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DIRECTORATE-GENERAL FOR INTERNATIONAL COOPERATION AND
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EUROPEAN EXTERNAL ACTION SERVICE



The Director-General



Secretary General

Gender Action Plan III – 2021-2025
Country Level Implementation Plan – CLIP
SOMALIA

1. Context for EU action on gender equality and women's empowerment in the country

Somalia is one of the most dangerous countries in which to be a woman¹ and has some of the world's worst indicators for women's access to healthcare, economic and political participation, harmful practices, and sexual violence. It is one of the few countries to not yet have ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). While the 2012 Provisional Constitution has gender equality and non-discrimination as one of its principles, this is not reflected in Somali law or customary practice. The 2018 draft Sexual Offences Bill addresses child marriage and sexual and gender-based violence (SGBV), but it has not been passed. Instead, a proposed controversial new bill would effectively legalize both. Access to justice is limited: women get little support when facing threats of forced marriage or FGM, and there are no mechanisms for reporting rape and sexual violence.

The National Development Plan 2020-2024 however makes commitments towards women's empowerment, and a 2016 National Gender Policy highlights the government's priorities for gender equality and women's empowerment (GEWE). The government is in addition in the process of drafting a national action plan to implement the UN Security Council Resolution 1325 on Women, Peace and Security. In addition, the 2019 Somali Women's Charter has broad consensus, highlighting the important role Somali women have played in conflict resolution, and outlining the government's commitment towards GEWE. However, the Charter does not have a legal basis, and most other policies and plans towards achieving GEWE are not accounted for in the government budget.

Early marriage, teenage pregnancy and SGBV negatively affect many girls and women in Somalia. Repeated shocks and displacement have affected social cohesion, leading to increasing incidents of, and weaker community response to, harassment and rape. Female Genital Mutilation (FGM) is almost universally practiced, with 98% of women having undergone the harmful procedure. FGM is not outlawed in most parts of the country, except in the State of Puntland.

¹ Thomson Reuters Foundation 2018. [Factbox: Which are the world's 10 most dangerous countries for women?](#)

Despite these constraints, Somali women play an increased economic role within the family, and are valued for their peace-building strategies and contributions to clan activities. But clan-based cultural norms and beliefs, including dispute resolution mechanisms, are overwhelmingly patriarchal and prevent progress towards women's inclusion in politics and community leadership. However, a 30 percent quota for women in political positions and leadership has been agreed, but is yet to be put into action in the upcoming elections.

Women and girls in Somalia bear most domestic burdens, including childcare, food, water and firewood collection. However, women are also more involved in household decision-making, and new family gender dynamics are emerging. Most rural and urban women earn income for their families, shifting the traditional gendered division of labour. In fact, the NDP estimates that 70 percent of household income is generated by women. However, this form of economic empowerment also contributes to worsening female time poverty: Families rely on girls to take care of housework, which contributes to low female enrolment in school and further training. Women run micro-enterprises, and rural women are often responsible for small livestock and agricultural tasks for their livelihoods. However, women's income-generating activities are mainly small-scale and informal, as they lack access to finance or formal jobs. In addition, displaced women and girls have difficulties accessing services both because there is limited availability, and due to the fact that women are, to a larger extent than men, excluded from humanitarian assistance.²

The present analysis is informed primarily by the USAID Gender Analysis for Somalia published in January 2021, which the Delegation has decided to use as basis to avoid duplication. Consultations with CSOs and relevant EU Member States to inform the CLIP were conducted jointly with those to update the Civil Society Roadmap. This ensured large-scale consultation of civil society organisations and women's groups, as well as EU Member States, government actors and like-minded partners. The UN gender equality strategy was also consulted to inform the CLIP.

2. Selected thematic areas of engagement and objectives

The Delegation's Multiannual Indicative programme (MIP) has three priority areas, under which it will address the following sectors:

1. Governance and Peacebuilding
 - a. Inclusive and democratic governance
 - b. Reconciliation and strengthening the justice system
 - c. Rule of law and security
2. Inclusive and Green Economic Growth
 - a. Economic and financial governance
 - b. Education and vocational training
 - c. Infrastructure and regional economic integration, with focus on green economy
3. Resilience-Building and Social Inclusion
 - a. Climate change mitigation and adaptation
 - b. Forced displacement, migration, and urban poverty

Gender will be mainstreamed across all priority areas of the Delegation's MIP. Specifically, the Delegation will address the following priorities for GEWE:

² Oxfam, 2018, "Drought, Displacement and Livelihoods in Somalia/Somaliland", p. 12.

1. The focus of EU's engagement on gender in the priority area of *Governance and Peacebuilding* will be on strengthening women's role in decision-making at local and federal level, and the protection of women's rights. The Delegation will promote women's role in conflict resolution, peacebuilding and the security sector to contribute to the implementation of the Women, Peace and Security Agenda. In particular, the objectives of EU actions and related political dialogues will be to enable women's political participation and leadership by securing the 30% women's quota, reduce instances of FGM, SGBV and other human rights violations, improve women's access to justice by providing legal aid and support their participation in advancing security and justice reforms.
2. In the area of *Inclusive and Green Economic Growth*, the focus will be on strengthening government capacity to deliver services that address women's needs. This includes improving access to clean water and energy, transport and digital services with the objective of easing women's time poverty and unpaid domestic burden. The EU will support girls' and women's education and skills development, including increasing the number of female school teachers, as a significant objective of education and training programmes. Support to entrepreneurship, business development and opportunities for accessing financing will equally target women and youth as a priority.
3. In the *Resilience-Building and Social Inclusion* priority area, women will play an important role in climate-resilient and low-carbon development. The objective will be to improve women's livelihoods and resilience to shocks by increasing their role in the agriculture and fisheries sectors, as well as in sustainable resource management. Protection measures and access to basic services will contribute to empowering women in achieving durable solutions for displacement-affected communities and building resilience to shocks, and addressing the multi-dimensional aspects of poverty. The role of women in the energy and water sectors will be strengthened.

In addition, the two Team Europe Initiatives (TEI) on "Green Deal: Climate Action through Clean Energy Initiatives" and "Governance, Peace and Security – Reconciling Somalia" will respectively address issues of women's access to resources as well as women's role in peacebuilding and security. Both will provide opportunities for joint programming with EU Member States and CSDP missions on GEWE.

The Green Deal TEI will indicatively contribute to the EU objectives of 1) building state capacity to deliver core services to the Somali population, such as access to clean energy, which will contribute to easing women's time poverty, and 2) responding to vulnerabilities, providing access to resources and creating economic opportunities for inclusive and sustainable growth, in particular for women, youth and other vulnerable groups. Results will include a stronger institutional and regulatory framework that enables energy security, access, affordability and governance, not only benefiting the productive sectors but also connecting households to a more stable and affordable energy supply. This will rely on private sector capacity to generate more energy. To do so, the private sector will need a much broader green skills base, particularly among women, youth and vulnerable groups. The initiative will also promote investment in clean cooking technologies.

The TEI on Governance has the objective to promote reconciliation and ensure the inclusion of women in processes, such as building trust between citizens and authorities and bottom-up democratisation efforts. It will in addition support state-building and federalism through the

roll-out of core basic state functions and administrative services, with a stronger role for civil society, including women groups, in promoting social accountability. Thirdly, security will be improved, including for women, through professionalized Somali Security Forces that are more respectful of human rights and vulnerable groups, and capacitated security institutions that are able to deliver adequate security services in a greater gender-responsive manner. To do this, the Delegation will maximise the synergies between the various tools at the disposal of the EU, including CSDP missions, relevant EU financial instruments and Member States' initiatives, to develop joint multi-sectoral support (in alignment with the EU's Integrated Approach). As an example, the Delegation and EUCAP will strengthen collaboration in the fields of maritime security, police development and access to justice, by providing joint capacity development and trainings, ensuring stronger female representation in the forces.

The Delegation is committed to implementing a rights-based approach and its actions will aim to address the intersecting issues of gender, poverty, disability, migration and other forms of discrimination affecting women in Somalia, including concepts of masculinity. The Delegation will systematically mainstream gender at all stages from programming and implementation to monitoring and reporting. All actions will aim to contribute to GEWE, and the Delegation will ensure that women are not only the final recipients of actions and messages, but that there is adequate and diverse representation, as well as active participation of women in all their diversity, at all stages of programme development, implementation, capacity development, decision-making, and policy dialogue. All actions of the Delegation will be based on prior sector gender and do-no-harm analyses to inform their design, and be based on consultation with a broad range of stakeholders, including CSOs, women's groups and men. Working on the role that men can play in advocating for and making change happen will be essential to ensure gender-responsive actions. In addition, all EU actions in Somalia will include indicators addressing gender equality and empowerment of women in all their diversity, collect at least sex-disaggregated data, and report on gender equality results, while the majority (over 85%) of EU actions in Somalia will have at least one result area contributing to GEWE.

3. Targeted action(s) supporting gender equality and women's empowerment

In addition to mainstreaming gender across all of the Delegation's priority areas, targeted actions to improve the situation of girls and women are necessary. Given the multidimensional aspects of women's inequality in Somalia, a targeted (i.e. OECD Gender Marker 2) action on gender equality and women's empowerment will cross over all priority areas, focusing on the promotion of the rights of women and girls, in particular their sexual and reproductive health and rights (SRHR), the reduction of all forms of sexual and gender-based violence (SGBV), and the abandonment of Female Genital Mutilation (FGM). While previous EU-supported, smaller-scale actions addressing FGM and SGBV have led to increased awareness of their negative consequences, these have not led to a significant drop in numbers. Bringing about a change in social norms will require dedicated prior research and basing interventions on evidence of what can actually lead to change. Building on evidence that will be collected through a dedicated gender sector analysis, a comprehensive initiative (with an indicative budget of 10 million euros) will be developed that sustainably addresses issues of widespread violence against women, including FGM, at policy and community level, and in an integrated manner. Linking up with EU Member States' and other like-minded partners' initiatives, such as from Sweden, Canada, Norway and the United Kingdom, the action will provide legal, medical and psychosocial support to survivors, while promoting a more long-term change in attitudes and norms around gender roles and strengthening the legal framework. This programme will support local women's rights organisations and activists,

and prominent Somali leaders, men and women, in their endeavours to end harmful practices, while the EU will keep in the background to ensure Somali-led and women-led initiatives against FGM and SGBV are not perceived as promoting a Western-influenced agenda.

The comprehensive action will involve all sections of the Delegation, and the different components will build on and mutually reinforce each other.

On *Governance*, the action will support a human rights based legal framework, the passing of FGM and SGBV laws and policies, access to adequate justice and security services, and the strengthening of civil society and women organisations by empowering CSOs to lobby for women's rights, as well as conduct community dialogue with elders, health practitioners and religious leaders to gain broad-based consensus on abandoning FGM and addressing SGBV. The CSDP Missions' support to the Somali Security Forces will further contribute to raising awareness on FGM and SGBV.

In the area of *Inclusive Growth*, the action will provide access to training opportunities and economic empowerment for affected and at-risk populations, as well as access to alternative livelihoods for reformed female cutters. It will conduct awareness-raising campaigns such as interactive radio shows and activities in schools as well as parents' school committees, and promote youth volunteering and activism to address issues of FGM and young people's SRHR. Local women's rights activists and prominent Somali leaders will receive support to conduct awareness-raising activities and lobby in favour of laws protecting women from FGM and SGBV.

In the area of *Resilience-Building and Social Inclusion*, the programme will provide comprehensive protection services and medical and psychosocial support for survivors of SGBV and FGM, provide access to mental health services and services related to sexual and reproductive health and rights (SRHR), as well as develop community actions for the prevention of FGM and SGBV.

Learning and knowledge sharing will be an integral part of the Delegation's actions addressing GEWE, and this will be done through developing learning objectives, conducting analyses, joint studies and regular reviews to learn from our interventions, as well as disseminating them through workshops and trainings.

4. Engage in dialogue for gender equality and women empowerment

As in previous years, the Delegation will continue to make human rights central to its political dialogue at the highest level, based on the outcomes of the post-Cotonou process and subject to the Somali electoral process. Political dialogues take place on a regular basis, but happen at least twice per year on International Women's Day and on Human Rights Day. Held jointly with EU Member States and EU civilian missions, the political dialogues will continue to address women's rights, promote the Women, Peace and Security Agenda, women's and youth political participation and leadership, freedom of expression, and the opening of the democratic space. The gender objectives of the political dialogues will be the passing and implementation of laws protecting women from FGM and SGBV, and enabling women's participation and access to political space through the application of the 30% women's quota. The EU, its missions and Member States will speak with one voice and develop joint messages to address issues of equal rights in Somalia with the federal government as well as every federal member state, in the formal political dialogues as well as informally on a regular basis.

Issues of GEWE and human rights, women's political participation and women and youth leadership will continue to be raised on an ongoing basis and not be limited to the formal political dialogues alone. As the Gender Champion of the Delegation, the EU Ambassador will lead the work on policy dialogue to advance the discussion at the highest level. Civil society organisations will be more strongly engaged and consulted in advance of political dialogues, and supported in advocacy, monitoring and holding government accountable on the delivery of women's rights. An annual Civil Society Forum will be held to support CSOs' joint advocacy, and the promotion and implementation of GEWE-related reforms.

The Human Rights Donor Working Group will be the coordination mechanism taking the delivery of the CLIP forward, possibly via a dedicated sub-working group on gender. In addition, the Delegation will use the Gender, Human Rights and Inclusion Pillar Working Group co-chaired by the Ministry of Women and Human Rights Development and Canada under the aid architecture as a platform for coordination of GEWE activities.

5. Outreach and other communication / public diplomacy activities

Throughout 2021-2025, the Delegation will make GEWE central to its communication and advocacy efforts, together with EU Member States and CSDP missions. The following International Days, among others, will serve to reinforce public messaging around GEWE, and will more strongly include joint communications and statements from EU and its Member States, reflecting a Team Europe approach:

- International Day of Zero Tolerance for Female Genital Mutilation on 6 February
- International Women's Day on 8 March
- Europe Day on 9 May
- 16 Days of Activism against Gender-Based Violence from 25 November to 10 December
- International Day for the Elimination of Violence against Women on 25 November
- Human Rights Day on 10 December

As part of the targeted action to address GEWE, Somali-led awareness campaigns to abandon the harmful practices of SGBV and FGM will receive stronger support.

As in previous programmes, a technical assistance or service contract will handle the Delegation's main communications and visibility actions across all programmes. Their role will be to raise awareness of issues and highlight success stories regarding gender in each of the EU's priority sectors and play an active role in collecting stories that promote GEWE across its programmes. They will also play an important role in developing awareness campaigns around international days, as well as organising high level events on gender equality, such as International Women's Day.

Gender is in addition considered cross-cutting in all EUCAP Somalia communication initiatives. Women are represented as subject matter experts and in communication materials. The mission participates in the above international days together with the EU Delegation and also initiates its own campaigns. Moreover, the mission produces op-eds and portraits of the mission's female staff members and counterparts, and highlights successes of its GEWE-related projects.

6. Technical Facility and/or financial resources allocated to support GAP III implementation

Sufficient resources for gender will be allocated in each of the technical facilities foreseen under the MIP, and all actions will be gender mainstreamed. Allocated funds will ensure the GAP is implemented throughout all programmes. Each programme will mention the GAP in guidelines for calls for proposals. Sector analyses developed by gender experts will give recommendations on implementing the GAP within the respective sectors.

All ongoing facilities, such as the Partnership Facility, CSO Technical Advisors, and the Third-Party Monitoring and Evaluation Facility, are currently being used to develop gender sector analyses by gender experts to inform programming on gender in their respective areas, complementing studies from other international partners (such as in security and justice). Our third-party monitoring mechanism will in addition monitor to ensure gender is mainstreamed across all programmes and the rights-based approach is implemented. The Delegation is in addition benefiting from HQ guidance to review sector analyses and programming documents, and receives support on integrating the GAP in its programmes.

Under the 2021-2027 programme, a cooperation facility will support capacity development and institution-building both at federal as well as at state level through technical assistance, embedded advisory services, and through engaging Somali Diaspora in capacity development. This will specifically include support to promoting gender mainstreaming in programmes and activities.

In addition, the Delegation's technical support to public diplomacy and policy dialogue will continue to support events, conferences, and dialogues with CSOs, youth platforms and other stakeholders, leading to policy reforms and engagement on GEWE with government, civil society and other actors.

Date:

Signature by Head of Delegation: