yes, what was the position of the Commission on the issue? 6. Many countries have successfully improved the gender balance in <i>elected</i> positions through the introduction of a quota – for example, Rwanda has now overtaken Sweden in the percentage of women in Parliament. What is the Commission's position on compulsory quotas or more flexible targets as a way to improve the gender balance?



ANNEX 4

<p>Line ministry</p> <p>Ministry of Education – Puntland</p> <p>Ministry of Planning – Puntland and Somaliland</p> <p>Ministry of Labour, Youth and Sports - Puntland</p>	<p>What is the gender balance in your organization, including in top management?</p> <p>Does your organization have a gender equality/gender mainstreaming plan?</p> <p>Do you have any initiatives to address the gender balance at various levels of the organization (e.g. recruitment targets, career progression strategies, flexible working, etc.)?</p> <ul style="list-style-type: none"> • If yes, please explain what they are, how they have been working and share any lessons learned/ successes. • If not, what opportunities are there to do so?
<p>Civil Service Commission (Somaliland and Puntland)</p> <p>Civil Service Institute (Somaliland)</p>	<ol style="list-style-type: none"> 1. Is the issue of gender balance in the PA a priority? If yes, please explain why. (For example, is it seen to be important in itself?) Or is a good gender balance considered to be important in delivering better public services through a more representative civil service? Is there any policy on this? 2. Do you have statistics on the gender balance in the civil service at different levels for national and subnational PA? Is this regularly monitored? 3. Has there been any related research, e.g. on obstacles for women/men to enter and be promoted in the PA? 4. Many countries have successfully improved the gender balance in <i>elected</i> positions through the introduction of a quota – for example, Rwanda has now overtaken Sweden in the percentage of women in Parliament. What is your position on compulsory quotas or more flexible targets as a way to improve the gender balance? 5. Do you think there are similar or different challenges for women in the PA and elected national/local governments?

**IMPLEMENTING PARTNERS:**

UNDP (3 focal Sectors)

(1) Civil Society SIDP

(2) ROLSP

(3) Judiciary

UNW & UNPOS (Women's
Peace & Mediation)

DONORS:

European Union

Royal Danish Embassy

DFID

LOCAL ORGANIZATIONS
RECOMMENDED BY UNDP
JUDICIARY PROGRAMME -
Lessons Learned that can
be extrapolated to PA

NAGAAD (Women's Activ-
ist Group - Somaliland)

Women's Lawyers Associa-
tion (Somaliland)

Law Faculty, Hargeisa Uni-
versity (Somaliland)

Attorney General
(Somaliland)

Puntland Legal AID Center

Puntland State University

Puntland Development
and Research Center

SAMAFAL (Local NGO
dealing with vocational
training in Garowe
- Puntland)

FAWESOM (INGO with base
in Puntland)

Do you consider the issue of improving the gender balance within the PA to be important? Why?

Do you currently have any projects or initiatives focusing on this, or where it is a component?

If yes:

- Please give details and share your experience of how it has been working/ good practices/challenges/lessons learned/ recommended entry points?
- Has the entry point been:
 - a. public administration reform, e.g. increasing women to deliver more representative public services
 - b. state-building after conflict, e.g. increasing women in peace-keeping forces/ police
 - c. gender equality and mainstreaming, e.g. increasing women in ministries and local government to promote more gender-responsive services, or as a fundamental right?
 - d. legislative reform, e.g. support to parliament in passing relevant legislation/women parliamentarian's networks to lobby for the issue
 - e. grassroots/ bottom up initiatives

CONFLICT

Do you think that having more women in the PA centrally and at local level could affect:

- the peace and reconstruction process?
- on building a safer and more stable society for women and girls?

If yes, how? Could you give some examples?

Are there any particular challenges in terms of trying to address the gender balance in the PA in a post-conflict? What are they?

Has the conflict opened up any opportunities for women or men? For example, in some post-conflict situations, we see women engaging more in public life due to absence of men, or taking the opportunity of state-building to put in place policy guaranteeing human rights.



ANNEX 5: STATISTICS ON WOMEN IN PUBLIC ADMINISTRATION

Republic of Somaliland: Women & men in the Civil Service, January – December 2005

S.NO	MINISTRY/AGENCY	# OF WOMEN	# OF MEN	TOTAL GENDER
1.	Ministry of Agriculture	11	87	98
2.	Ministry of Commerce & Industry	13	88	101
3.	Ministry of Culture & Tourism	13	96	109
4.	Ministry of Defence	5	17	22
5.	Ministry of Education	619	1442	2061
6.	Ministry of Family Affairs	6	7	13
7.	Ministry of Finance	77	277	354
8.	Ministry of Fisheries	9	67	76
9.	Ministry of Foreign Affairs	11	24	35
10.	Ministry of Civil Aviation & Air Transp.	21	105	126
11.	Ministry of Health & Labour	455	558	1013
12.	Ministry of Houses Coordination	2	2	4
13.	Ministry of Information	14	72	86
14.	Ministry of Interior	21	75	96
15.	Ministry of Justice	42	135	177
16.	Ministry of Livestock	17	108	125
17.	Ministry of Mineral Resources & Water	8	68	76
18.	Ministry of National Planning & Coordination	7	22	29
19.	Ministry of resettlement, Rehabilitation & Repatriation	14	47	61
20.	Ministry of Public Works, Housing & Transport	14	130	144



21.	Ministry of Religion & Endowment	4	34	38
22.	Ministry of Rural Development & Environment	10	102	112
23.	Ministry of Youth & Sports	14	40	54
24.	Ministry of Posts & Telecommunications	22	60	82
25.	Ministry of Presidency	19	45	64
26.	Civil Service Commission	14	18	32
27.	Attorney General's Office	7	14	21
28.	Auditor General's Office	6	40	46
29.	Supreme Court	6	4	10
30.	House of Representatives	8	18	26
31.	National Tender Board	3	12	15
32.	National De-mining Agency	4	10	14
33.	National Demobilization Committee	5	21	26
34.	HIV/AIDs Protection Commission	1	6	7
35.	National Environment Research & Disaster Preparedness Authority (NERAD)	4	7	11
36.	National Printing Agency	6	43	49
37.	Somaliland Electricity Agency	9	109	118
38.	House of Elders	7	21	28
	Total of Civil Service Staff	1668	4031	5559
		30%	70%	100%



ANNEX 5

Puntland: Women and men state employees, 2005

NO	NAME OF MINISTRY/ AGENCY	WOMEN	MEN	TOTAL
1.	Parliament	5	88	93
2.	Judiciary	8	85	93
3.	Ministry of Women Development and Family Affairs	21	5	26
4.	Ministry of Livestock	4	73	77
5.	Ministry of Port	31	225	256
6.	Ministry of Labour	9	105	114
7.	Ministry of Commerce	7	32	39
8.	Ministry of local Government	9	68	77
9.	Ministry of Justice	9	66	75
10.	Ministry of Public Works	12	145	157
11.	Ministry of Planning and International cooperation	5	51	56
12.	Ministry of Communication	7	53	60
13.	Ministry of Interior and Security	18	184	202
14.	Ministry of Finance	35	413	448
15.	Nesha	6	18	24
16.	Puntland Banks	32	59	91
17.	General Auditor	2	32	34
18.	Chamber of Commerce	7	35	42
19.	Water	4	52	56
20.	Ministry of Health	204	318	522
21.	Ministry of Education	95	417	512
22.	Presidential	26	100	126
23.	Public prosecutor	1	6	7
24.	Mineral Agency	1		1
	Total	558	2630	3188
	Percent %	18%	82%	100%

Source: SIDP, UNDP (2011).



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