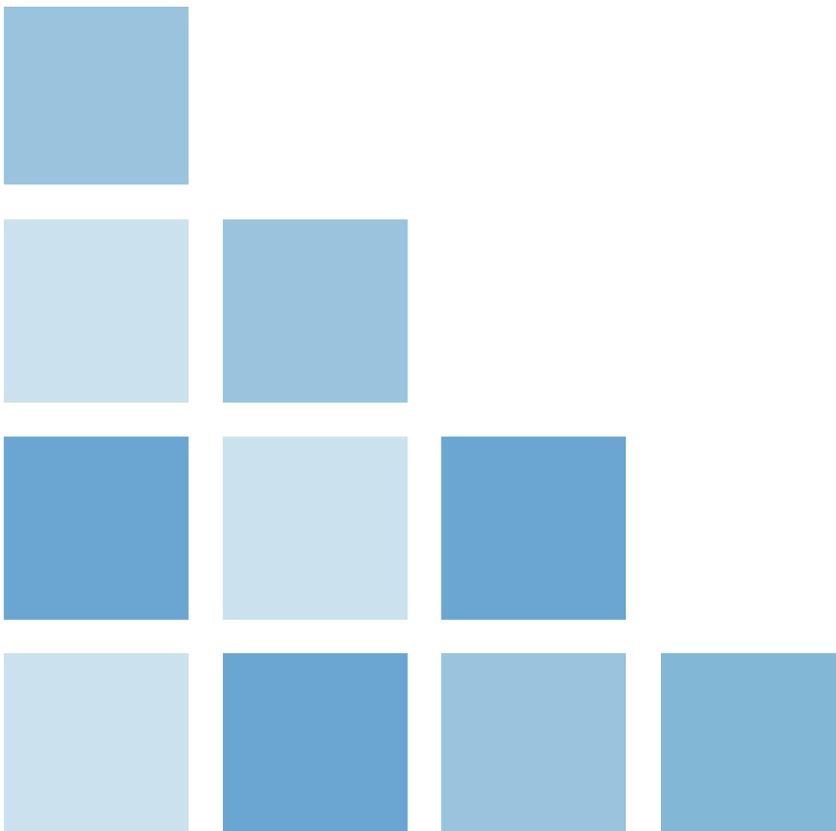


Engendering Gender-Centred Inclusivity in Somalia's National Development Planning and Partnership Agreement Development Process

Workshop Report

11-Dec-2017



Engendering Gender-Centred Inclusivity in Somalia's National Development Planning and Partnership Agreement Development Process

Workshop Report

Executive Summary ¹

Participant discussions revealed stakeholders hold varying degrees of understanding, and often misperceptions about the New Deal implementation and varying depth of knowledge and experiences on how to appropriately and effectively implement a gender-responsive national policy. Though Somalia's pre-Compact consultations were gender inclusive, national actors lost their representative voice during negotiations at the national and global level. Gender was 'crushed into' the Compact as a cross-cutting rather than a stand-alone issue, and consequently, no 'crumbs' fell to people on the ground. Development partners and the government considered gender in discussions, but none prioritised or sufficiently funded efforts to implement it, with any measure of accountability.

Somalia's National Development Plan should be supported by a guided multi-pronged gender-equality and women's empowerment implementation framework or risk a failed effective gender inclusion agenda. The continuous facilitated dialogue between the tri-partite – development partners and donors, the government and civil society organisations on policy issues and implementation challenges and opportunities is critical to successful implementation of gender-aware peacebuilding, statebuilding and development efforts; and to solidify local ownership. A gender-aware implementation strategy is best pursued through a combination of gender mainstreaming efforts; stand-alone interventions on gender; accountability measures and positive pressure from donor and development partners to incentivise inclusivity; and technical support to a strategically positioned Working group on Gender Equality and Human Rights (Working Group 9).

Recommended next steps include: (1) engage a consultant to evaluate the priorities identified at the workshop and to develop sector specific guidelines for engagement; (2) establish a mechanism or process to centralize and improve access to information for all stakeholders; and (3) Support future face to face and online engagement geared at capacity building, knowledge and resource exchange and to sustain momentum for consistent GEWE dialogue between the NDP and the New Deal partners.

Background & Introductory Remarks

1. Somalia is one of the g7+ countries in which the New Deal has had considerable traction in informing both donor and government priority setting processes. Somalia developed a National Development Plan, which replaces earlier Somalia New Deal Compact. A development partner agreement is being negotiated to ensure much of the development architecture founded around the New Deal Goals and principles, that brought development partners and government to monitor implementation, remains in place, even if the New Deal language has been dropped. Ensuring that the substance (inclusive peacebuilding) and not just the form of the principles remains, will be a challenge moving forward. Ensuring that all stakeholders are included, in particular: civil society actors (in their many configurations) are included, will be important to ensuring this.

¹ Report written by Love Odih Kumuyi, independent policy specialist and expert mediator. The views expressed in this report are those of the rapporteur and do not necessarily reflect those of the OECD or its member countries. This report has benefited from funding from the European Union.

2. In Somalia, the Ministry of Women and Human Rights Development, has already initiated considerable discussions and activities around how best to integrate gender (and human rights) in the implementation of the National Development Plan (2017-2019): A specific pillar and corresponding working group on gender & human rights have just been established and there are efforts to complement this with a system of focal points in other pillars to facilitate mainstreaming.
3. On the invitation of Somalia's Minister for Women and Human Rights Development, a workshop to support the engendering of the implementation of Somalia's National Development Plan was held at the United Nations Office in Nairobi. The one-day event was co-organized by Government of the Federal Republic of Somalia; the Civil Society Platform for Peacebuilding and Statebuilding (CSPPS); The International Dialogue for Peacebuilding and Statebuilding; United Nations Development Programme (UNDP) - Somalia Country Office; and the New Deal Implementation Support Facility, New York.
4. Participants included representatives from Somali civil society organisations with a strong focus on gender equality and women's empowerment, Somali Government officials including from the office of the Aid Coordination Unit, UN Women, and a donor partner from Sweden.

Summary of Remarks

5. H.E. Deqa Yasin, Minister for Women and Human Rights Development, expressed a need for partners and donors to make good on the promise of that the New Deal is a truly new way of doing business for the financing of development interventions. While the New Deal Compact of 2014-2016 was conceptualised around the idea of mainstreaming gender, there were significant gaps during the implementation phase.
6. With decades-long experience working closely with civil society organisations on gender equality and women's empowerment issues, the Minister has, and continues to strongly advocate for proper gender integration into the New Deal framework implementation at the global and national level.
7. The National Development Plan 2017-2019 presents a fresh opportunity to, through strong partnerships, strengthen the implementation of an inclusive New Deal. Somalia's NDP includes six pillars and within those pillars, 15 sector specific sub-committees. The plan originally clustered the sub-committees into eight working groups to convene dialogue to support implementation. Through the vision and advocacy of Minister Deqa, Working Group 9 on Gender and Human Rights was established, to ensure effective mainstreaming across the other eight working groups while also undertaking dedicated gender and human rights actions not otherwise addressed elsewhere in the plan.
8. The Minister concluded with sharing a strong interest in using the outcomes and recommendations from the workshop as the starting point for continuous and consistent engagement between civil society, international partners and the government.
9. IDPS Head of Secretariat Kathryn Nwajiaku acknowledged that until now, gender had been a blind spot for the platform. At the global level, there is some awareness of the importance of mainstreaming gender - expressed through several agreements. The sentiment, however, does not filter down into implementation. Consequently, IDPS is supporting, with renewed commitment, efforts to concretely mainstream gender at the local level, in Somalia and across g7+ countries.

10. UNDP Somalia Gender Specialist and Head of Cross-cutting unit, Victoria Nwogu, emphasised that any development plan that fails to include gender effectively is not addressing development. This is buttressed in the SDGs which not only integrate gender targets and indicators in all the goals, but also has a stand-alone goal on Gender. Realizing these goals in practice will require all key actors; including development and donor partners to be knowledgeable of the nuances of gender inclusion at the local level. For Somalia, this means a prioritisation of women's participation and integration of their voices and perspectives into planning, design and implementation of all programmes and policies. While Somalia's NDP is progressive and ambitious (one of the first national development frameworks to fully incorporate the Agenda 2030), it must be backed by a concrete gender-responsive results framework for financing and measuring the plan to ensure accountability.
11. CSPPS Head of Strategy Peter Van Sluijs highlighted the synergies between Somalia's NDP and the U.N.'s Agenda 2030. The latter being another framework that supports a gender inclusion agenda with a stand-alone goal of Gender equality as well as mainstreamed gender priorities and indicators across the other 16 Global Goals. Van Sluijs also made a presentation on behalf of Cordaid, to introduce a new toolkit on gender mainstreaming.

Objectives and Structure

12. To achieve the workshop's objective of developing concrete guidelines on how to effectively translate commitments to gender inclusion into effective implementation, participants engaged in a series of facilitated plenaries, small group and guided brainstorming sessions.
13. The sessions included (i.) a reflection on the process of mainstreaming gender into Somalia's New Deal Compact 2014-2016 (ii.) a refresher on approaches to gender-mainstreaming and best practice entry points for gender inclusion (iii.) brainstorming how to integrate gender into Somalia's National Development Plan; and (iv.) brainstorming how to strengthen gender in the existing structure of the Partnership Agreement.
14. The workshop program was developed in partnership with UNDP and IDPS staff and discussions facilitated by – Love Odih Kumuyi, independent policy specialist and expert mediator

Lessons from Somalia's experience advancing gender equality/sensitivity in the Compact 2014-2016

15. Participants perspectives on the **strengths and achievements** of the New Deal in Somalia and efforts to mainstream gender include:
 - The ND framework is understood locally as an inclusive platform where all stakeholders, in principle, are on a level playing field. The framework is valued for its ambition to do the business of development financing more effectively. In that, it promises responsive and flexible use of aid with the potential to reach grassroots efforts and enable local ownership.
 - ND provides solid policy framing for development planning and supports the conceptualisation of a tailored national development agenda.
 - At the formative stage of Somalia's Compact, proposals were informed by inclusive consultations and gender was considered a stand-alone issue because of Somalia's unique history of disenfranchised women.
 - ND can be credited with some of the gains in advocacy for increased political representation of women in politics, however little is known to what degree.

16. Limited multi-stakeholder dialogues that resulted in poorly communicated objectives, the purpose and expected outcomes of the New Deal, as well as weak implementation strategies lacking in inclusivity, were some of the themes identified by discussants as **challenges and gaps** of the Compact:
- Considerable media publicity about a successful donor conference in Brussels and news of substantial sums of donor pledges to implement Somalia's Compact brought significant euphoria and hope for rapid national development. However, optimism quickly turned into disappointment and cynicism. Because, unknown to the wider Somali population, the majority of the funds were already earmarked and the significant amounts of financial resources used for logistics. The miscommunication and misconceptions resulted in decrease trust in the New Deal framework and international partnership agenda. Somalis perceive the framework as one where local communities, especially women, do not stand to benefit from even the 'crumbs'.
 - While gender was prioritised during the consultation process because of a robust women-driven civil society movement, at the global level where key-negotiations take place and agreements are made, gender was dismissed as a stand-alone issue. Further, any hope that gender equality would be included as a cross-cutting issue in the implementation phase was lost because the Compact lacked accountability mechanisms ensure specific resource allocation and monitoring and evaluation structure.
 - From a technical point of view, ease of access to aid, and flexibility of finance systems proved to be less agile and responsive than expected, raising questions among civil society organisations on whether the New Deal can, in fact, do business differently.
 - Competing priorities of development partners and the government resulted in decreased attention to many issues of importance to civil society, such as actions to secure gender inclusion and child protection. Consequently, there is disproportionate attention to, and investment in security and military focused activities under the New Deal Compact's pillar of Inclusive politics. Furthermore, security-focused programs fail to sufficiently include gender-aware perspectives and appear to deprive funding of other more inclusive investments such as community dialogue, mediation, rehabilitation and reintegration.
 - Somalia lacks the legal frameworks and critically needed legislation, to effectively implement gender-aware processes and policy. For example, the absence of electoral laws and regulations may have adversely affected the participation of women in political processes at the national level.
 - Overall, discussants agreed that the framework assessed the effectiveness of gender inclusion efforts too late into the implementation phase, at a stage where course correction would be of null-effect.

Implementing a Gender-Responsive National Development Plan

17. Somalia's NDP includes six pillars and 15 sub-committees. The Pillar themes align with the principles of the ND framework and include (1) Consolidating Peace, Inclusive Politics, Security and Rule of law; (2) Building Effective and Efficient Institutions; (3) Building foundation for rapid, inclusive and effective institutions; (4) Building Social Capital (5) Restoring and Protecting Infrastructure; and (6) Building National Resilience Capabilities. The pillars cover issues ranging from politics, law enforcement, public and private sector development, trade and productivity, education, infrastructure, energy, environmental protection and humanitarian response. **Gender development is one of four sub-committees under Pillar 4 – on Building Social Capital.** While some of the other pillars express a recognition of the need to be gender-sensitive, few express targeted and measurable objectives.

18. Somalia's NDP divides the pillars and subcommittees across eight working groups to support effective implementation. Minister Deqa successfully advocated for a dedicated working group on gender equality and human rights. Working Group 9 has a core function to ensure that gender is appropriately and effectively addressed across all Pillars and through stand-alone interventions.
19. Following extensive discussions, the following **recommendations** are submitted to guide a more effective gender-responsive implementation of the NDP:
 - a. Consistent and continuous engagement between donors and development partners, CSOs and the government in facilitated workshops and other forms of dialogue interface is critical to building bridges that will support an effective and cohesive implementation of a gender-responsive NDP.
 - b. The New Deal partnership will benefit from increased visibility and communication with people at the grassroots level. Increased transparency of what the ND process is, how resources are allocated or can be accessed can potentially rebuild public trust in the ND framework.
 - c. Development and donor partners working at the global level must recognise the nuances of an inclusion agenda, specifically that in the case of Somalia, civil society widely understands a gender inclusion agenda to be 'Women's inclusion' owing to the historically entrenched disenfranchised status of women. While there may be a consideration for men as effective allies, there should be a recognition that men can so be potential spoilers of gender inclusion efforts, accordingly justifying the need for stand-alone interventions and dedicated resource allocation for women.
 - d. Donors, and especially those with a feminist foreign policy agenda, can and should advocate for more concrete and quantifiable gender commitments at global negotiations and during the implementation phase.
 - e. Decentralized New Deal implementation to increase local ownership: while gaps in capacity to implement may exist at the local level, international partners must engage in true partnership by making quantifiable commitments to locally building technical capacity for implementation, monitoring and evaluation. Development partners must strive towards more balance in staffing local projects, not in numerical and gender composition but vertically by building the capacity of talent from the global south to assume mid to high-level management roles and ensure sustainability of initiatives and promote locally owned change.
 - f. Appropriate and effective gender-responsive implementation of the NDP requires the inclusion of technical gender advisors with skills on how to strategically integrate gender-responsive budgeting, legal frameworks and policy development, into non-gender focused sectors such as security and justice, public sector regulations, infrastructure planning and development, energy, environmental conservation and climate action. To avoid silos and ensure gender is effectively mainstreamed, technical advisors on gender within Working Group 9 should work in conjunction with the other working groups and develop partnerships within other pillar sector areas and within the Aid Coordination Unit.
 - g. Development partners and donors should take swift action to support initiatives already in motion, and ensure gender-inclusive components are not left behind. **The Minister identified the Civil Service and Labor laws that are scheduled to be passed in parliament within the first quarter of 2018- as a key area in need of urgent support.** Other initiatives of the National development plan include the constitutional review process, drafting of election laws, child protection policies and the creation of the national statistics platform need urgent attention to ensure that legal instruments and regulatory mandates are not developed and implemented without integrating gender perspectives -measures from the start.
 - h. Development partners and the government can support gender-responsive implementation by developing, in collaboration with Working Group 9, **stand-alone interventions to ensure key**

issues that do not lend themselves to mainstreaming, are not left behind. For example, on FGM, support for a parliamentary Caucus for Women and networks of women in the security sector.

- i. To inform planning at the national level, development partners and the government must engage in more gender-aware data collection on achievements and gaps. There are little-known data on national or local development changes that can be exclusively credited to the NDP. Data collected should be used to develop a user-friendly, interactive online mapping of civil society organisations and development partners, pillars and sectors of focus and a knowledge platform for sharing resources, network expansion and partnership development.
- j. At the global level, development and donor partners with implementation oversight should shift towards a more balanced evaluation framework for the partnership. In addition to assessing impact, achievements and outcomes, develop a more robust process monitoring framework to capture process from conceptualisation to evaluation. Process monitoring can increase an understanding of what works, how and why and benefit civil society efforts to scale, improve, share lessons- particularly in Working group 9- and across all working groups implementing the NDP.

Engendering the Partnership Agreement

20. Negotiated and developed in May 2017, the Partnership Agreement offers opportunities for increased coherence and coordination between Somalia's NDP and the ND framework. **As written, the agreement is gender-blind.** However, it offers flexibility to translate the principles and objectives into a gender-responsive implementation structure.
21. Reflecting on best-practices and entry points for gender mainstreaming, workshop participants engaged in small group discussion and proposed the following recommendations on how to ensure a more gender-responsive partnership agreement.
22. Donors should develop and implement budgetary quota commitments for resources and funding allocations to gender equality and women's empowerment initiatives meet a pre-agreed standard. The United Nation's Secretary General's baseline for gender-commitments calls for a 15% allocation from all budgets, while Donor partners like Sweden are committed to 50% using Partnership Principle. Donor partners are well-positioned to advocate for specific budgetary commitments by the government in Working Groups 1-8 and support the implementation of priorities identified by Working Group 9.
23. Government and development partners should engage in inclusive design and implementation processes with measurable and targeted efforts to develop; complimented with increased gender-sensitive technical staffing across public and private sector industries.
24. The Ministries of Finance and Planning, Women and Human Rights Development are strategically positioned to support gender-responsive approaches to national projects and programmes by advocating for the inclusion of gender experts and technical advisors across sectors.
25. The International Dialogue, Civil Society Platform and UNDP should build on the outcomes of the workshop by supporting the organisation of future workshops where stakeholders can engage in a deep-dive on to:
 - a. Develop and document a common stance and dedicated lobby proposal for a gender-responsive implementation and women's inclusion strategy for the NDP.

- b. Build on identified priority areas where activity is already in motion at the national level and lacks the gender/women's inclusion component, by supporting technical capacity to **conduct a gender-review of the draft Civil Service and Labor Laws, Election laws, and identify gender specific targets and priorities for public and vocational education and healthcare.**
- c. Integrate gender budgeting into the Use of Country Systems and Aid Coordination Unit.
- d. Develop key data collection priorities for integration into a monitoring and evaluation framework for the NDP.
- e. Develop key data collection priorities for integration of gender-responsive analysis in the national data and statistic machinery.

26. Donor partners should renew, through a review of aid delivery systems, a commitment to flexible, and responsive aid that 'hit the ground' quickly.

Recommended Next Steps

27. Engage a consultant to support the follow up of the workshop. The consultant will be tasked to **evaluate the targets and priorities identified at the workshop with a view to developing sector specific guidelines** on areas where action can be taken by the relevant stakeholders.

28. **Establish a mechanism or process to centralize and improve access to information for all stakeholders.** Workshop participants emphasized a lack of access to information – Civil Society representatives indicated an interest in being more informed of the tools and initiatives being undertaken by development partners and the government, while donors expressed an interest in clearer visibility of local CSOs and initiatives. Consequently, it will be beneficial to **create website to:**

- a. Visualize through an interactive map in user-friendly language, government, civil society and development partner led efforts to mainstream gender in the New Deal and NDP. The map should be organized by geographic region and issue focus.
- b. Provide links to available resources such as capacity building tools, calls for proposals and learning resources
- c. Connect national counterparts with development and donor organizations and increase visibility of projects. The web-page should include a user-friendly presentation of past, current or future projects, and for ease of contact, the focal persons or departments with oversight for the initiative.

The website should be open to the public and publicised as tool that promotes transparency and accountability through increased access to information. Additionally, the website should be updated on a quarterly basis to ensure that embedded links are still active and named focal persons are current.

29. **Support continuous policy dialogue and knowledge between stakeholders by organizing face to face and or online engagement.** Workshop participants expressed strong interest in future interactive forums. Engage a consultant with experience facilitating interactive dialogues to:

- a. Establish and moderate an online community and use modalities such as webinars, capacity building tutorials and a 'Question and Answer' chat rooms for learning, planning and deepen engagement on sector specific areas. The online community can be hosted as a password protected page within the website suggested above.
- b. Support a bi-annual in-person workshop to convene GEWE partners from the government, civil society and development and donor organizations to ensure continuous engagement around gender mainstreaming of the NDP and support from the New Deal partners.

Conclusion

30. The NDP is very ambitious and comprehensive, but gender is unevenly reflected. Some sectors have specific targets while others do not. If not vigilant, the agenda for a gender-inclusive plan can become siloed or ineffectively implemented. Continued engagement with civil society representatives (the legs on the ground and a group not usually well represented in global policy dialogues), is critical for the sustainability of all peacebuilding, development and statebuilding efforts.
31. The workshop provided a much-needed opportunity for partnership dialogue and engagement on recommendations, strategies and entry-points to mobilise technical and financial resources for implementation. Limited by a one-day event, participants overwhelmingly expressed an appetite for similar opportunities to engage in the future, with no less than two-days for dialogues and with more donors, UN agencies, MPs and government representatives from WGs 1 – 8 in attendance.
32. Strategic engagement through the leadership of Minister Deqa, can and has already begun to provide the crucial impetus for the implementation of a gender-responsive national development plan. The government, along with development partners can strategically ensure that gender equality and women’s empowerment initiatives are substantively represented in WGs 1 – 8; working in partnership across pillars and sector areas: to provide technical support for effective mainstreaming and to take action on stand-alone gender-sensitive interventions via WG 9.
33. Donor partners, especially countries with a feminist foreign policy are well-positioned to advocate for quantifiable financial commitments to gender equality and women’s empowerment initiatives and attach gender inclusive accountability measures to financial commitments.
34. The International Dialogue, Civil Society Platform and UNDP should continue to support tools and events that facilitate dialogue and lessons exchange. Increased communication and coherence among stakeholders can support, in a granular way, more effective delivery of aid and use of resources, increased civil society trust in the New Deal framework and more coherent partnership with development partners, civil society organisations and aid delivery systems.