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Ee Somalia**



**Punt land State of  
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**Gender policy framework and Gender Budgeting  
in Puntland Context**

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# **Formulation of Gender policy framework and Gender Budgeting in Puntland Context**

## **Part One: Formulation of Gender Policy Frame**

### **Introduction and background:**

Since the start of the civil unrest, Somalia remained in a state of anarchy, lawlessness and political instability due to the lack of a central government. Consequently, the whole nation went under profound devastation that has caused havoc, immense suffering and social disruption, economic and political disarray that had engulfed all aspects and the lives of the Somali people.

All these have negatively affected and placed extraordinary strains on the status of women in the country causing profound changes at the family level. Puntland's traditional family structures, economic and social safety-net and support systems have been weakened almost beyond reparation. Thus poverty and marginalization have affected deeply women and the vulnerable groups more than the men. That is why; most internally displaced people (IDPs) are women, the absolute majority of who are widows with children, which is one of the characteristics and effects of the Somali civil war: the absolute predominance of female headed-households that have little or no access to education and health care systems.

Somalia being traditionally a patriarchal society, politics, peace building and family/clan and nation defense are considered man's exclusive territory. This culture, supported by religious misinterpretation about the role of women in the family and society, has been always a barrier impeding women's access to information, education, political and decision-making and participation in social life. Although, amid the crisis, genocide, clan persecution and erosion of society's wealth, the Somali women have risen from the ruinous ashes and man-made disaster and have shouldered the responsibilities of family sustenance and meeting the special needs of the vulnerable in society such as: the elderly, the sick and individuals with disabilities.

It is notorious that traditional and customary laws and cultural practices in Somalia supercede national legislation aimed at promoting gender equality. For example, traditional and customary laws and norms prevent women from inheriting their husbands' estate and possessions as these norms and cultural practices limit the rights of women to equal education and economic benefits. All these socio-cultural, political and economic dynamics have negative impact on women both physically and emotionally! On the other hand, the absence of men due to armed conflict or consequent immigration puts heavy burden on women as the providers for the family. And long after the civil war and conflicts are over, a lasting legacy of cultural, physical and emotional displacement not to mention the devastating effects of mine on innocent women and children are issues yet to be tackled effectively.

Somalia had indifferent attitude, thus lagged historically behind in taking collective position on the gender imperative discourse. At the same time, the challenges of underdevelopment including the inequalities between and among the populations, the natural and human made crisis and disasters that are the root-cause of Somalia's present impasse' and continue to propagate the vicious cycle of armed conflict, famine, hunger and destruction of infrastructure, low economy and political and social instability.

Now to address and reverse these historical imbalances in the Puntland society, especially in the key areas and issues outlined above, is not an easy task. It requires sound planning, proactive and collective political commitment and willingness.

As far as finalizing the draft gender Policy Framework with a component on gender budgeting is concerned, MOWDAFA hired, for six months, consultant and team of professionals to study and come up with some policies that promote gender equity positively targeting Women's development. The team and the consultant organized a number of workshops and group meetings inviting and involving Puntland Women, youth, IDPs, professionals and intellectuals, from December 2005 till the mid year of 2006; in order to listen and use their wisdom and talent and thus tackle and deal with this difficult issues and situation.

**A summary of the outcome of Workshops and group meetings on Gender Responsive Policy are as follows:**

1. **What?** A Policy that promotes gender equity, positively targeting:
  - Women's development
  - Takes inspiration from religious values and engages with appropriate cultural identity, while ultimately promoting women economic, political and social mobility, climbing up the ladder in leadership and policy making
  - Works for the development of statutory framework for protection of rights and empowering responsibilities
  
2. **Why?** To ensure women's equity rights, because there is:
  - No recognition of their contribution to society/household
  - No participation in policy and decision making
  - No participation and sharing resources/development proceeds/services
  - No civic/political engagement/representation/sharing policy formulation
  - ✓ Policy that recognizes all positive aspects of Somali culture, is progressive and needs to be actively promoted and engaged with, at the same time repudiates and abrogates that part of it which is irrelevant and anachronistic,
  
  - ✓ A policy that recognizes that Islam is a religion that is a cornerstone for gender equity and fair cultural identity for all. This policy needs to fully engage religious leaders for full and fair interpretation and understanding of Islam's basic equity; this means that we should not avoid religious

leaders. Pro-women policies must encourage religious leaders to get the credit of the emancipation and empowerment of women and minorities based on Islamic principals.

- ✓ This policy recognizes that there are numerous ways that women suffer: violence against their rights (Violations of human rights in Islam) , at the same time there is an absolute absence of statutory and legal instruments that protect these frameworks/rights.

### **How to achieve these targets? Through:**

- (1) Adhering to the UN Security Council Resolution 1325, observing and adopting in conformity with the pressure of the international community spearheaded by the United Nation's adamant insistence-to adopt Gender Equality and observe Human Rights. This pressure is also being exercised on the preparations underway for undertaking the so-called Joints Needs Assessment (JNA) to be jointly managed by the United Nations, the World Bank, and the Somali Authorities that would result in a Reconstruction and Development Program (RDP), based upon priorities that are being identified by the Somali counterparts, the AU Solemn Declaration on Gender Equality followed by the IGAD regional group. However it is necessary to guard study and dissect UN Resolution1325; then, pick and choose the parts and language that is compatible to Islam.
- (2) Adopting and implementing the landmark achievement, one of the first built constitutions of a new Somalia State (PUNTLAND) that enables Somali Women to make history with the first ever Gender Sensitive Charter for Somalia; credit goes to the pressure of the International Community and the Somali Women Activists that got involved in the process at an early stage.
- (3) Policy that requires Education and Awareness on values of gender equity/women in development to economic development and prosperity of the community and the nation as a whole (Laws to be passed and implemented on a true main streaming in all sectors)
- (4) Legal instrument that requires Mobilization, Training and Empowerment of women to become active citizens after they have been given the possibility of sharing rights and responsibilities
- (5) Advocacy enactment that activates engagement, building alliances, partnerships with religious scholars, bringing women religious scholars into the forefront of supporting women to become true co-owners/partners of the process

- (6) Legal engagement of Elders and Women in an active engagement and involvement with responsible accountable traditional leaders; continuous trainings for traditional leaders on gender equity and fair sharing of resources and power
- (7) Development and enactment of statutory bills to ensure the protection of women from all forms of violence and abuse;
- (8) Strengthening the role and catalytic advocacy of the Ministry of Women and Family Affairs and other national machineries to influence resource allocation in support of gender mainstreaming objectives;
- (9) Legislation that ensures development and institutionalization of gender responsive budgeting, monitoring and evaluation mechanisms and the application of guidelines for tracking and reporting progress of national Gender Policy implementation,
- (10) Establishing specific policies and Laws with strong program on sexual and gender based violence against women and children, in particular the girl-child; put in place, mechanisms for effective redress at national level towards breaking the cycle of FGM violence;
- (11) Achieving gender equality and gender mainstreaming goals is not only a technical imperative prerequisite for sustainable development but also a marked political and good governance decision.

It is imperative to use and adopt effective innovative methods for implementing the above strategic objectives to ensure that women's rights remain at the forefront of all Somalia's endeavors in order to meet the goals of Beijing + and the MDG! However Local and National Government commitment needs to realized first.

## **Part Two: Gender Budgeting in Puntland Context**

### **Introduction**

The Ministry of Women and Family Affairs was set up in 2005 in order to give the much-needed impetus to the holistic development of women and family. In its capacity as a nodal agency looking after the advancement of women and family, the Ministry formulates plans, policies and programmes, enacts and amends legislation affecting women and family and guides and coordinates the efforts of both governmental and non-governmental organizations working in the field of women and family affairs. Apart from this, the Ministry implements certain innovative programmes for women, children and families. These programmes are in the areas of training and capacity building, employment and income generation, welfare and support services, and awareness generation and gender sensitization. The ultimate objective of this entire programmer is

to make women independent and self-reliant and to ensure that children grow and live in a healthy and secure environment.

Puntland authority is not active in a commitment depicted and displayed in Puntland constitution, to improve the lives of its people and promote equal rights for all. Women's rights and gender equality are embedded in many of the Puntland's government policies, including its constitution. In reference to the Government data, women as an independent group constitute about 53 % of the country's total population. The principles of gender equality and protecting the rights and privileges of women are preserved in the constitution of Puntland. The constitution not only grants equality to women at par with men, it also advocates positive discrimination in favor of women. In line with this policy institutionalization of women's concerns and needs into government's structure and activities has been achieved through the establishment of Women and Family Affairs Ministry. The recent decision by the government to establish a new Ministry to deal women and family affairs demonstrated the government's start of interest in commitment to the long-term process of achieving gender equality. The Ministry's policy is to promote advancement and development of Puntland women so that they enjoy their democratic and human rights through their active participation in all spheres of life. To achieve the above policy, the Ministry has been cooperate civil actors including women groups in Puntland and the Diaspora. Putting policies in place does not insure reduction of gender gaps for there is a danger of policy evaporation. Government policies and commitments have to be linked to budgets for budgets are the most important government policy instruments.

It's unfortunate that persisting traditional practices and attitudes shared by powerful men in the Government prevent Puntland women from enjoying equal rights. Women are presently discriminated against and largely marginalized in many fields, especially in business and politics, are known fact. Since the establishment of the Ministry of Women and Family Affairs, different assessments have been initiated to review and identify barriers impede progress in achieving gender equality and women empowerment.

In collaboration with local and international partners, one of the first assignments undertaken by the Ministry was to assess the gender differences in various aspect of socio-economic life of Puntland communities, in order to create more appropriate policies to target specific areas where gender inequality exist considering the post-conflict recovery situation of Puntland regions. The outcome of these initial assessments shows great disparity between men and women in the social life, while women and girls living in different communities of Puntland are still at a disadvantage compared to men or boys.

With the technical support of UNDP/UNIFEM and others, all data gathered were disaggregated by sex and age and subsequent gender analysis of the data was done in order to design and advocate gender-sensitive policy including budget.

UN agencies having UNIFEM Somalia as the one of the lean ones of the UN agencies, thus interest in gender equality and women initiates support is also weak and not

efficient. International NGOs' support for women lead institutions and a programmer is believed to be not effective.

### **State of Women in Puntland**

Somali conflict and its subsequent consequences such as displacement, insecurity and poverty had negatively impacted the lives of Somali women. Somali tradition normally defines the different gender roles between man and woman, however during the civil conflict the gender roles may have slightly changed. In traditional Somali, women were assigned to household tasks and other related issues such as cooking, collection of water and firewood, child-bearing, caring sick people, etc. The previous Somali government made an effort to advocate and promote more women rights and equality but it was unsuccessful due to strong opposition by the religious and traditional leaders. However, in general progress was made in regard to improving the women's access to basic services, health and education in particular although pastoral communities had been left behind. In the past fifteen years, there has been a considerable evidence of gender differences in access to health care and education although the picture varies considerably around regions within Somalia. Many studies in Somalia found that access to health care is very low with its greatest impact on women and children, worst positioned being pastoral communities, as indicated by available health indicators. Because of the poor economic situation, women tend to seek care at public health facilities, when available, where the quality of care is usually compromised compared to private clinics.

In the area of education levels of genders, there is a big difference between men and women. Education is also another important factor that may influence the daily lives of women but many Somali women and young girls lack access to basic education. The Somali educational system has had collapsed completely after the civil war broke out in 1991 and educational infrastructure of the country was ruined. In the past 16y years, the enrolment rate among girls went down because more girls than boys drop out of school at all levels of education. Factors such as poverty, family work load and home responsibilities, early marriage, teenage pregnancy and lack of family planning prevent females from enrolling all levels of education. Because the majority of women do not have education or marketable skills, they are unable to obtain good jobs in the formal sector. Therefore we find the situation where the majority of women in employment are in the informal sector, or even when employed in the formal sector, they are in the lowly paid jobs. Women do not earn enough in these jobs to allow them to be economically independent and therefore find themselves most of the time in a situation of economic dependency on men. However, small numbers of men take such responsibility serious. Thus family needs are majority met by women and their daughters, if met at all. Girls of eight years old and older work supporting their mothers to make the load doable if at all possible. The attitude of men and women believes that men are responsible and carry responsibility, thus perceived dependency on men reinforces female low status in the society and therefore makes them susceptible to control by the men, violence and other forms of maltreatment and discrimination. Women's low status in Somalia is often supported by societal structures such as Somali Wadaad's interpretation of Islam which is bias and culturally clannish, marriage and cultural norms. In most of our cultures and

traditions, women are often considered as inferior to men and because of such believe women are prevented or prohibited from undertaking some activities like becoming Judges, political leaders or some times acting as lawyers. In many places, women are not allowed to speak at public functions where there are men. If they do not speak, their needs and concerns are not heard. Consequently, they do not participate in decisions that affect them.

Women remain underrepresented in governance and politics, although no legal impediments hinder their participation in the political process. Moreover, women politicians point out that even within the political parties, women are rarely found in leadership positions. However, significant progress was made towards ensuring the participation of women in peace-building locally, despite the many challenges, which include the absence of gender disaggregated data, the exclusion of women from decision-making processes in Somalia, and the attitudes of some local leaders. Deeply rooted gender discrimination in the traditional socio-cultural structures of Somali society, together with frequent misinterpretations of Islamic interpretation by Somali Wadaads remains a considerable barrier to women's empowerment.

<b>Areas</b>	<b># of women</b>	
Council of Ministries	10% (1/14)	
Parliament	10% (6/66)	
Town council	20% (10/200)	
Judiciary	0	
Police	Not active members before recruited 30 women in Armo training Academy	
Military	Less than 2%	

**Table Two Summary of puntland government and private sectors employee according to the gender proportions (Regional Wise)**

<b>Bosaaso</b>				
<b>No</b>	<b>Agencies and companies operating puntland</b>	<b>Total Number</b>	<b>Total Number</b>	<b>Male</b>
1	Remittances(money transfer)	7	51	44
2	Electricity	2	54	46
3	Light Industries	51	129	85
4	telecommunications	5	135	123

5	Hospitals	4	16	13
6	Clinics	21	63	47
7	Universities/colleges	2	24	18
8	Institutes	28	123	96
9	Local Radios	5	13	8
10	Television	2	14	9
11	Local NGO;s	41	328	36
12	INGO's	13	78	62
13	UN Agencies	7	-	-

### **Qardho**

1	Remittances	6	32	28
2	Electricity	2	19	17
3	Light industries	2	16	13
4	chamber of commerce	0	0	0
5	Tele communications	3	27	22
6	Universities/colleges	0	0	0
7	Institutes	6	28	21
8	Hospitals	0	0	0
9	Clinics	4	12	8
10	NGO;s	3	25	22
11	Local NGO	10	120	8
12	UN Agencies	0	0	0
13	Local Radio	2	5	3

### **Garowe**

1	Electricity	1	34	28
2	Telecommunications	21	35	35
3	Remittances	4	16	16
4	Water Factory	2	22	21
5	Bread Factory	1	35	34
6	Local INGO's	64	200	50
7	Private Hospitals	1	12	6
8	INGO's	28		
9	UN Agencies	6		
10	Local radio	5	9	6

### **Buuhoodle**

1	Remittances	4	15	12
2	Electricity	1	20	17
3	Telecommunications	3	36	30
4	Radio	2	4	2

<b>laascaanood</b>				
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**Table III**

<b>Summary of Puntland State Employee and Gender Proportions</b>

<b>No</b>	<b>Name of Ministries</b>	<b>Total Number</b>	<b>Male</b>	<b>Female</b>
1	Parliament	87	76	11
2	Judiciary	70	61	9
3	Ministry of Women Dev>and Family Affairs	16	6	10
4	Ministry of Livestock	61	56	
5	Ministry of Port	143	135	8
6	Ministry of Labor	94	86	8
7	Ministry of Commerce	37	29	8
8	Ministry of local Government	43	36	7
9	Ministry of justice	27	19	8
10	Ministry of public work	136	122	14
11	Ministry of planning and International cooperation	56	53	54
12	Ministry of Communication	40	36	4
13	Ministry of Interior and security	153	125	28
14	Ministry of Finance	328	297	31
15	Nesha	24	18	6
16	Puntland Banks	91	59	32
17	Auditing	29	25	4
18	Chamber of Commerce	42	36	6
19	Water	56	52	4
20	Ministry of Health	429	290	139
21	Ministry of Education	429	290	139
22	Presidential	96	71	25
23	Public prosecutor	5	5	0
	<b>Total</b>	<b>2471</b>	<b>2045</b>	<b>425</b>

The politico-legal, social and economic changes that have taken place during the recent years have definitively brought about perceptible changes in the status of women in Puntland regions. Women in Puntland are recognized under law as having equal rights with men in all spheres of life Puntland Charter, adopted and implemented since 1998

contains provisions that prohibit discrimination on the basis of sex and national origin; however, societal discrimination and violence against women and widespread abuse of children continued to be serious problems. Since the establishment of Puntland state, women's status have changed and many of these changes have been strongly in a positive direction, such as rapid increase in female life expectancy and literacy, participation in grassroots level of community Organizations, and increasing awareness about rights and access to productive resources. Some developments have been retrograde in nature, such as declining trend in sex ratio and increasing violence against women, while many other changes, mainly the role of women in the household and the economy, have not been adequately captured in the statistical system of the country. Most of these changes have also not been uniform throughout the Puntland regions. There have been and there still are wide ranging variations between and within regions which can not be explained simply by any single factor like economic standards or better governance or delivery of services.

Domestic and sexual violence against women exists, although there are no reliable statistics on its prevalence. Women suffered disproportionately in the civil war and in the strife that followed. There was no information available on the prevalence of domestic and sexual violence in Puntland but there are some evidence of growing problem of sexual and domestic violence against women in urban and rural communities. There are no specific laws that specifically address sexual and domestic violence; although the unpopular and the only legal constitution advocates for equal rights, however, both Shari'a law and customary law address the resolution of family disputes. Rape commonly is practiced in inter-clan conflicts. Laws prohibiting rape exist; however, they are not enforced. There were reports of numerous rapes of Somali women and girls in displaced camps and other places too. However, authorities look the other way because the rapists come from strong clans that are difficult to challenge.

One of the more positive developments throughout the period of reconstruction in Somalia has been the prominent role of women's organizations in promoting democratic rights for women and other persecuted groups.

### **Gender Budgeting in Puntland's Context**

Puntland has seen fundamental political and economic transformation over the last five years, which has put the economy on a higher growth path and improved prospects for better security. Nevertheless, number of natural disasters had stricken Puntland in the past few years and these disasters caused economic and social setbacks.

Early this year, the Ministry of women and family Affairs started reviewing the government spending and the role in which gender may play on this. The aim of this review was to access the government's budget through analysis how priorities for public spending as expressed through the budget can affect the lives of the women in Puntland.

Budget is the most important economic policy instrument of any government. It reflects a government's social and economic policy priorities more than any other document; it

translates policies, political commitments and priorities into decisions on for whose benefit the funds should be spent and from whom its revenues should be collected. It is to be realized that it is an 'instrument' and "it is a minor event in our march forward". It has now been increasingly recognized that a budget plays a very important role and that it has to be demystified.

The Ministry has been promoting the gender budget approach which aims at enhancing the efficiency, equity and effectiveness of government expenditure and taxation while at the same time, improves accountability of governments to women and girls, men and boys, particularly to the poor. Gender budgeting deals with the gender dimensions of budget processes, including outcomes and impacts, becomes an indispensable tool for tracking and achieving reduction of gender gaps. Allocations of public money have a direct impact on the way time is spent within the household, and in particular on the burden of work on women. There are many examples throughout the world of budget analysis from a gender or women's perspective, tracking the impact of the budget on women's rights and lives both at government and NGO level.

The main objective for gender budgeting is to promote gender equality. Budgetary policy and economics can appear to be gender neutral. But gender neutrality should not allow policy to be gender blind. Without an assessment of the different effects a budget could have on men and women, government policies can result in both inequality of effect - the opposite of what gender neutrality is designed to achieve - and inefficiency in reaching economic objectives, including growth, employment and public expenditure levels. However, the goal of removing discrimination should not be confused with the fact that budgetary policies can have significantly different impacts on women and men and on different groups of men and women. Sometimes these differences can be justified to achieve certain policy goals and sometimes it can undermine social and economic objectives. Although economic policy should in general be designed to reinforce rather than undermine other policy objectives, it is also important to recognize conflicts where they occur in order to attempt to mitigate them.

Past experience has shown that many development projects and programmes, having laudable objectives, have failed to deliver the results because of the inadequacies in design and implementation. It is common knowledge that the benefits intended to be delivered to the people through development programmes in the social sectors have not fully reached the beneficiaries because of the weakness in administrative, planning and the delivery mechanism. Lack of accountability of the implementing agencies either to the Government or to the people has been the single major cause for diversion of funds in development programmes.

In the past two decades, gender budgeting is gaining increasing acceptance as a tool for engendering macro economic policy-making. The Fourth World Conference of Women held in Beijing in September 1995 and the Platform for Action that it adopted called for a gender perspective in all macroeconomic policies and their budgetary dimensions. The Outcome Document of the UN General Assembly Special Session on Women held in June 2000, also called upon all the Nations to mainstream a gender perspective into key

macroeconomic and social development policies and national development programs. Emphasis on gender budgeting was also placed by the Sixth Conference of Commonwealth Ministers of Women's Affairs held in New Delhi in April 2000 and MDG as well.

The government of Puntland has the responsibility to fulfill and adapt all of the above international agreements on gender issues. Women's Affairs Offices, throughout the government structure, have a decisive role to play in gender budgeting as part of their gender mainstreaming responsibilities. Their role is critical as the main catalysts in gender budgeting.

### **Government Budget**

As part of this gender budget initiative, an attempt is being made to analyze how Puntland governments raise and spend public money, with the aim of securing gender equality in decision-making about public resource allocation; and gender equality in the distribution of the impact of government budgets, both in their benefits and in their burdens. The impact of government budgets on the most disadvantaged groups of women is a focus of special attention. Although Puntland government has expressed a commitment to gender equality objectives and to gender mainstreaming, there is a gap between policy statements and the ways in which governments raise and spend money.

In this regard, we will try to answer some of the following questions in order to better understanding how the government budget is being allocating and whether the budget is gender sensitive/responses or not.

- ✓ How is the budget divided up within each government institutions/program?
- ✓ What is the effect of this with regard to advancing gender equality?
- ✓ How do women benefit from the budget compared to men?
- ✓ Would the budget need to shift to address gender objectives more effectively?

In the past few years, the overall budget of Puntland state administration has been increasing due to increase public spending. In the current administration, there are 14 departments and number of other government institutions. The annual budget of the government in 2004 was over 19 million US dollar, while the 2005 budget has increased up to 20 million. On the expenditure side of the budget, government allocates funds to various functions such as health care, education, agriculture, justice, defense and so on. The share of total expenditures allocated to each sector is a key indicator of spending priorities for a given year and of shifts in priorities over a period of time. It's unfortunate that the majority of the government budget goes to the defense, while the remaining portions are divided to all other government institutions.

<i>Table 1: Revenue vs expenditure in US\$ 2004-2006</i>			
	<b>2004</b>	<b>2005</b>	<b>2006</b>
Revenue	Will be confirmed later	24,978,150,000 so sh	24,143,450,000
Expenditure		+	+

Although the Ministry women and family affairs is one of the newly created government institutions, the budget allocated for this year is 94,985,000 So.Sh which equivalent of \$63,000. Last years budget allocation for this Ministry was 73,945,000 which equivalent of \$49000 and there is slight increase from last years budget to this year. The annual budget of the Ministry is less than 1% of overall budget but if you examine the total budget allocated on women programs, this may increase to 2%. It's generally agreed that very few women are directly benefiting the government budget. Majority of public services in Puntland are funded by the international community where thousands of women are benefiting directly or indirectly such as health, education and water.

By reviewing other budget allocation within the government, the Ministry of women has the least budget compare to other government institutions. Although women activist within the government, parliament and civil society organizations had consistently advocate more resource to women institutions or programe, still the total resources allocated for women institutions is very small. However, such resources usually constitute only a tiny portion of the overall budget (often not more than two percent). Far more revealing is the extent to which a) women are able to benefit equally and meaningfully from the resources allocated to mainstream projects and b) the extent to which these projects help to redress gender imbalances, for example through promoting access by women to non traditional areas of work.

Even though a fair distribution of government expenditure and services between women and men will not by itself ensure that women are empowered and their human rights realized, programs to support women's needs must be made a funding priority. It is useful to compare actual expenditure with expenditure that would be required to achieve specific quantifiable objectives.

The Gender budget analysis in Puntland found that there is no equality of access and usage in the main service sectors and there are great inequalities when it comes access and utilizations of government services. In the area of social services, for example, funding levels were found to be inadequate for maintaining the basic living standards of target beneficiaries or for rehabilitating them. It's important to note that less than 10% of all civil servants are women, while the total government employees are 2,471 (excluding military and police and non permanent staff operating at the all puntland ministries).

It's clear that very few women are holding higher positions within the Government and even those who are working with different government institutions ear less enumeration than men.

## **Outcome of gender analysis of expenditures**

1. **Gender-specific allocations:** in review of the Puntland annual budget, the government did not allocate any resource specifically targeting women and girls or men and boys. For example, school bursaries for girls or domestic violence counseling for men. There is no special funding for women's. It is important to analyze their impact on women's lives and ensure that such programs give value for money. However, experience shows that gender-specific allocations are very small compared to the rest of the budget, usually less than 1 per cent.
2. **Mainstream allocations:** By examining the different government programs whether they equal allocate resource to women and men programs and this policy has no impact on women's lives. Most government expenditures are not gender oriented and such allocations did not address the needs of women and men, girls and boys of different social and economic backgrounds equitably.
3. **Equal opportunity employment allocations:** Puntland government does not allocate any resource to promote gender equality in the public service. For example, day-care facilities for employees' children paid parental leave, or special training for women middle-level managers.

## **Recommendation**

- Encourage the examination of budget processes and objectives to ensure that women's and men's needs and priorities are considered equally;
- Encourage women to participate in this examination, including as elected representatives and members of women's organizations; and involve the research community, development banks and civil society;
- Encourage the incorporation of gender analysis in the preparation, implementation, audit and evaluation of government budgets at all levels; and show commitment to transparency and accountability by encouraging the application of gender analysis in government budget reports, including by setting out and reporting on the impact of past budgets and the expected impact of the proposed budget on gender equality objectives;
- Recognize the use of gender-responsive budget initiatives as a tool to enhance the way civil society preferences and needs are incorporated into the budget, to improve transparency and equality, reduce poverty and achieve good economic and financial governance;
- Promote the catalytic and supportive role of international and development cooperation, including through increasing support for gender budget initiatives.

## **Challenges and limiting factors in gender budgeting in Puntland**

Various challenges remain in implementing gender budgeting in Puntland and accepting the analysis generated by these processes, including:

1. **Collection of sex-disaggregated data:** In Puntland, there is no comprehensive sex-disaggregated data within and outside government which can be useful. However, there is a need to generate more information in order to shed more light on the differences between women and men, girls and boys, particularly in access to resources, opportunities and security. Without accurate and relevant data, it is not possible to integrate a gender perspective in the budget process.
2. **Assessing priority areas:** There may be budgetary constraints or ‘trade-offs’ which make it difficult to prioritize outcomes suggested by gender-responsive budgeting. A gender disaggregated beneficiary incidence analysis may identify the different needs and interests of women and men with respect to a particular service but how does that information translate into priority changes in policy and expenditure patterns? How, for example, does an analyst compare differential spending on healthcare for men and women, since they have different healthcare needs and issues? There is a need to develop appropriate frameworks to assist in determining priority gender issues within and across sectors in the context of the whole budget. This is particularly important where country-wide poverty reduction strategies are being implemented.
3. **From analysis to changes in policy and budgets:** Currently, there is limited evidence connecting analysis with policy and budget changes. Many policy makers within Puntland government are reluctant to accept the gender budgeting initiative. However, The Ministry of Women is seeking the partnership with legislators, civil society groups, women activist and government budget planners to increase and sustain pressure for the introduction of policy changes, and changes to expenditure patterns to support gender equality goals.
4. **Limitations on legislative intervention:** there is a limited involvement of Puntland legislators on the issue of gender budgeting or gender mainstreaming. As a result, there are limits to parliamentary interventions. The role of legislatures in the budget process is often confined to budgetary approval and oversight, while budget formulation and execution are more commonly functions of the executive. To integrate a gender perspective in a budget requires gender mainstreaming of policies and programs behind the budget.

