Gender Equality and Social Inclusion Learning Brief

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September 2017

Contents

Summary

Deep-rooted patriarchal norms and discrimination prevent certain Somali population groups from exercising their voice, choice and agency. This learning brief offers a snapshot review of learning on the social dimensions of accountability that has emerged from the experiences of IAAAP programme partners over the past 18 months. It is a significant contribution to what is known about the ways in which systemic barriers affect people's participation in accountability in Somalia.

Findings suggest that while some IAAAP partners are helping to break new ground and navigating the barriers and entry points to more inclusive accountability, more sustained support from programme leadership is needed if they are to continue their progress towards achieving 'accountability for all'.

Social Development Direct reviewed a range of documentation including milestone reports and knowledge products, and undertook interviews with partners to explore issues raised further.

The learning brief explores:

• Systemic barriers certain populations face in raising their voice or taking collective action because of their identity

• Significant obstacles to employing a GESI-sensitive and transformative approach in the Somali context

• Emerging opportunities and entry points for applying a GESI approach to accountability work in Somalia

1. Background

The 'Implementation and Analysis in Action of Accountability Programme' (IAAAP) is managed on behalf of DFID by BMB Mott Macdonald, in partnership with Social Development Direct (SDDirect). It is a four-year programme that aspires to implement and scale up a set of strategic interventions, supported by live analytics to improve government performance and social accountability in Somalia. In a challenging political, cultural and security environment, IAAAP offers a unique opportunity to test 'proof of concept' for several initiatives that are firmly grounded in, and shaped by, an on-going process of social research and systemic political economy analysis.

IAAAP aspires to support learning among several sub-contracted partners working across a range of programme themes. It is using a flexible and adaptive model to mobilise evidence quickly, with the intention of learning from the success of interventions, but also from failures or setbacks.

SDDirect provides on-going technical advice and support to support IAAAP's commitments around gender equality and social inclusion (GESI), with a focus on priority groups of disempowered people (women, youth, minorities, IDPs and people with disabilities). As the majority of IAAAP's partners have moved into a second phase of their work in 2017 and are transitioning to applied action phases or scaling up existing efforts, SDDirect has taken the opportunity of this transition to develop this Gender Equality and Social Inclusion (GESI) Learning Brief to consolidate learning from the programme partners to date.

This snapshot review of emerging learning is in line with Strategic Area 2 of the GESI strategy which is to ensure that *"IAAAP learning enables a better understanding of the ways in which pathways of accountability differ for men, women and other excluded groups"* (SDDIrect, 2016a). Little is known about many of the social dimensions of accountability in Somalia. IAAAP offers an important opportunity to contribute to learning in this regard.

The Learning Brief is organised in three sections addressing the following questions:

1. What systemic barriers do certain population groups face because of their identity (e.g. as a woman, or a minority) in the pursuit of accountability, having voice, exercising active citizenship and taking collective action to hold power-holders and duty-bearers to account?

2. What is the evidence telling us so far about the most significant obstacles to the effective application of a GESI sensitive and transformative approach in the Somali context?

3. What are emerging as key opportunities, footholds and entry points for applying a GESI approach to accountability work in Somalia? What if any models or innovations for more inclusive accountability are emerging? What are these models doing differently? In what contexts or sectors (politics, community engagement, service delivery) are these opportunities arising?

2. Findings

2.1 Systemic barriers facing certain groups because of their identity

IAAAP programme documents and deliverables provide some description and analysis about the contextual constraints to accountability that people in Somalia face, but evidence generated thus far, is thin on the barriers faced by women, young people, people with disabilities or people who face additional barriers because of their identity. However, drawing on material from across the portfolio, the following issues emerge as critical barriers with particular gender or exclusion dimensions:

Deeply entrenched social norms and attitudes create barriers to community participation and political participation for women and minorities.

Somali society is based on patriarchal systems that affect women's access to and agency in decision-making at all levels.

Social and cultural norms in Somalia constitute deeply entrenched foundations for gender inequality and discrimination at the family, local and national levels. The position and life prospects of women and girls are hugely dependent on the dynamics and male hierarchies of household, family and clan.

Rigid patriarchal social norms and legal systems – secular, sharia and customary law – severely constrain women's rights (including property rights and access to assets). Cultural and religious resistance to women's voice and participation in public decision-making is prevalent among both men and women. These norms determine women's participation in the public sphere at all levels, from engagement in local community groups, informal associations, social networks, and formal and informal sector business to wider political participation.

Several IAAAP partners have recognised that it is very difficult to challenge male dominance and encourage female participation for example, Transparency Solutions (TSOL) reported that *"despite best efforts at planning and delivery stage [of their extractives project called Dan Wadaag], only five women attended and only two of them spoke"* (TSOL, 2016). In its action

research on pattern of accountability in the Hargeisa local council, the Social Research and Development Institute (SORADI) observed that in setting up a national and sub-district forum, male participants pushed back strongly on allowing female members to join.[1] Data collected by BBC Media Action (BBC MA) found in Berbera, Somaliland, that men are attending community groups more than women (34% and 21%). However, there are exceptions, for example, Tana identified several female informal settlement managers (ISMs) in the Internally Displaced Persons (IDP) camps that their project was targeting.[2]

Discrimination against women and other excluded groups is reflected in the election processes at national and local levels.

For example, SORADI, one of IAAAP's partners, reported that there are no female councillors or senior managers in the Hargeisa Local Council. When women are hired, they tend to be hired as secretaries or office cleaners (SORADI, 2016). KATUNI's report on civil society and accountability in Somalia found that women are traditionally excluded from direct participation in traditional structures, 'although women are said to exercise influence through their husbands, brothers or sons' (KATUNI, 2017).

In a similar vein, BBC MA focus group discussions in rural Somaliland found that there is strong reliance on overwhelmingly male local leaders from dominant clans to escalate issues up to a higher regional or national level, and that it would be counter-normative or disruptive behaviour to attempt to access these higher levels without going through the local leader.[3] Evidence indicates that marginalised and less powerful people such as young women, IDPs, and disabled people, for example, would not have easy access or sufficient confidence to raise issues to local leaders. As a result, the continued dominance of local clan leaders tends to reinforce the continued marginalisation of others. A number of IAAAP projects have recognised that it is important therefore, to directly include clan leaders in discussions around improving accountability for different groups, at the local level.

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[1] Discussion point raised in an interview with SORADI (April 2016)

[2] Email exchange with Tana 05.05.17

[3] Email exchange with BBC Media Action 25.04.17.

Intersectionality of clan and gender creates multiple barriers to participation - and accountability.

Minority clans (such as the Gabooye, Midgaan, the Bantus, and Benadiri) are also excluded from decision making and are not effectively represented in national and local government. Such groups are typically absent from city councils and other decision-making positions. Party nomination processes are largely non-transparent, with favouritism and clan interests interfering with the constitutional candidate selection. Prevailing acceptance of kinship and patronage in society is inevitably exclusionary: the duties and responsibilities of leaders are owed exclusively to one's group rather than the community as a whole.

For these reasons, SORADI indicates that citizens find it hard to hold councillors to account: *"in our research, we did not come across success stories of citizens going through with and succeeding in the process of recalling councillors… They have too little power or resources to maintain the course and are easily intimidated as a result"* (SORADI, 2016). Levels of intimidation experienced by already vulnerable and marginalised groups are thus likely to be even more pronounced.

Box 1: Exclusion in IAAAP: where is the focus?

Inclusion in IAAAP tends to mean a focus on clan minorities with less attention given to other groups who may face barriers in pursuing accountability based on their identity.

Several partners have focused on ensuring increased participation of minority clans, and sensitivity to different power dynamics between clans, however, with the exception of a few (GLOPPI, KATUNI, Tana, SORADI), most partners have given consideration to women, youth and people with disabilities in the accountability process.

Women are excluded from traditional leadership positions such as the *Nabadoons*.

Women interviewed by IAAAP partners, raised concerns about the overly dominant role of traditional leaders and criticied traditional assumptions about the role of women in the clan hierarchy - traditional elders expect women to obey decisions made by their clan's men. When asked why women are not represented in the clan hierarchy, women in a focus group discussion with Puntland State University (PSU) mentioned the following as key obstacles (PSU, 2016):

• Entrenched patriarchal structures and cultural beliefs

• In some cases, women have membership in two different clans (by blood and marriage)

• Being housewives and bearers of children

• Not being strong enough to defend the clan's interests.

In addition, women themselves report that they do not have the knowledge, skills or experience to participate in decision-making.

According to women's sub-groups mobilised by the Global Peace and Prosperity Initiative (GLOPPI), women don't have a role and are not part of the decision-making because women are less knowledgeable, skilled and experienced than men (GLOPPI, 2016). Other women reported significantly lower levels of knowledge than men about the roles and responsibilities of both state and non-state actors ranging from village elders to the judiciary (BBC MA, 2016). This is linked to the lack of opportunity for engagement in clan affairs and public life as well as poor representation of girls in formal education, especially beyond primary level. With less knowledge about the roles and responsibilities of both state and non-state actors, women are less likely to trust the system, resulting in even less opportunity to access the system.

Women and people from minority clans, experience weak accountability from the clan-based justice system.

Both the formal and informal justice systems are skewed towards the interests of the rich and those in positions of power.

In addition to women being excluded from participating in the xeer system, there is a general perception that the outcome of xeer trials is unpredictable and favours the rich and powerful (PRIO, 2016).[4] While the clan is an insurance system, women do not contribute and are not paid compensation.[5] Whether a clan takes responsibility for a crime is decided by whether the victim's family is powerful enough to press charges and whether the violations committed against xeer are enforced by the lower levels of the lineage-system (i.e. the diya-paying group).

It is problematic that clan elders, who are all male, are the leaders responsible for negotiating criminal cases where the victims are women, such as rape and domestic violence. Solutions sought within the xeer focus on maintaining a balance in clan relations rather than holding the individual accountable. Rulings in rape cases thus often involve marriage between culprit and victim. For these reasons, women tend to distrust the xeer system.

Women face other challenges within the formal justice system.

A recent study conducted by Somaliland Women Lawyers Association emphasises that under-representation of women, such as a lack of female lawyers and judges is a problem within the formal court institutions. The report points out that a fundamental challenge is women's lack of knowledge of the justice system and of their own rights: *"it came out clearly in the interviews that men [sic] respondents know more on women's basic rights than women themselves"* (Ibid).

Structural barriers to accountability are not only attitudinal and institutional. Environmental and infrastructural barriers create further impediments.

People with disabilities (PWDs) experience particularly acute forms of exclusion and discrimination and are perceived as belonging at home.

Evidence from IAAAP confirms that PWDs find it very difficult to participate in decision-making; to access public places; and to use public transport. Widely held negative attitudes towards PWDs and an overall lack of sensitivity to their needs of are reflected in national frameworks and policies such as the Somaliland Labour Code (SORADI, 2016).

Internally displaced people (IDPs) are forced to live in informal settlements with limited opportunity to move between camps.

The United Nations High Commission for Refugees (UNHCR) estimates that there are more than 1 million internally displaced people in Somalia, most of whom are from minority clans, living in informal IDP camps (there are no formal camps). The IDPs are highly dependent on humanitarian agencies, NGOs and ISMs or camp 'gatekeepers' for food, land, shelter, security and basic services. The mobility of the IDPs to move between camps is extremely difficult due to high costs associated with relocating. Reducing risks to IDPs therefore, involves working with, not around, the ISMs (Tana, 2017).

Lack of infrastructure remains a significant challenge to meaningful engagement of extremely poor and remote communities.

For example, TSOL (2017) reports that in Somaliland where there is little infrastructure, rough and often hostile terrain, extreme temperatures, limited access to food and drinking water, it becomes almost impossible to reach remote communities who are often very poor and marginalised. This is cited as one possible reason why Genel Energy did not carry out sufficient engagement with the relevant communities. Meaningful community engagement takes a genuine commitment from all parties, time and resources, and requires mutual trust but this remains a significant challenge, particularly for extractive industries.

[4, 5] A clan is a group of people that agreed to have insurance between them. If any problem occurs, either qudh or qoon (death or injury), the group members are part of that insurance. All clan members have agreed to pay the compensation together.

There needs to be greater recognition that spaces are gendered and research methods can be exclusionary.

BBC MA highlighted in both their quantitative and qualitative research that friends and family are the main source of information for people in Berbera and that markets and tea shops are some of the key informal locations for exchange of information and discussions. However, as tea shops are frequented only by men, it is impossible for women to access information in these gendered spaces. BBC MA noted that in their research work that they have *"struggled to identify spaces frequently occupied by women, coming up only with water points or in urban settings, hotel rooms"*.

Women have less access to the internet and social media.

Internet access is not as high as other comparable countries and BBC MA quantitative research in Berbera suggests that internet users are predominantly men or young people aged between 18-24 years old, as opposed to women.

2.2 Most significant obstacles to the effective application of a GESI sensitive and/or transformative approach in the Somalia context

Programme documents for IAAAP only occasionally touch on the challenges to applying a GESI-sensitive approach (see bibliography for list of reviewed documents, including milestone reports and knowledge products). This section attempts to draw out learning from the fragments recorded in those documents, in combination with some commentary from programme partners interviewed as part of this assignment.

Partners have experienced several explicit challenges in applying a GESI-sensitive approach to accountability in Somalia…

Participatory methods and tools can be difficult to apply in Somalia.

Participatory methodologies require a higher level of investment in process and are not widely used. These methodologies include: ensuring the right people are in the room, organising multiple focus groups, training female researchers, and empowering people to speak in contravention of social norms. Progress to date has shown the partners that have been most successful in mobilising diverse stakeholders (including marginalised groups) and maintaining their engagement have been those that have staff that are well-versed in participatory methods. Strong mediating and group facilitation skills are particularly key to diffusing tensions between different groups.

Relatedly, some partners are grappling with how to ensure a 'do no harm' approach is taken.

During the first learning workshop in 2016, and in subsequent conversations with several partners, IAAAP's GESI advisors noted a certain sense of unease about including vulnerable and marginalised groups 'for fear of putting them more at risk'. As a response to these discussions, SDDirect has since developed an Ethical Guidance note to support partners in their engagement with vulnerable and marginalised groups.

Several partners have highlighted constraints with regards to the recruitment of female researchers.

These challenges are described as (i) lack of capacity and training among women researchers; and (ii) the additional security measures that would be required to ensure their safety. However, when female researchers have been used, there has been significant increase in the number of women attending meetings (SDDirect, 2016b; KATUNI, 2017b). A lack of adequately trained female researchers remains a significant challenge to ensuring that women are actively participating in IAAAP projects.

An obstacle to engaging broader groups in community activities is pushback from local authorities.

For example, GLOPPI reported resistance from local authorities who did not want the project team to mobilise and consult sub-groups of women and other excluded groups. It took time to explain that the project was to engage a broader range of social groups – not just the main clan and not just men. After some time explaining the need for more inclusive engagement, GLOPPI could mobilise women, youth, and clan minorities.

…but the relative lack of analysis on this front suggests a more fundamental programme-level challenge.

There is a lack of gender and inclusion analysis in most political economy analyses undertaken by IAAAP partners.

Discussions in the April 2016 peer-learning workshop, indicated that to move forward with their various initiatives, partners had prioritised early mapping of power holders to navigate risks and identify entry points. However, the PEA methodology used by many partners has been weak on disaggregated social and political analysis and often superficial on gender and inclusion dimensions of politics, the economy and accountability chains. Information on the position of women and marginalised groups has thus been minimal with little information on how these groups can or do engage in accountability seeking behaviour.

This disconnect between the GESI priorities of the programme and the PEA process is not unusual in development practice, especially in fragile and conflict-affected environments. However, without a joined-up approach and adequate gender and inclusion analysis 'up front,' gender and inclusion issues have tended to fall through the cracks in the various initiatives (SDDirect 2016b).

Early engagement and broadening of partners' project objectives is critical to ensuring that GESI analysis is integrated from the start.

Specific research questions, methodology, and objectives that partners have chosen, have often neglected the potential added value of gender or inclusion analysis.

For example, CAR's weapons management systems assessment (CAR, 2015) focuses heavily on technical challenges, and to some degree on political economy, but is not concerned with broader issues such as weapon ownership and use (which would link to issues of masculinities, and sexual and gender based violence etc.). TSOL's account of the accountability issues around roadblocks in Somalia contained the seeds of even more compelling evidence about the diverse experiences of women, girls, youth and other excluded citizens which would have increased the relevance and value of the research. Although IAAAP did invest time and effort in flagging the importance of an integrated approach to gender and inclusion through the initial partner workshop, the IAAAP Help Desk and learning events, consistent messages must be sent across programme functions. This would

involve GESI expectations written into the terms of reference, contract and log frames to ensure a cross-cutting approach to GESI that is more likely to yield optimal results.

Gaps in project documents do not provide all the answers.

Several reasons may help to explain the lack of sufficient data and information on gender and inclusion in IAAAP milestone and progress reports:

- Partners may not have always been aware of GESI entry points

- Partners lack the resources or capacity to do more

- More capacity-building is needed to deliver results in this area

- Ppartners have not been adequately steered nor incentivised by IAAAP management to mainstream GESI within their projects.

Experience in IAAAP has demonstrated that it is extremely difficult to retro-fit meaningful engagement on GESI issues into established projects.

2.3 Emerging opportunities, footholds and entry points for applying a GESI approach to accountability work in Somalia

Excluded groups need extra support to overcome barriers…

Preparation of women and other vulnerable and marginalised groups, prior to engagement with others in broader community platforms or spaces, is an effective inclusion strategy.

Lower levels of access to information and participation among women and excluded groups result in lower knowledge and lower trust, inhibiting their engagement with other stakeholders in broader platforms where power and social norms are at play. These barriers need to be addressed directly, rather than assuming a one-off chance to have voice or participate will somehow automatically unblock the accountability pathway. For example, BBC MA reported that *"the studio audience's participation and experience was important to producing a debate programme that engaged and demonstrated the right behaviours to those who would watch the recording (See Box 2; BBC MA, 2016)."*

Box 2: BBC Media Action: equipping women to demand accountability

BBC MA selected and trained 40 community members to be active members of an audience for a debate show including young people, people of different educational levels, elders, women, members of civil society organisations, business owners and village committee members. The training lasted for two days and developed the community members' skills in asking appropriate and effective questions. A finding from their approach was that *"some research participants observed that the women who were in the audience of the debate show seemed more engaged and interested than the men."*

BBC MA proposed that the lower levels amongst women of access to decision-makers and knowledge on roles and responsibilities found in the research could explain this higher visible engagement by women in the show.

Facilitating discussions on gender in the community as a first step not only provides an opportunity for women to express their views; it also encourages them to join in subsequent planning sessions.

This kind of up-front engagement has been important for KATUNI to encourage women to continue participating throughout the project. KATUNI notes that *"the gender activity was one of the more engaging activities for the participants… and it was an opportunity for women to express how they viewed their contributions to the community"* (Ibid). Many of the participants noted that the pilot project was the first among their communities to encourage women to become so involved in the decision-making process.

Supporting collective action of marginalised groups.

IAAAP partners have increasingly recognised that individuals alone will not be able to demand equality and improved accountability, particularly individuals that are marginalised due to their identity (e.g. gender, age, disability or clan membership). There are several informal groups that need to be mapped out and supported as key platforms to mobilise, galvanise and amplify the voice of marginalised groups.[6] These include women's associations, including business associations and credit / self-help groups) and youth groups.

...including consideration of communication and access to information

Diverse and tailored communication has proven to be valuable in ensuring inclusive approaches to accountability.

Low levels of literacy often characterise excluded groups, as identified in Tana's work in IDP camps. After receiving training, ISMs wrote their commitments to those in their camps (such as promising to eliminate FGM) and took the lead in mobilising IDPs to discuss these different issues. For the pilot these were: no harming of IDPs; no child marriage; no FGM; no gender-based violence; and a commitment to engaging with the IDPs in the management of the settlement. The ISM's commitments, transferred to big signboards in the settlements, stimulated discussion on FGM, GBV and child marriage, thus reducing stigma and making it more difficult to carry out harmful practices. This visualisation was also intended to provide a basis for the inhabitants of the settlements to understand the gatekeepers' commitments, thereby empowering them to keep their gatekeeper accountable. As a result, several ISMs have carried out self-awareness raising activities which has made it more difficult for FGM practices to be carried out in the camps (Tana, 2017).

Showcasing positive examples can stimulate others to act, particularly excluded and marginalised groups who do not feel they have any influence.

Using positive case studies to demonstrate how women and minority groups have engaged with decision-makers to bring about change can influence others to participate by increasing their belief that they too can make a difference. For example, GLOPPI has found that the communities that they have engaged through the research process have identified gaps in governance and accountability in their locality and have started to recognise that they too have a role to play. This in turn, has motivated them to start engaging with the local and central authorities to discuss issues that are important to them (GLOPPI, 2016). GLOPPI have documented numerous other examples where young people and women have acted because they have recognised that their engagement can create positive results. In this context, BBC MA argue that media is a highly accessible way of showcasing such case studies, modelling positive deviance or, for example, illustrating how women are beginning to participate in accountability - in a way that has a potentially wide outreach.[7]

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[6] Discussion point raised in an interview with SORADI (April 2016)

[7] Email exchange with BBC Media Action 25.04.17.

As young people make up the majority of internet users in Somalia, the use of social media platforms to increase accountability should be explored further.

As noted by BBC MA, internet users in Somalia are predominantly men or young people aged between 18-24 years old. This suggests that social media could be a powerful medium to reach out to and engage youth. Digital infrastructure can help to reduce physical barriers that prevent young people from directly accessing decision-makers. WhatsApp, Twitter and Facebook are potential platforms to engage young people. However, while this is identified as an opportunity, partners' documents do not offer much evidence about the effectiveness of social media to facilitate accountability pathways for young people.

Careful (and neutral) mediation in safe spaces can help convince excluded groups that participation is meaningful…

Using 'neutral' facilitators (or 'honest brokers' and trusted convenors) can counter community perceptions of clan bias and reduce corrupt practices of local project staff generating more balanced and fair research.

In addition to representing both the major local sub-clans within the make-up of their research team, KATUNI also included clan 'neutral' facilitators from outside the dominated regions of Southern Somalia. This was done primarily because staff members recruited from, or who have close clan relations with, the same communities in which they are working are often under tremendous pressure from their clan elders (or direct family relatives) to favour one community over another, or to otherwise provide certain groups of individuals with special benefits. These pressures are sometimes so intense as to encourage the development of corrupt practices among local project staff (KATUNI, 2017b). Going outside the clan or region to recruit staff helps to mitigate these risks.

Meetings in traditional and informal settings encourage broader participation.

Meetings convened in traditional meeting locations, such as community gathering places outdoors under trees, allows participants to drop in and out as they wish. This is particularly important for the participation of women as they often have other tasks to attend to throughout the day, such as preparing meals, fetching water, etc (Ibid.). While the meeting location will vary according to context and focus, careful consideration

of the systemic context of social norms, occupations and domestic responsibilities from the perspective of women and other excluded groups can help create an enabling local environment. Similarly, language considerations and translation must be built into design and budget.

In addition, women prefer face-to-face engagement and communication, and are more likely to participate if there are female facilitators.

BBC MA's qualitative research found that women preferred to receive information through face-to-face communication - for example, they prefer the idea of a town hall meeting with leaders to inform and discuss accountability issues. BBC MA, KATUNI and GLOPPI all noticed that women were more likely to speak up and engage in community discussions when female facilitators were present.

…and likewise, finding ways to convince those in power of the value of inclusivity is also important.

A key GESI entry point is ensuring all levels of government officials and civil servants consider the needs of excluded groups.

For example, research from SORADI suggests action to build the capacity of both councillors and local government officials regarding gender, human rights, and social inclusion. It also suggests positive action to bring minority clans into the council. Outlined in the Somalian Open Government Initiative's (OGI) preliminary implementation plan, two related entry points include:

1) Building an awareness of ethical practices - an immediate need to explain, through written materials and short training courses, existing rules on conflict of interest and ethics governing Somalia public servants

2) Identifying gaps in the existing rules – by developing a revised ethics code.

Using data from accountability research could be instrumental in helping to 'fill accountability gaps'.

For example, an accountability survey is an opportunity to raise the voices of those who are unheard within the current electoral system. Although not pursued to date, Altai's proposal for an accountability survey reflected some interviewees' perspectives that such a survey would be a very useful way to *"bring to light the views*

of those Somali citizens who may not directly elect their leaders" (Altai, 2015).

To better understand the strategic entry points and practical footholds for action on GESI and accountability, it is critical to identify the bottlenecks that are preventing the implementation of legislation that supports the rights of women and other marginalised groups.

There are several different laws, policies and legislation that support women and other marginalised groups but these are often not implemented. To know what the constraints are, and how to convince those in power to act, SORADI notes that it is important to assess thoroughly the bottlenecks in the system that are preventing progress.[8] They aim to do this by helping to ensure that quotas for female councillors in Somaliland are met.

Conclusion

This learning brief draws from partners reports and experiences, highlighting key challenges to a more inclusive and equitable pathway to accountability in Somalia. Deep-rooted patriarchal norms and discrimination create an intersectionality of clan and gender that result in very weak opportunities for many Somali citizens to exercise voice, choice or agency. As a result, excluded groups' lack of awareness, skills and experience in demanding accountability can become a vicious cycle, undermining public levels of trust and confidence that the state will be responsive to demands for better accountability.

The insecure and fragile context of Somalia undoubtedly exacerbates this challenge. IAAAP partners contend with acute security risks, the impact of conflict and tensions on the ground and additional financial costs that are perceived to go together with a more inclusive approach. Without clear, up front direction and intentionality from IAAAP leadership and management, partners have not been adequately incentivised or equipped to align with the programme's stated ambitions around gender and inclusion – or 'accountability for all'.

However, some partners have managed to navigate the constraints for action research on accountability that is GESI-sensitive and more inclusive, with some promising examples of practices which can help smooth the rough road to accountability:

• Providing training and support to excluded groups regarding accountability processes

• Facilitating discussions with communities around rights, gender and inclusion

• Supporting collective action of marginalised groups

• Taking a nuanced and careful approach to communication

Equally, there is a need for sustained engagement with those in power and nurturing influential champions – among politicians, traditional and faith leaders, business leaders, and bridge-building advocates for gender equality and social inclusion – to open doors and build support for a more inclusive approach to accountability. IAAAP partners who are making strides, or even just taking small steps, in this direction, and actively documenting this learning, are helping to break new ground

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List of Annexes

Annex 1: Terms of Reference

Annex 2: List of documents reviewed

Annex 3: List of people interviewed or consulted as part of the drafting process

Annex 1: Terms of Reference

Background

The 'Implementation and Analysis in Action of Accountability Programme' (IAAAP) is managed on behalf of DFID by BMB Mott Macdonald, in partnership with Social Development Direct (SDDirect). It is a four-year programme that aspires to implement and scale up a set of strategic interventions, supported by 'live' analytics that improve government performance and social accountability in Somalia. In a challenging political, cultural and security environment, IAAAP offers a unique opportunity to test 'proof of concept' for a number of initiatives that are firmly grounded in, and shaped by, an on-going process of social research and systemic political economy analysis. The intention is to make IAAAP an 'accountability laboratory for Somalia' with relevance and lessons for other fragile states.

The programme aims to foster a culture of iteration and action learning, characterised by agile feedback loops, integrated experimentation and adaption, and knowledge-sharing.[9] IAAAP aspires to support learning among the sub-contracted partners working in the different programme elements through rapid cycle mobilisation of both evidence and learning from the innovation process. This learning is to be based not only on the success of interventions, but also on failures or setbacks.

To support learning, IAAAP convened an initial Partners Peer Learning Event in Nairobi, April 2016. As a follow-up step to this successful convening, IAAAP had proposed a second Peer Learning Workshop in Hargeisa with all subcontracted partners, in October/November 2016. SDDirect and ODI were contracted to prepare and facilitate the workshop, with logistical support from BMB Mott Macdonald. The workshop objectives were as follows:

- To facilitate relationships and build partnerships across IAAAP

- To review and share knowledge, methodologies, innovations and emergent learning from the programme among IAAAP partners

- To build trust and safe spaces for learning from trial and error, successes and challenges

- To assess what we are collectively learning about accountability in Somalia

- To apply a gender equality and social inclusion lens to IAAAP action research, evidence and learning processes

However, due to security concerns, this Peer Learning Workshop was cancelled shortly before the event was due to take place. Substantial work had already gone into preparing for the workshop by SDDirect and ODI, and the various partners. Building on feedback from the first workshop in April 2016, SDDirect and ODI proposed a bottom up approach to the follow-on Peer Learning Workshop which required inputs from the partners. The workshop was also designed to allow partners more time to interact informally with one another to learn about their individual projects. The agenda, please see Annex 1, included i) a Gallery Walk to give participants time to learn about the other IAAAP projects ii) a World Café approach to allow partners to rotate between tables where different IAAAP partner knowledge products were displayed, to engage in discussions facilitated by those partners, iii) breakout sessions to discuss key themes identified by the partners and iv) an interactive GESI session to reflect on the GESI strategy, the GESI learning questions and to discuss different participatory methodologies – please see Annex 2 for an outline of the GESI session.

Throughout the planning process, IAAAP partners were extremely engaged and took the opportunity to input into the agenda and volunteer to facilitate a number of sessions. All participating partners submitted project posters for the gallery walk, a number of organisations presented key issues to input into the agenda, Katuni and Tana had agreed to share their knowledge products for the World Café session, and SORADI and PSU had volunteered to co-facilitate the GESI session.

In addition to designing and facilitating the workshop, SDDirect had been contracted for a second deliverable – to synthesise key IAAAP knowledge, methodologies, innovations and learning emerging from the workshop. As the workshop did not take place, SDDirect is not in a position to provide an overall synthesis of key learnings from the event. Instead, we propose to use the remaining budget from the learning event contract to synthesise key learning that came out of the preparations undertaken for the GESI components of the workshop.

The opportunity to develop a GESI Learning Brief is also in line with strategic area 3 – Learning- of IAAAP's GESI strategy. The key objective for strategic area 2 is to ensure that *"IAAAP learning enables a better understanding of the ways in which pathways of accountability differ for men, women and other excluded groups".*[10] This is extremely important as little is known about many of the social dimensions of accountability in Somalia, and IAAAP offers an important opportunity to contribute to learning in this regard.

These Terms of Reference (TOR) outlines SDDirect's approach to developing a GESI Learning Brief.

Methodology

SDDirect's senior GESI advisors supporting IAAAP, Emma Grant and Emma Haegeman, will be responsible for pulling together the GESI Learning Brief (in consultation and collaboration with the IAAAP Programme Officers and wider IAAAP team as needed). Both consultants were involved in the preparation of the peer-learning workshop planned for October 2016 and are providing on-going GESI advice and technical support to IAAAP and subcontracted partners.

The purpose of the proposed GESI Learning Brief will be to capture and analyse emerging findings from IAAAP's experience to date with regards to the following questions:

> In the context of IAAAP's key objectives and its 'action learning' focus on strengthening accountability across a range of themes, **what is the evidence telling us so far about the most significant obstacles to the effective application of a GESI sensitive and/or transformative approach in the Somalia context?** (including both operational and systemic obstacles, contextual challenges for tackling social norms, lack of voice, cultural resistance and taboos, lack of awareness, and limited access to information, etc.)

> In particular, **what systemic barriers do women and other marginalised groups (youth, people with disabilities, minority ethnic groups and clans, IDPs) face** in engagement with accountability initiatives, having voice, exercising active citizenship and taking collective action to hold power-holders and duty-bearers to account?

> **What are emerging as key opportunities, footholds and entry points for applying a GESI approach to accountability work in Somalia?** (what if any models or innovations for more inclusive

accountability are emerging?; what are these models doing differently?; in what contexts or sectors are these opportunities opening up e.g. politics, services, community engagement?).

The GESI Learning Brief will be developed in the following three key stages, as follows:

Step 1: Document review

- Review partner input to the learning event, evidence from SDDirect's on-going dialogue with partners, and key IAAAP documents include quarterly reviews, partner milestone reports and the theory of change document.

Step 2: Discussion with key partners

- Where there are gaps in the available documents and evidence, or if interesting findings merit further exploration, SDDirect will engage and follow up with the relevant partners. This will be done as part of the ongoing discussions between the GESI Advisors and the partners, so as to not cause additional burden on the organisations.

Step 3: Writing and analysis

- Key themes and trends will be identified and emerging learning analysed with key IAAAP staff including Yasmin Abbas Sheikh and Mohamed Harbi (the Programme Officers) as well as Jarat Chopra (the PEA Advisor) where possible.

- Key findings and recommendations will be framed to inform the implementation of the IAAAP GESI Strategy, to strengthen further integration of GESI within IAAAP, to capitalise on entry points, and to address key obstacles and challenges.

- The draft Learning Brief will be shared with all IAAAP partners for comments and discussed in ongoing discussions between the GESI Advisors and the selected partners prioritised for GESI supposed, now called the 'G7' partners.[11]

- The intention is to finalise the Learning Brief into a succinct and accessible knowledge product (5 to 10 pages max.) that captures GESI learning for IAAAP and its partners and can help to inform further implementation of the GESI Strategy; and provides an interim learning brief that could be adapted by the IAAAP communications team as they see fit for wider dissemination to key external audiences. SDDirect will collaborate with IAAAP's communications team to develop that final product in an appropriate format.

[10] SDDirect (2016) GESI Strategy for IAAAP
[11] SORADI, Tana, GLOPPI, ADA, SAN, BBC MA and TSOL.

Annex 2: List of documents reviewed

Partner documents

✓ Abyrint milestone 4 report Support to the Independent Audit Offices of the Federal Government of Somalia and Somali Regions

✓ CAR Accountability and Management of Weapons in Somaliland

✓ LAW final report

✓ ALTAI Final Perceptions Survey Report

✓ BBC MA Final Research Synthesis - Accountability and the Information Economy of Somalia Final research synthesis BERBERA, SOMALILAND August 2016

✓ BBC MA Final Quantitative Report

✓ SORADI Understanding Hargeisa Local Council Research Report

✓ OGI CSO forum report

✓ Open Government Initiative Preliminary Plan and Budget

✓ Abyrint SSPR reports

✓ Katuni final report

✓ TSOL Dan Wadaag final report

✓ AAC final FFA

✓ PSU Final Report Accountability Stakeholders and Corruption in Puntland

✓ GLOPPI Milestone 1 and 2 report

✓ Tana Milestone 4 report

✓ Katuni Political Accountability in Somalia Final Report

✓ Prio milestone 4 report

Hargeisa workshop docs

✓ IAAAP Hargeisa Workshop Agenda

✓ Key issues

✓ SDDirect and ODI Peer Learning Workshop Proposal

✓ Zip folder of project posters

Quarterly reports 1 - 6

Knowledge products

✓ Tana Final Gatekeeper paper

✓ KP_CASE STUDY_ Katuni

✓ SORADI Literature Review Hargeisa Local Council

✓ PRIO – Three Policy Briefs (taxation, justice and health)

ODI

✓ Final Research Product 1 Evidence Draft

April 2016 Peer learning workshop documents

✓ April workshop summary PPT

✓ April workshop findings

Annex 3: List of people interviewed or consulted as part of the drafting process

IAAAP staff:

• Yasmin Sheik: IAAAP Programme Officer

• Mohamed Harbi: IAAAP Programme Officer

• David Cownie: IAAAP MEL Advisor

• Barry Smith: SDDirect IAAAP Programme Manager

IAAAP partners:

• Haroon Yusaf: SORADI

• Erik Bryld: Tana

• Christine Kamau: Tana

• Alicia Mills: BBC MA

• Alasdair Stuart: BBC MA

• Sandra McNeill: TSOL

• Jonah Leff: CAR

• Sean Allen: KATUNI

Implementation and Analysis in Action of Accountability Programme (IAAAP) is a four-year UK Aid-funded programme aiming to generate and promote a robust evidence base that will inform, influence and support a broad range of Somali and international actors to hold government more accountable.

For further information, please see **www.somaliaccountability.org**