



GENDER MAINSTREAMING IN PUNTLAND PUBLIC INSTITUTIONS

*A Case of Ministries of Education,
Labour, Health and Planning*

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ABBREVIATIONS



CEDAW -	Convention on the Elimination of all Forms of Discrimination Against Women
CERD -	Committee on the Elimination of Racial Discrimination
EFA -	Education For All
EMIS -	Education Management Information System
EU -	European Union
FAWESOM -	Forum for African Women Educationalists in Somalia
FGM -	Female Genital Mutilation
GII -	Gender Inequality Index
GFS -	Girl Friendly Spaces
HIV -	Human Immunodeficiency Virus
ICCPR -	International Covenant of Civil and Political Rights
ICESCR -	International Covenant of Economic Social and Cultural Rights
IQS -	Integrated Quranic Schools
M&E -	Monitoring and Evaluation
MoE -	Ministry of Education
MoH -	Ministry of Health
MoLYS -	Ministry of Labour, Youth and Sports
MoPIC -	Ministry of Planning and International Cooperation
NGO -	Non-Governmental Organization
SDG -	Sustainable Development Goals
SGBV -	Sexual and Gender Based Violence
SIDRA -	The Somali Institute for Research Development and Analysis
SIP -	Strengthening Institutional Performance
TB -	Tuberculosis
WAWA -	We Are Women Activists
WWI -	Waxbarashadha Waa Iftiin

EXECUTIVE SUMMARY

Somali gender analysis study commissioned by the European Union and undertaken by the Somali Institute for Development and Research Analysis in 2016 found out that Somali stood fourth in the world in terms of gender inequality with one of the highest Gender Inequality Index. The country has very high prevalence of Female Genital Mutilation (FGM) and early and forced marriages. Nearly half of the girls are married early and FGM prevalence continues to be extremely high. Women participation in education, economy and politics is low and Somali traditions and customs do not accommodate women and girls needs and interests and continue to perpetuate gender inequality.

What is interesting is that despite this grim picture, Somali observes a host of international, regional and national instruments with the aim of realizing women and girl's empowerment and equality. However, the reality is that implementation of those provisions has been a challenge due to weak governance, limited institutional capacity and a lack of political will in some cases. Overall, the progress made in empowering women and girls remains low.

In this light, this study examined the extent to which gender mainstreaming was carried out in the design, implementation, monitoring and evaluation of policy, programs and projects implemented by Puntland Ministries Education; Health; Labor, Youth and Sports; and Planning and International Cooperation. The study aimed to provide insight that can contribute to promote equality among women and men in Puntland. The main methods of the study

were in-depth interviews with Ministers, Director Generals, Directors, Gender Focal Points and Technical Advisors and desk review of other secondary data.

The study found that all legal frameworks in Puntland provided for gender equality and rejected any form of discrimination. The problem of gender inequality was therefore result of poor practices but not lack of policy guidelines. The main weaknesses identified included limited capacity on gender issues and mainstreaming, lack of gender focal points or gender units, absence of clear gender targets and priorities to allow accurate evaluation of progress made in gender mainstreaming, and lack of consistent application of affirmative action provided by existing policies to bridge the existing gender gap in the public sector. Despite these challenges, the institutions are making good progress in gender mainstreaming with some demonstrated good performance include reduction in the gender gap, for example in school enrolment.

The study recommends the integration of a gender perspective at every stage of the project, from design to implementation and finally in monitoring and evaluating progress. Further, the study recommends the adoption of gender action and equality plans meant in line with national development policies and plan. More important, gender-mainstreaming capacity of public institutions should be built to enable them to implement effective gender mainstreaming programs and to undertake comprehensive monitoring and evaluation of the gender impact of public project and programs.

1. INTRODUCTION

1.1 Background

The concept of gender mainstreaming first appeared as a global strategy for promoting gender equality through the Platform for Action at the United Nations Fourth World Conference on Women in Beijing in September 1995. It acknowledged the need to ensure fairness of treatment of both women and men, according to their respective gender. However, gender mainstreaming is by no means a new strategy. Before the Beijing Platform for Action, there was years of experience in integrating gender perspectives in policies, programmes and interventions of national and international actors across the world to ensure that attention to gender considerations were an integral part of interventions in all development initiatives.

Gender mainstreaming is defined as *“the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally with the goal of achieving gender equality.”*¹

Therefore, mainstreaming should be perceived as a process rather than a

goal. It contributes to bringing what is conceivably marginal into the core business and main decision-making process of an organization. Gender mainstreaming is therefore important for the following reasons:

- It puts people at the heart of policy-making, as it is defined in terms of a real need of both men and women. In other words, it is a win-win strategy.
- It leads to better governance through which greater transparency and openness into the policy process is achieved.
- It involves both women and men and makes full use of human resources through acknowledgement of the shared responsibility of women and men in removing imbalances in society.
- It makes gender equality issues visible in the mainstream of society by giving a clear idea of the consequences and impact of political initiatives on both women and men.
- It considers the diversity among women and men. In other words, it considers that human beings are not abstract subjects, but that they have identities.²

According to the Platform for Action of the United Nations Fourth World Conference on Women in Beijing, there are two equally important dimensions of gender mainstreaming strategies. These are:

- **Operational mainstreaming** which calls

¹The ECOSOC’s panel discussion on mainstreaming the gender perspectives into all policies and programmes in the United Nations system and its summary record (E/1997/SR.20); the ECOSOC’s and the summary records (E/1997/SR.21, 22, 31 and 33).<http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF>.

²See Final Report of Activities of the Group of Specialists on Mainstreaming (EG-S-MS) (1998). Gender mainstreaming: conceptual framework, methodology and presentation of good practices: final report of activities of the Group of Specialists on Mainstreaming, Council of Europe, Strasbourg, FR. <http://www.unhcr.org/3c160b06a.pdf>

for the integration of equality concerns into the analysis and formulation of policies, programmes and projects. The objective here is to ensure that development has positive impact on women and men and reduces gender inequalities. The process of operational mainstreaming depends on the support provided by various institutions, starting from formal agencies to family and community units.

- Institutional mainstreaming, which involves making changes in institutional strategies, and mechanisms that will enable women and men to formulate and express their views and participate in decision-making at all levels. This means addressing the internal dynamics of formal as well as informal institutions, such as goals, agenda, governance structures and procedures related to day-to-day functioning.³

According to a recent study by Somalia Institute for Development Research and Analysis (SIDRA)⁴, Somalia has:

- One of the highest levels of gender inequality in the world. In 2012, Somali Gender Inequality Index (GII) stood at 0.776 out of 1 (Complete gender inequality). Somali was the 4th in the world in terms of gender inequality.
- Somali has very high prevalence of Female Genital Mutilation (FGM), early and forced marriages and rape. Nearly half (45%) of women aged 20 to 24 years are married by the age of 18 years. Despite effort made to eradicate FGM, the practice continues to persist with a very high prevalence rate of 98%.

A study carried out in Northern Somalia indicates that 90% of the women supported the practice, presenting a key barrier to its eradication.

- In Somalia, traditional and customary law overrides state judiciary and leads to lack of access to formal justice for women. This leads to a situation where Sex and Gender Based Violence (SGBV) is taken as a normal thing.
- Women's participation in politics and decision-making is low. In January 2014, the ratio of political seats held by women was 9.6%. Employment of women in non-agricultural sector is below 40% but varies across the country.
- Access to health services is low with highest maternal mortality rate of 1600 per 100,000 live births.

Somalia observes many international, regional and national instruments that guide empowerment of women. These include the International Covenant on Civil & Political Rights (ICCPR), International Covenant on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of All Forms of Racial Discrimination (CEDAW), the Convention on the Elimination of Racial Discrimination (CERD), and the African (Banjul) Charter on Human and Peoples' Rights. However, the country remains one of the few nations that are yet to ratify the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) as well as several other international instruments for women's equality and empowerment.

³TK Sundari Ravindran & Aarti Kelkar-Khambete (2007). Women's health policies and programmes and gender-mainstreaming in health policies, programmes and within health sector institutions.

⁴Sahra Koshin (2016). European Union Somalia Gender Analysis Study, Somali Institute for Development and Research Analysis (SIDRA).

The Somali Provisional Federal Constitution, under the General Principles of Human Rights, articulates provisions prohibiting discrimination across numerous categories, including based on gender. The constitution has provisions that protect the following women's rights:

- Participation rights, including inclusion of women across all the three branches of government and in all national independent commissions;⁵
- Prohibition of gender-based discrimination;⁶
- Equality of rights and duties before the law, regardless of sex;⁷
- Prohibition of FGM and circumcision and protection from sexual abuse;
- Provisions for abortion to save the life of the mother;⁸
- Segregation and discrimination in the work place and non-discrimination in the recruitment of women in the military.⁹
- Prohibition of child and forced marriage.¹⁰

The Puntland Constitution (2009) specifies the duty of the government to protect and promote the rights of women in consistence with Islamic religious norms.¹¹

A 2007 Presidential Decree required all public institutions to adhere to 30% representation of women, but this is not yet enforced.

Sexual offense bills have been drafted to prevent and combat all forms of Sexual and Gender Based Violence (SGBV)

crimes. However, the reality is that with all these laudable advances in reforming the legal frameworks for the protection of women's rights, implementation of those legal provisions is challenging due to weak governance and a lack of political will and the progress made in protecting and empowerment women remains negligible.

1.2 Statement of study problem

Considering the challenges facing gender mainstreaming as discussed above, this study looked at the progress made by four Puntland state's public institutions (Ministry of Labour, Ministry of Education, Ministry of Planning and Internal Cooperation and Ministry of Health) in integrating gender issues in their policy and programming.

Specifically, the study examined the extent to which gender issues are considered in the design, implementation, monitoring and evaluation of the projects and initiatives implemented by these ministries. By analysing gender mainstreaming in public policies and government programs, the study aims to contribute to promoting equality among women and men in Puntland.

1.3 Study objectives and questions

The study aimed to assess how the ministries of Education, Health, Labour Youth and Sports, and Planning and International Cooperation considered and addressed gender issues in the design, implementation, monitoring and evaluation of policy, project and programs

⁵- Article 3 (5).

⁶-Article 15 (2).

⁷-Article 11

⁸-Article 15 (5).

⁹-Article 24 (5).

¹⁰-Article 28(5).

¹¹-Article 35.

implemented by the four ministries. To reach this objective, study addressed the following three questions:

- i. How is gender mainstreaming accommodated by existing policies, programs and laws in the four ministries?
- ii. How are gender issues integrated in the design, implementation, and monitoring and evaluation of their projects and programs in the four ministries?
- iii. Which gender mainstreaming gaps exist in the four ministries?

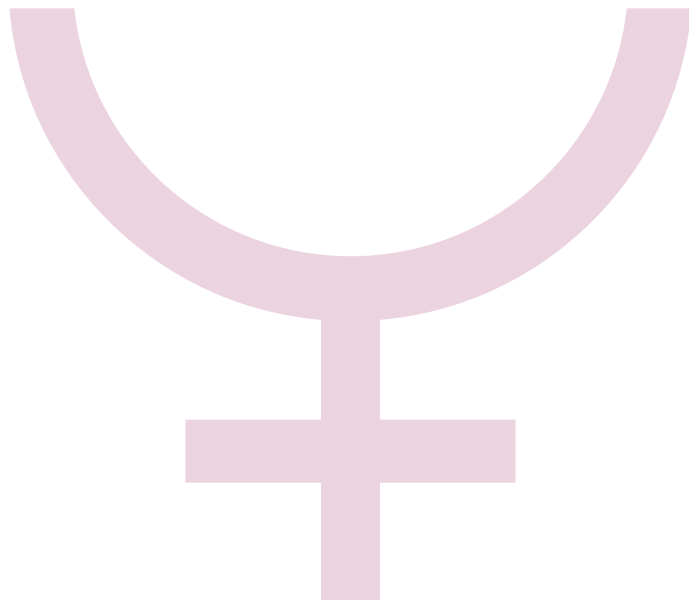
1.4 Materials and methods

The assessment study was undertaken in according to the terms of references of the study. The study was carried out in Garowe, Puntland State of Somalia and sought to provide basic data on gender mainstreaming in Public Institutions with a special focus on four ministries, i.e.

Ministry of Education, Ministry of Health, Ministry of Labor Youth and Sports and Ministry of Planning and International Cooperation. Due to its relationship with the four ministries, Puntland Civil Service Commission was also assessed.

The main method of the study was in-depth interviews. The interviews involved engagement with Ministers, Director Generals, directors, gender focal points and technical advisors of the target institutions using unstructured interviews (Annex I) aimed at uncovering the extent to which gender mainstreaming was carried out in the respective institutions.

To complement these interviews, detailed desk review and analysis of reports, assessments; government policies, laws, regulation, guidelines, conference papers and books was undertaken.



2. STUDY RESULTS

2.1 Ministry of Education

2.1.1 Background and policy framework

Gender mainstreaming in the education sector implies transforming policy and practice to promote equity in education to ensure equality. Gender equality in education goes together with quality education because a quality education rejects gender discrimination and social injustice. The entry point in mainstreaming gender in education starts with framing of the curriculum, content and form of learning materials, nature of pedagogy, and teacher-pupil relations. Quality education also requires the gender-sensitive use of human resources and consideration of gender in the allocation of finances. Gender mainstreaming in the education sector thus entails a process of making education a transformative process, which promotes social change and contributes to building a just and democratic society.

UNESCO defined gender equality in education as follows: *“Full gender equality in Education would imply that girls and boys are offered the same chances to go to school and enjoy teaching methods, curricula and academic orientation unaffected by gender bias. And more broadly, equal learning achievement and subsequent life opportunities for similar qualifications and experience.”*¹²

According to the Puntland Gender Mainstreaming Toolkit and Implementation Plan of 2016, gender mainstreaming goal in education should reflect as: *“An education*

*sector that promotes equality and equity in access to all levels of education by all Somalis by removing barriers to access, and addressing structural and procedural causes of unequal access and enjoyment of education between male and females.”*¹³

According to Article 32 of the constitution of Puntland, it is the responsibility of the government that every person has a right to education. The Puntland revised education policy paper of 2012 which provides an overall policy framework for the education sector recognizes gender mainstreaming in the sector by envisioning *“Ultimate elimination of discriminatory practices against women in education, which emanate from the wider society but rebound in schools.”*¹⁴

The policy stipulates the principle of equity as one of the guiding principles for Puntland education programming and requires the system to treat all individuals fairly and justly in the provision of services and opportunities. The policy emphasises centrality for Education for All (EFA) as one of the Puntland education goals, which requires education stakeholders to *“Open the doors of opportunity and growth to all irrespective of gender or region.”*¹⁵

Most importantly the policy calls for the establishment of a gender unit within the Ministry of Education that is tasked with the identification and implementation of appropriate affirmative action policies and programmes; the provision of educational

¹² - Clive Harber (2014). Education and International Development: theory, practice and issues. Oxford: Symposium Books. P.158.

¹³ - Puntland Gender Mainstreaming Toolkit and Implementation Plan, revised version, 2016. P.58.

¹⁴ - Puntland Education policy paper (PEPP), revised edition, 2012. P 7.

¹⁵ - Ibid, p.9

facilities that are gender friendly in schools; and identification and implementation of measures that promote the participation of females through awards and scholarships for the most talented female students.¹⁶ In line with this provision, in 2011, the Ministry established a fully-fledged Gender Unit to focus on women in the education sector. Shortly after, the Ministry through the gender unit focused on identifying the challenges that women face in education in Puntland, leading to a needs assessment and studies throughout Puntland.

The results were worrying, as female education levels, compared to those of male counterparts, were found to be very low in all grades of basic education. The reasons attributed to the low female enrolment included lack of female teachers and economic, cultural and social barriers. In addition, it was found that existing schools were not properly equipped and prepared to create a favourable environment for learning for female students. Based on those findings, the Ministry through the gender unit adopted several measures and affirmative actions to improve female enrolment in schools.

2.1.2 Project design

The Ministry of Education is required to integrate gender issues in their programme formulation by analysing the roles and needs of women and men and addressing any gender inequalities so that women and men can equally access, participate in, and benefit from the education programme offered by government.

This study learnt that prior to designing any of the programs, laws, and policies for the education sector, the Ministry undertook

need assessments and studies. These assessment and studies shed light on how the policy, program and law would affect men and women. Targets, challenges and needs were likewise identified by the studies and assessments.

Specific challenges facing female students at schools were identified during the design stage of the AFPE scholarship programme. These include:

- Intervention during the menstruation period leading to girls skipping school because of worry, shyness, embarrassment and nervousness;
- Lack of money to pay schools fees, books, uniforms, etc.
- Lack of training on hygiene; and
- Lack of Girl Friendly Spaces (GFS).

According to Mrs. Fadumo Shukri, head of the MoE gender unit, the Accelerated Female Participation in Education (AFPE) scholarship program was the first of its kind to be implemented and was a result of surveys conducted in all regions of Puntland. Other line ministers, especially the Ministry of Women Affairs, civil society organizations, including: We are Women Activists (WAWA), Forum for African Women Educationalists in Somalia (FAWESOM), target communities, students and teachers were consulted. This consultation collected sex-disaggregated data and the analysis carried out could pick out specific needs of women and men that were all integrated into the design of AFPE programme.

2.1.3 Project implementation

Currently, the Ministry of Education is implementing several programs and projects that are contributing to gender

¹⁶ Ibid, p.27

equality in the education sector. These include:

- Accelerated Female Participation in Education (AFPE) scholarship program is a EU-funded affirmative action program, which started in 2011. The aim of the program is to enable some of the most marginalized girls in Puntland to access education and has awarded 186 girls scholarships, covering fees (registration, tuition, and), uniforms and shoes, stationery (exercise books, pens, pencils, mathematical set, sharpeners, exam papers, school bag), limited pocket money for snacks, and sanitary kits.
- Waxbarashadu Waa Iftiin (WWI) Education Programme which is a EU

funded programme implemented by Care International with the participation and implementation by the Gender Unit of the Ministry of Education. The overall goal of the project is to contribute to ‘Gender Equity towards Empowerment’, one of the goals of Education for All (EFA) and the Sustainable Development Goals (SGD). The project has benefitted primary (21,000), secondary (6,700) and post-secondary (830) students. It has also constructed 10 new schools and 145 new classrooms in existing schools.

Following government commitment to expand female enrolment in all level of

Table 1: Year 2016-17 enrolment of new students at primary, secondary and tertiary level.

Levels	Male	Female	Total	%Female
Primary (including IQS)	144,775	128,175	287,119	44.7
Secondary	15,673	9,443	25,116	37.6
Tertiary	7,942	5,272	13,214	39.9

education and partnership with development agencies, statistics of the academic year of 2016-17 show significant enrolment of new students as summarized on Table 1 below.

For tertiary education, this enrolment is a big increase compared to the previous years.¹⁸ According to the respondents, the expansion of female enrolment is attributed to several strategies used by Ministry of

Education to ensure that both men and women are equally benefiting from the education program and resources. These strategies include:

- Ensuring that women and men can equally access project resources and services. For example, targeted training for women and men including ministry staff, schoolteachers, students and parents on gender awareness,

¹⁷ Integrated Quranic Schools

¹⁸ For example, in 2013-14 academic year, the total number of female students who enrolled for primary school increased from 43,000 to 55,250 students, representing 22.17% increase. In the same year, secondary school enrolment increased from 4,862 to 5,953 presenting 18.3% increases.

career counselling, leadership and communication.

- Forming gender balanced community education committees (almost every public school has a committee comprising 7 persons of which 3 to 4 are female).
- Appointing regional and district level focal points to support local governments in mainstreaming gender in education.
- Engaging with gender regional and district focal points (women's groups, associations, NGOs) as project counterparts and as gender advisors.
- Involving girls' mentors, girls' forum groups, gender focal points and gender and women-focused groups in "Train the Trainer" programmes and project monitoring activities to empowering female schoolgirls in regions and districts.
- Recruiting role model female teachers at different levels of education (primary, intermediate and secondary schools) to serve as role models for female students and create an enabling learning environment for girls in schools.
- Fostering girl friendly spaces by ensuring that schools have separate toilets for girls, water facility, rest rooms for girls. Sanitary kits are also provided to girls.
- Review of curricular materials to ensure that textbooks and tests are gender-sensitive in regards the language, images and examples used.
- Recruiting Gender Technical Adviser (Ms Sahro Koshin) to ensure integration of gender issues during implementation of MoE programmes and projects in close collaboration with the Ministry of Women, Women organizations and NGOs such as WAWA, FAWESOME, SAMOFAL and international partners.

2.1.4 Monitoring and evaluation

There are sex-disaggregated data and quantitative indicators that monitor the process and outcomes of MoE programs, projects, policies and laws. The latest such sex-disaggregated reports are the education statistics of 2016-17 academic year, which allow tracking of progress in gender equality and assessing gender impact.

There are information sharing and reporting mechanisms through which the gender unit receives monthly updates and reports from the 9 regions of Puntland. Reports are prepared and shared with the girls' forum groups and schoolgirl mentors. These reports also provide feedback to the Gender Unit on important issues allowing corrective measures to be taken by the ministry.

The Ministry of Education established Education Management Information System (EMIS) unit in 2011, which has been conducting annual school census by collecting sex-disaggregated data to track gender equality and assess gender impacts.

2.1.5 Identified gaps

The following gaps are identified in relation to the way the ministry integrated gender in its policies, projects and programs:

- Despite the ministry's marked achievements in expanding education and narrowing the gap between male and female in education, there is still big gap in the number of male and female teachers in schools and universities.
- There is lack of clarity on how the ministry incorporates a gender dimension in ministry's staff performance appraisals, for example by incorporating gender-related tasks in ministry's staff job descriptions.

2.2 Ministry of Labour Youth and Sports

2.2.1 Background and policy framework

The work of the Ministry of Labour Youth and Sports (MoLYS) is guided by several legal frameworks regarding inclusion and mainstreaming of gender in the management of public service. The first of these is the Somali Federal provisional constitution, which provides every person with the right to choose a profession and employment.¹⁹ The constitution states that ***“Women must be included in all national institutions, in an effective way, all elected and appointed positions across the three branches of government and in national independent commissions”***²⁰

The second legal framework that guides the ministry on gender matters is the Puntland State constitution, which guarantees the rights for employment and selection of a profession of their choice regardless of their gender. The constitution provides rights to employees including maternity leave and breast-feeding break for women at their work place.²¹ The third framework is the Puntland public employment act that explicitly provides for maternity leave of not less than 4 months.²²

These legal frames and related policies and plans provide guidance for integrating women’s needs and interest in public employment and require that government ensure women enjoy similar rights to men in the public employment sector. Other legal frames guide the management of civil service in Puntland including staff retention policy, pension policy and competence framework.

2.2.2 Project design

According to the respondents of MoLYS, the ministry caters for women needs and interests in the design phase of its programs and projects. Specific reference was made to the World Bank funded Strengthening Institutional Performance (SIP) project through which the ministry is currently working on reviewing labor legal frameworks to ensure their compliance with international standards in relation to paid maternity leave and non-discrimination.

The ministry does not have a gender unit or a gender focal point and therefore collaborates closely with the Ministry of Women Affairs to ensure that women’s needs and interests are accommodated in the ministry activities and policies.

No specific data showing ministry’s considerations to gender issues in its programming was identified by the study. The only success story that the ministry could cite was the provision of a 30% quota for women in the current World Bank SIP project based on affirmative action for women empowerment.

2.2.3 Project Implementation

Through the World Bank funded Strengthening Institutional Performance (SIP) project, the Ministry is working currently on ensuring balanced civil service in the public sector. This is through an open, competitive, and merit-based recruitment process, which widens opportunities for women and encourages women to apply.

¹⁹Article 23 of Somali Federal Provisional Constitution of 2012

²⁰Ibid article 3(5).

²¹Article 37 of Puntland State Constitution of 2009

²²Article 32 Puntland public employment act. However, the law is silent over paternity leave which is important to ensure equality and gender sensitivity.

Additionally, the ministry is going to set up a minimum quota for women applicants not only for the World Bank project, but also for all other government led projects in the ministry. However, according to the office Puntland civil service “the issue of adopting affirmative action for gender equality in the public sector still remains rhetoric and the efforts to reform the whole civil service system is going on sluggish”.

The Ministry includes women members in the vetting committee for the recruitment of SIP staff to ensure that female applicants do not feel shy if interviewed by male dominated interview panels. There are cases in which women were interviewed by female panels following their request.

However, the ministry highlighted several challenges facing government effort to respond to the structural barriers that women face in their quest for economic development. These include the clan-based power sharing formula, lower education among women as compared to men and prevailing cultural and social norms. For instance, some clans refuse to be represented by female members for high-level decision-making positions in the government.

According to the respondents of the civil service commission, there was a limited capacity in the civil service for interpreting and implementing gender and women specific development interventions. The lack of a gender management mechanism in the civil service resulted in low state accountability on gender issues and low representation of women at all levels of the civil service.

2.2.4 Monitoring and evaluation

The ministry conducts continuous follow up on management of the civil service in a gender sensitive manner. The data collected for monitoring and evaluation is sex-disaggregated and tracks the level of compliance of the recommended 30% quota for women positions in the SIP project and other government employment schemes and the concerns identified during monitoring are considered. For example, special arrangement was put in place to make interview panels women friendly. During monitoring, the Ministry focuses on checking whether there is an enabling environment for women in the offices in terms of having separate toilets, separate prayer places and reconciling family duties with office work.

The ministry has prepared a draft Human Resource Audit Assessment with support of World Bank. The initial draft shows that there are 5,588 public staff of which 1,349 are female, representing 24% of the public service. This assessment is intended to provide initial insights on the issues facing Puntland civil service and will help in identifying the gaps that result in such a huge gender disparity in the public service. The assessment will help the ministry to set priorities and achieve and maintain rights based civil service management initiative.

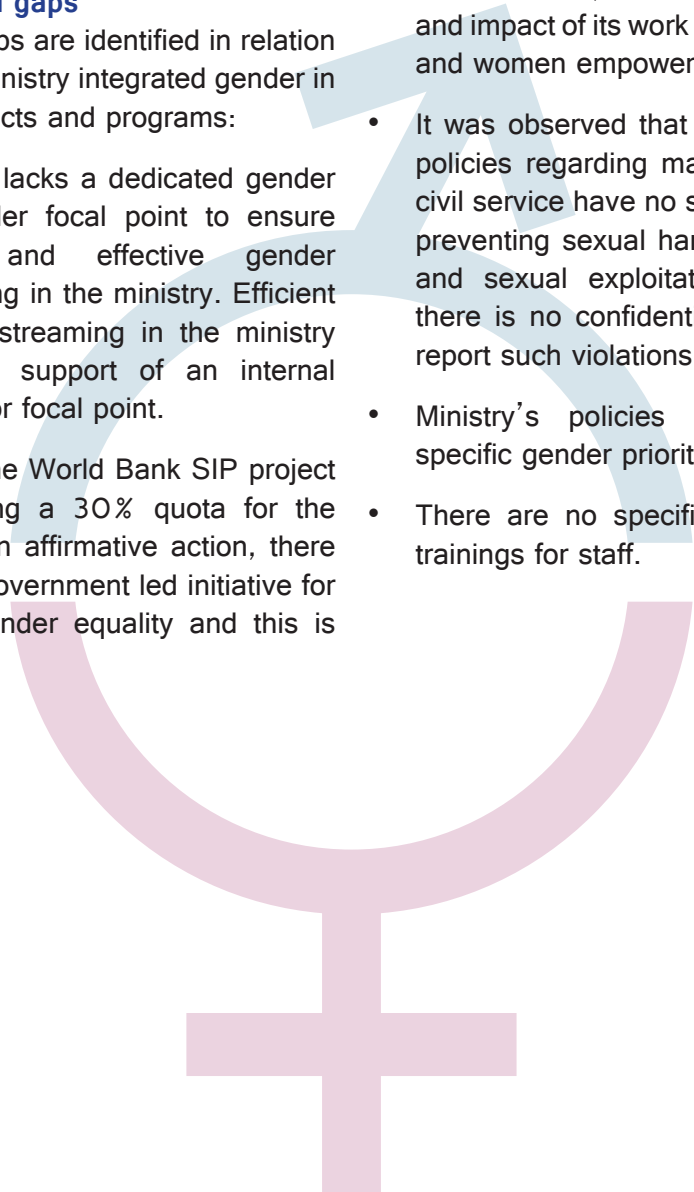
The ministry has not yet established an evaluation mechanism to assess the relevance and impact of its activities as related to gender. Such an evaluation would be utilized to review the design, implementation and outcome of programs. The ministry however reported that they are guided evaluations and reports conducted by the Ministry of Women Affairs. The Ministry of Women Affairs carries out

gender related evaluations across Puntland and inform all sectors on the findings and lessons learnt to provide a basis for making improvements in mainstreaming gender in development.

2.2.5 Identified gaps

The following gaps are identified in relation to the way the ministry integrated gender in its policies, projects and programs:

- The ministry lacks a dedicated gender unit or gender focal point to ensure systematic and effective gender mainstreaming in the ministry. Efficient gender mainstreaming in the ministry required the support of an internal gender unit or focal point.
 - Apart from the World Bank SIP project recommending a 30% quota for the women as an affirmative action, there is no other government led initiative for achieving gender equality and this is
- one of the reasons why women lack behind in public employment.
 - The ministry has not yet put in place a realistic and effective monitoring and evaluation mechanism that could inform the relevance, effectiveness, efficiency and impact of its work in gender equality and women empowerment.
 - It was observed that current laws and policies regarding management of the civil service have no specific provisions preventing sexual harassment, assault and sexual exploitation. Additionally, there is no confidential mechanism to report such violations.
 - Ministry's policies and plans lack specific gender priorities and targets.
 - There are no specific gender related trainings for staff.



2.3 Ministry of Health

2.3.1 Background and policy framework

According to the World Health Organisation's Gender policy (2002), the goal of gender mainstreaming in health is to contribute to better health for both men and women, through research, policies and programme which give attention to gender considerations and promote equity and equality between women and men. Gender mainstreaming is expected to increase coverage, effectiveness and efficiency of all interventions in the health sector. Further, it aims to promote equity and equality between women and men and ensure that interventions do not promote or perpetuate inequitable gender roles and relations.²³

In line with WHO gender manual, Puntland Ministry of Health (MoH) needs to address gender differences and discrimination in health institutions in the design of programs by adopting the following measures:

- Undertaking a **formal gender analysis** of the institution to identify gender inequalities in rules, resources, gains, activities and power.
- Developing an **institutional gender mainstreaming policy** that specify the goals of the policy and the activities that will be undertaken to address gender interests of staff and constituencies. The policy should also identify who will do what and when, the resources allocated, and the mechanism to monitor implementation of the policy.
- Establishing a **committee and mechanisms** to manage the entire

process and which involves all departmental heads as well as the leader of the organization.

- Ensuring that **institutional gender mainstreaming responsibility** is borne by both female and male staff at all levels, including at senior management level.
- **Education staff** to understand that gender inequality can result in violations of women's human rights and has negative impact not only on female staff but also on the organization and its overall work.
- **Enforcing existing policies** on sexual harassment in the workplace.
- **Changing policies and procedures** which are gender-blind or which support gender inequality such as hiring procedures that discriminate against women.²⁴

Several legal frameworks guide the work of the Puntland Ministry of Health. First, the Somali provisional constitution of 2012 stipulates the right to healthcare, including emergency healthcare even where there is lack of economic capability. Similarly, the Puntland State constitution of 2011 requires the government to "provide for preventative and curative public health care for all citizens and especially children and women". This is reiterated in the Puntland Health Policy Framework (2012-2017) that provides the overall framework and guidance for the management of health sector. The policy has adopted primary health care principles as the policy model

²³ TK Sundari Ravindran & Aarti Kelkar-Khambete(2007). Women's health policies and programmes and gender-mainstreaming in health policies, programmes and within health sector institutions. Available online at http://www.who.int/social_determinants/resources/womens_health_policies_wgkn_2007.pdf

²⁴ Ibid

for health for all and for strengthening its health system. The policy recognizes maternal, neonatal and child health as top priority areas of public health, as it also addresses complication of FGM and its negative impact on women's health.

This policy is unique in many ways as it was developed through an advisory group consisting of women groups, health professionals, parliamentary social affairs committee, experts and several key Puntland ministries. The advisory group worked to develop a draft public health policy, which was based on sound scientific evidence while at the same time focusing on clear government priorities and political commitment to equity. The policy however lacks specific gender targets.

To implement the health policy, MoH put in place many strategies, plans and programs. These include:

- National Malaria Prevention and Control
- Health Sector Strategic plan phase II (2017-2021)
- Public Health Law (Draft)
- Hygiene and Sanitation Policy
- Infant and Young Child Feeding Strategy
- Joint Health Nutrition Program
- National Human Immunodeficiency Virus (HIV) Program
- National Tuberculosis (TB) Program

These policies, laws, strategies and programs affect the people of Puntland in specific ways, especially women and children as primary beneficiaries of all ministry's interventions. As women and children seem to be the primary beneficiaries, the Ministry of Health takes particular measures to ensure that the

program/policy has a measurable impact on them. Indeed, this is reflected in their design, implementation, and monitoring and evaluation.

2.3.2 Project design

The ministry integrated gender issues at the design phase of its programs through stakeholders' engagement in validation of policies and programs. To bring focus on gender mainstreaming in health sector, the ministry includes in its advisory groups Puntland women affairs organizations to ensure that special concerns of women are considered in the design of health policies and programs.

The Puntland Health Strategic Plan (2012-2016) aims to "improve the health and wellbeing of all people of Puntland and to strengthen the health system to be more responsive to the health needs of the population." The strategy mission is to "accelerate the provision of health services delivered for the achievement of improved health status, made universally accessible, with special focus on women and children, where services are of affordable cost and assured quality, with effective community participation and inter-sectorial collaboration, driven by more effective use of available resources and by the implementation of health initiatives that involve both public and private partners"²⁵

The strategic plan comprises of six components that reflect the priorities for the health sector reform. These are: (a) Leadership and governance, (b) Human Resources for Health, (c) Health services, (d) Health financing, (e) Medicines and consumables, and (f) Health information. However, the six components of the plan

²⁵ - Health Sector Strategic Plan January 2013 – December 2016. P. 8

do not have specific gender targets nor (not either) gender sensitive indicators. For example, the component on health information does not have specific indicator that captures sex-disaggregated data. Similarly, the leadership and governance indicator require number of staff to be trained without mentioning the need to include both male and female staff be sex disaggregated.²⁶ However, the plan has a general focus on women and children.

Despite the inclusion of women related programs in the health sector strategic plan, the plan treats women as beneficiaries rather than recognize them as potential contributors to the development of the sector. The strategic plan does not involve men in family health issues and behavior change. However, there are measures to ensure that women are offered opportunities for higher management positions and that women participate in decision-making bodies such as health facility boards.

2.3.3 Project implementation

The ministry officials believed that ministry of health management policies and practices promote non-violence, non-discrimination, equal opportunity, and gender equality at work therefore fostering safer and more gender equitable work environments. The staff added that the ministry currently employs more than 3,000 staff, 70% of which are female. This high level of women employment in the health sector is attributed to the adoption of a flexible time policy (especially for pregnant women and breast-feeding mothers), official breaks for breastfeeding mothers and official childcare leave within the ministry. The beneficiaries of most of the ministry gender equality programmes are mostly

women and children. The ministry employs many midwives, nurses and nutritionists, professional areas that mostly attract women. This increases the number of female staff in the ministry.

The awareness campaigns and education programs of the ministry eliminate gender stereotypes and empower women to take charge of their sexual and reproductive lives needs. This study learnt that the ministry has developed strategies to bring services as close as possible to the community. Indeed, the ministry implements women-centered reproductive health services at the lowest levels i.e. health post and dispensary. The aim is to increase the range of services on reproductive health and to inform, educate and counsel women to enhance their control over their health needs.

The ministry incorporates mechanisms to ensure gender balanced representation and participation in health activities and decision-making processes. For example, targeted awareness outreach activities are conducted to increase women's participation and benefit from health services. The ministry has also focused on creating and circulating documents that are gender sensitive, with images of women doctors, nurses, midwives, etc.

However, it is not clear how far the ministry has built capacity within its staff and among stakeholders to ensure gender-responsive project implementation and continued integration of gender perspective in the health sector. The study was informed that the ministry has not conducted specific gender trainings for staff and it relies on training in health ethics. Similarly, the

²⁶ Ibid 60

study did not identify a dedicated gender unit for gender mainstreaming but instead the ministry reported that there is gender focal point for each project. There are no specific financial resources set aside for gender equality work such as gender training or implementation of gender programs within the ministry.

The ministry officials did not have sufficient information on practice and tools for conducting gender analyses and therefore such analyses were not incorporated in the design of programs and projects. This suggests a technical capacity gap in gender mainstreaming

Another observation made by the study was the lack of clarity on how the ministry addresses gender mainstreaming in the private health sector that is big and requires special attention from the ministry as regulatory body. There is information on public and private health services situation in Puntland including the challenges and constrains faced in providing quality health care. What is lacking is the information on gender constrains and opportunities in the private health sector.

2.3.4 Monitoring and evaluation

The ministry publishes sex-disaggregated qualitative and quantitative data and indicators that monitor the process and outcomes of health programs/projects. The data comes from monthly, quarterly and annual reporting mechanism, meetings and field visits conducted by the ministry. This data helps ministry decision makers to make decisions and correct errors. To monitor gender mainstreaming, the ministry uses the same data to assess how gender needs are reflected in the implementation of programs.

However, there are still weaknesses in the monitoring which primarily stems from the lack of coherent and reliable gender sensitive indicators and baseline data in the ministry monitoring and evaluation frameworks that would allow proper measurement of gender-related outcome and expected results. Therefore, there is need to develop gender markers, a gender policy, or gender guidelines or checklist at the ministry level to ensure gender mainstreaming of all projects and programs.

Mr. Idiris Abdullahi Mohamed, indicated that whilst the present health information system lacks adequate sex disaggregated data and analysis to reflect gender status on health sector, the ministry is working towards a new way of data collection. The Ministry is working to establish the Puntland National Health Data Warehouse to develop standardized framework for the information to be collected including methods for processing, analyzing, compiling and interpret the results, and presenting and disseminate the findings to stakeholders at all levels.

At the present, the ministry utilizes ad hoc data collection and lessons learnt from previous projects to design and implement changes and correction to Phase II of the health sector strategic plan.

2.3.5 Identified gaps

The following gaps are identified in relation to the way the Ministry of Health integrated gender in its policies, projects and programs:

- There is lack of specific gender trainings for staff, especially trainings on gender mainstreaming in the health sector. The ministry relies on health ethics training.

- Despite the scattered gender focal points attached to the projects, the ministry lacks a gender unit or lead unit tasked with gender mainstreaming responsibility in health programs.
- There is lack of clarity over gender indicators in in the ministry’s strategic plan.
- The national level health demographic survey has not yet been conducted and hence no effective monitoring of health-related indicators in the National Development Plan.

2.4 Ministry of Planning and International Cooperation

2.4.1 Background and policy framework

The Puntland’s Ministry of Planning and International Cooperation (MoPIC) is responsible for implementing Puntland national development plans and state level policies. The ministry guides institutions on budgets and the ministry translates government commitments to women into practical gender equality actions.

The main document that guides the work of the ministry is the Somali National Development Plan which promotes gender equality and women’s empowerment and recognizes the role women have played and will continue to play in politics, community mobilization and peace building in Somali. The development plan also recognizes women’s vital role in supporting peace and human security.

Similarly, the revised Puntland Second five-year development plan (2017-2019) guides the work of the ministry. The plan provides for ending gender disparity of any form to achieving gender equality and delivering positive development outcomes. It pays attention on gender equity at various levels of authority to improve women’s decision-making powers. The plan also requires government to ensure employment of women in various public

sectors including the justice sector .

The two plans indicate that national planning and development at the federal and state level are not “gender blind” and have priorities and targets that accommodate gender equality needs. These national plans are expected to bring different outcomes for women and men at macro, mezzo and micro-levels. The way in which government generate and allocate resources affects the wellbeing of individual members of the population as well as the development of the country. Sound macroeconomic policy plays an important role in improving living standards and economic opportunities for the population in general and particularly for women.

2.4.2 Project design

The ministry identifies gender problems by examining the status of gender within the project’s sphere of activity. For example, the ministry requires that each project track project activities and impacts by collecting sex disaggregated data. The ministry compiles and analyses gender related information for ensuring inclusion of gender issues into the major state planning processes, budgeting, and macro-economic policies.

During design phase of the national

development plan for instance, special workshops were conducted for women groups in collaboration with the Ministry of Women at Puntland and at federal level to understand the interests of women. The National Development Plan takes special interest on women who account for half of the population.

The ministry engages key women's organizations, such as FAWESOM, WAWA, SAMOFAL, TALOWADAG in the design of all projects led by the ministry to ensure that all projects take account of women issues and accommodate their expressed needs.

2.4.3 Project implementation

The Puntland Ministry of planning has expressed the intention to attain gender equality through gender mainstreaming in the Puntland development plan and has taken steps in advocating for establishing policies and institutional mechanisms for gender mainstreaming. Despite the challenges in gender mainstreaming, the ministry integrates gender consideration in development process through the budgeting and planning process to attain the development inspirations reflected in the revised Puntland five-year development plan (2017-2019).

The ministry is involved in the promotion of gender sensitive programming to ensure that all gender issues are captured in the state level and federal level development plans.

The Ministry statistics unit is working to produce a gender booklet that will present statistics and other information reflecting the current realities and dynamics of gender in Puntland. The project is being carried out in collaboration with the Ministry of Women Affairs and it intends to improve

government decision-making regarding gender.

The ministry also prepares 'Puntland Women; Trends and Statistics' which is a survey intended to present the status of women in Puntland by focusing on five areas: Education, Health, Governance and leadership, Gender Based Violence and Economy. These projects help the ministry to ensure that all government interventions consider gender perspectives. The ministry is part of key government actors in the World Bank funded Strengthening Institutional Performance (SIP) project and has advocated to fulfil the 30% quota for women employment according to the milestones of the Puntland Five Year Development Plan which emphasis gender equality in the public-sector employment.

However, no specific gender trainings for the ministry staff were reported during the assessment.

2.4.4 Monitoring and evaluation

The ministry conducts general monitoring of all programs and projects of government institutions through coordination meetings and steering committees chaired by the ministry. Monitoring and coordination mechanisms with government institutions allow the ministry to align government interventions with the national and state level priorities including gender priorities.

The ministry has a Monitoring and Evaluation (M&E) department that is tasked with monitoring of project to assess how far implemented activities are contributing to the intended objectives. According to the Director General of the Ministry Mr. Hussein Abdi Jama "all findings and lessons learnt from the evaluation including those regarding gender are considered during the next planning process and in

the design of new projects.” However, he admitted that there are no specific tools for assessing project impacts on gender. The M&E department presents the link in the national planning process. It participates in formulating policies, public plans and sectorial programs in cooperation with other departments in and outside of the ministry and with other government ministries. Through this process, the ministry conducts evaluation that allows measurement of the impact of development project including assessing gender impact of the projects.

However, the ministry does not have designated gender focal points except the statistic department which has number of gender focal points and for this reason the ministry involves the Ministry of women affairs and women organizations matters affecting

women during evaluation of programs.

2.4.5 Identified gaps

The following gaps were identified in relation to the way the Ministry of Planning and Internal Cooperation integrated gender in its policies, projects and programs:

- There is no gender focal point or any designated focal person with the responsibility of coordinating gender mainstreaming at the ministry level.
- There are no specific monitoring and evaluation tools for assessing gender impact on projects at the ministry level.
- The staff of the ministry lack gender mainstreaming related trainings and the issue of gender mainstreaming is not included in their appraisals.

3. Conclusions and Recommendations

3.1 Conclusions

The Ministry of Education has made great strides in expanding education and narrowing the gap between male and female enrolments in education through a wide range of programs geared towards gender equality in the sector. Disparity however remains in the number of male and female teachers in schools and universities. The ministry still needs to incorporate a gender dimension in ministry’s staff performance appraisals and ensure that staff understand gender issues and integrate these gender skills in their day-to-day work.

The Ministry of Labour, Youth and Sports has made substantial progress in integrating the needs and interest of women including adjusting the recruitment process to accommodate the unique needs of women and are making good

efforts to implement 30% quota for the women affirmative action. Still, the study highlighted many challenges including the lack of a dedicated gender unit or gender focal point, a large gap between men and women in public employment, the lack of an effective monitoring and evaluation mechanism that could inform the relevance, effectiveness, efficiency and impact of ministry work in gender equality and women empowerment, the lack of provisions to prevent sexual harassment, assault and sexual exploitation in the civil service, and the lack specific gender priorities and targets and gender related trainings for staff.

Ministry of Health has taken concrete strategic steps to ensure gender equality in the health sector including aligning its work to key gender frameworks, developing

a health policy in close consultation of women organizations and incorporating women in its advisory groups among other measures. However, as with the other ministry, the ministry still faces many challenges in mainstreaming gender in the health sector. These include lack of a national level health demographic survey for effective monitoring of health-related indicators in development plans, lack of the clear gender indicators in the ministry's strategic plan, lack of gender specific training for staff and lack of gender lead unit.

Ministry of Planning and International Cooperation is the lead Puntland government agency in charge with ensuring that development is equitable. The ministry compiles and analyses gender related information to ensure that state economic policies and planning and budgeting processes are gender inclusive. The ministry requires that all project collecting sex disaggregated data and track gender impacts of project activities. The ministry engages key women's organizations in the design of all projects to ensure that projects take account of women needs and interests. The ministry further aims to provide data and statistics on the status of Puntland girls and women in Education, Health, Governance and leadership, Gender Based Violence and Economy. The ministry however faces several challenges in mainstreaming gender. These include lack of a gender unit to coordinate gender-mainstreaming work in the ministry, lack of monitoring and evaluation tools for assessing projects gender impact at the ministry level and lack of staff training on gender mainstreaming.

3.2 Recommendations

Based on the results of the study and the conclusions drawn, this study made several general and specific recommendations that will contribute towards gender mainstreaming in the four ministry and other public institutions in Puntland.

The following general recommendations were made which apply to the four ministries and other public institutions in Puntland.

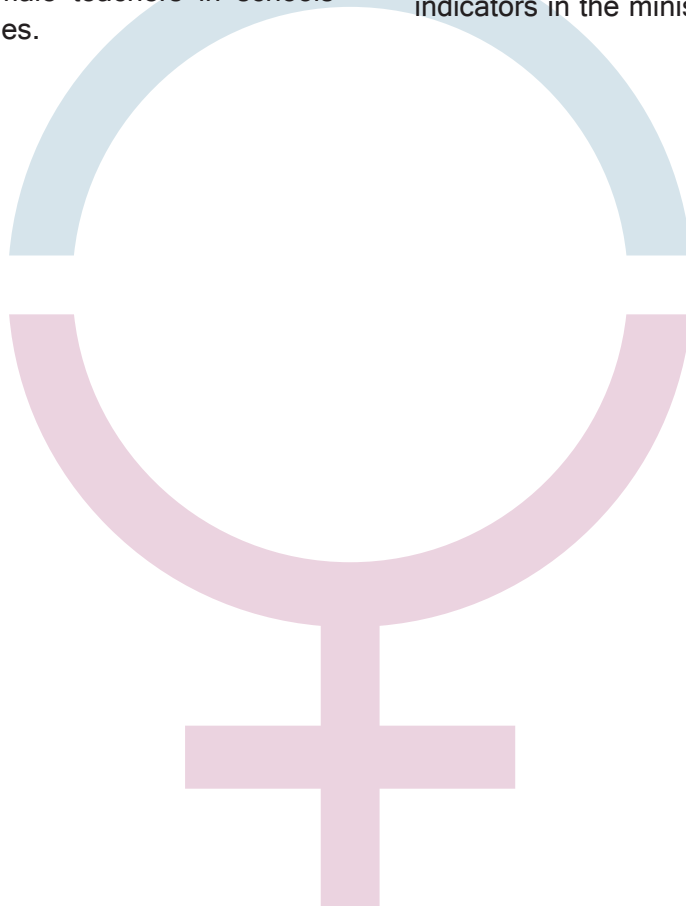
- Effective monitoring and evaluation system: Public institutions should ensure they implement an effective monitoring and evaluation mechanism with specific gender priorities and targets that will inform the relevance, effectiveness, efficiency and impact of their work in gender equality and women empowerment.
- Gender training and capacity building: Public institutions should build their institutional and staff capacity in gender mainstreaming through targeted and continuous training on gender and gender mainstreaming so that staff acquire gender skills. Staff appraisal should include gender related issues and skills in monitoring and evaluating gender impact of public project and programs.
- Integrate gender at all project stages: Public institutions should integrate gender perspective at all stages of the project, from design to implementation and finally in monitoring and evaluation.
- Gender action plans: Public institutions should prepare clear gender action based on their work plans and in line with related development plans that touch on their areas of work including

Federal and State development plan.

- Gender unit and focal persons: Public institutions should ensure that they establish gender unit or appoint gender focal points to take responsibility of mainstreaming gender issues in the institutions. These should also be allocated adequate resources.
- The Ministry of Labour, Youth and Sports should address the huge gap between men and women in public employment. It should also implement measures and provisions to prevent sexual harassment, assault and sexual exploitation in the civil service.
- The Ministry of Health should undertake a national health demographic survey to provide basis for effective monitoring of health-related indicators in development plans. The ministry should also address lack of the clear gender indicators in the ministry strategic plan.

The following specific recommendations were made by the study.

- The Ministry of Education should address the disparity in the number of male and female teachers in schools and universities.



Annex 1: Interview guiding questions

GENERAL INFORMATION

Title of the legislation / public policy / programme* (“THIS”):

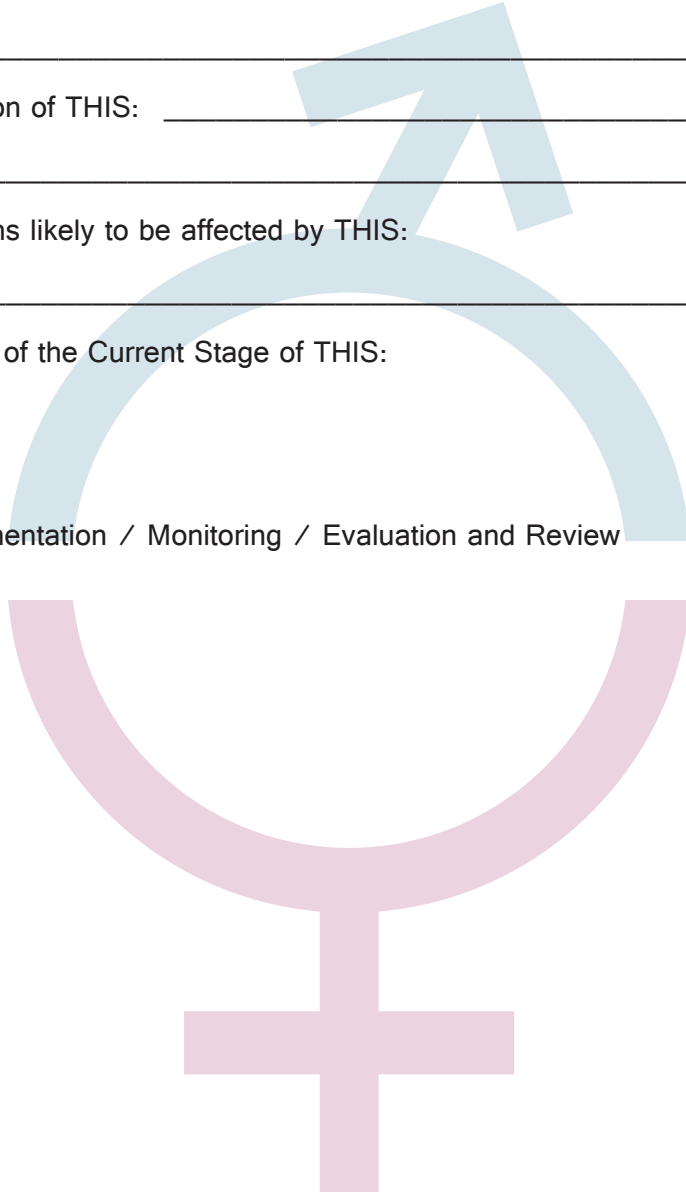
Policy area: _____

Outline description of THIS: _____

Groups / Persons likely to be affected by THIS:

Brief Description of the Current Stage of THIS:

Design / Implementation / Monitoring / Evaluation and Review



I. DESIGN

Compilation and analysis of gender information

1. Prior to designing THIS, have sex-disaggregated data been collected and considered regarding those likely to be affected?
2. Do the data show gender differences or gender interactions with the following socio-economic variables:
 - age
 - education
 - ethnic origin
 - family status
 - income group
 - others (please specify: _____)
3. Please provide a summary of such data on the above.

Women's Participation

4. Have any of the following been consulted about the gender impact of THIS:
 - (a) Gender specialists (e.g. Women's Commission, gender research centres, individual gender experts, and Women's Division of HWFB)
 - (b) Relevant statutory bodies
 - (c) Non-governmental organisations
 - (d) Women's associations
 - (e) Women² likely to be affected positively / negatively* by THIS
5. Please provide names of those consulted and a summary of their views.

Considering women's specific needs

6. Have specific needs of women and gender issues been identified, considered and integrated in designing THIS?
7. Does THIS require any specific reference to women?

Considering impact on women

8. Will women or any sub-groups of women be affected differently from men by THIS? In a positive or negative way? P / N*
9. Will THIS, in any way (directly and indirectly, in the short, medium and long-term), promote and ensure the elimination of discrimination of women by :

- (a) improving upon any previous legislation / public policy / programme that was discriminatory or disadvantageous to women;
- (b) establishing legal and other protection of the rights of women;
- (c) strengthening women's decision-making role;
- (d) increasing women's access to and control of resources; or
- (e) contributing towards empowerment of women?
- (f) any other way, e.g. _____

10. Will there be any restrictions or limitations, even of a temporary nature, imposed on women (or sub-groups of women) by THIS?

II. IMPLEMENTATION

Public education and promotion

11. Has the promotional content of THIS been presented in a gender-sensitive manner?
12. Has the medium of promotion (e.g. venues, channels or time slots) effectively reached women?

Impact on women

13. Have women or any sub-groups of women been affected differently from men during the implementation process of THIS, e.g. eligibility, level of benefits, accessibility, or availability of support facilities? In a positive or negative way?
14. Have there been any special measures to address women's needs during the implementation of THIS?

III. MONITORING

Compilation and analysis of gender information

15. Have sex-disaggregated data and indicators (qualitative or quantitative) been compiled to monitor the process and outcome of THIS?

Inclusion of gender issues

16. Have gender perspectives and women concerns been included in the monitoring mechanism?

IV. EVALUATION AND REVIEW

Gender analysis of the impact on women

17. Has gender analysis been conducted to evaluate and review the design, implementation and outcome of THIS?
18. Have the evaluation systematically identified and addressed gender issues?
19. Have any of the following been consulted during external evaluation (if applicable) of THIS:

- (a) Gender specialists (e.g. Women's Commission, gender research centres, individual gender experts and Women's Division of HWFB)
- (b) Relevant statutory bodies
- (c) Non-governmental organisations
- (d) Women's associations
- (e) Women being positively or negatively* affected by THIS

20. Has THIS, in any way (directly and indirectly, in the short, medium or long-term), resulted in:

- (a) improving upon any previous legislation / public policy / programme that was discriminatory or disadvantageous to women;
- (b) establishing legal and other protection of the rights of women;
- (c) strengthening women's decision-making role;
- (d) increasing women's access to and control of resources; or
- (e) contributing towards empowerment of women?
- (f) any other way, e.g. _____

21. Have there been any restrictions or limitations imposed on women or sub-groups of women?

22. Have staff who are responsible for reviewing the evaluation reports ensured gender-related omissions and successes in THIS are reflected?

Future planning

23. Have the evaluation findings been used to enhance gender-sensitivity in future planning, implementation and monitoring processes of THIS and related legislation/public policy/programme?

V. GENERAL

Staff sensitivity and capacity building

24. Is there a gender focal point (a designated person or team) for THIS?

25. Have relevant staff responsible for the following been briefed or given training on gender issues? If so, please specify or give details.

- Design _____
- Implementation _____
- Monitoring _____
- Evaluation _____

26. Will there be monitoring mechanism to appraise staff's gender sensitivity, e.g. self and other's evaluation or customer feedback?

27. Is gender neutral / sensitive language used throughout the legislation / public

ABOUT SIDRA

SIDRA is a registered independent,
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Analysis Think Tank based in
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OUR MISSION

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