

PROJECT TITLE:
WOMEN, PEACE AND PROTECTION PROGRAMME
Somali: Mashruuca Nabadda iyo u Hiilinta Haweenka

Project description

The objective of the Joint Programme on Women, Peace and Security (WPS) is to promote women's meaningful participation in peacebuilding processes, particularly within decision-making and leadership roles, and to sustain peace at national and community level by engaging, empowering and capacitating women through legislative provisions, policy interventions, and strengthening and establishing infrastructures for peacebuilding. The Joint Programme aims to empower women as leaders and changemakers and promote the role of women-led organizations in peacebuilding, particularly at the grassroots level. The project will support grassroots initiatives and women-led CSOs and networks at the community level, promoting inclusive processes and the exchange of knowledge among practitioners, both of which are important centerpieces of durable peacebuilding processes. The project seeks to strengthen the capacity of institutions to respond to the deep-rooted issues that are at the crux of systematic violations of human rights of women and continue to impact sustainable peace and reconciliation. The Joint Programme also aims to establish an enabling environment for dialogue on matters pertinent to the protection of women's human rights, consistent with the National Reconciliation Framework (2017). This Programme intends to accelerate and strengthen the implementation of the WPS agenda, notably through addressing negative social norms, working closely with key government counterparts including the Ministry of Women and Human Rights Development (MoWHRD) FGS, and Ministry of Interior, Federal Affairs & Reconciliation (MoIFAR) FGS and other stakeholders are clan elders, religious leaders, women leaders, including young women and civil society groups, at both a national and grass-roots level. As such, the Joint Programme aims to advance the WPS agenda in the Somali context towards inclusive and gender-responsive peacebuilding processes.

UNCF Strategic Priority & NDP Pillar: UNCF Strategic priority 2, Inclusive politics and reconciliation and Security and Rule of Law; NDP Pillar II-IV, Chapter 6

UNCF Outcome(s): Outcome 1.2 and 2.1

Project beneficiaries: Civil Society Organisations, Ulema Council, traditional elders and religious leaders, clan elders; human rights defenders, women's networks, marginalized women and vulnerable groups including internally displaced.

SDG: SDG5 and SDG 16


Project location: Benadir, Jubaland, South West State, HirShabelle, Galmudug, Puntland

Project Duration: 24 months

Anticipated start date: December 2021

Recipient UN Organizations:

Implementing partners:



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UN Women
UNDP
UNSOM/OHCHR (Human Rights and Protection Group -
HRPG and Gender Advisor) (non-recipient)

Ministry of Women and Human Rights
Development (MoWHRD) - Lead Agency
Ministry of Interior, Federal Affairs &
Reconciliation (MoIFAR)

Total estimated budget: US\$ 6,660,333

Sources of funded budget:

Funded Budget: US\$ 6,660,333

- PBF: USD 5,000,000
- Somalia MPTF/SJF: USD 1,660,333

Unfunded budget:

Project gender marker score: 3

Project risk marker score: 2

Related UN projects within/outside the SJF portfolio

Women's Leadership, Empowerment, Access
and Protection (LEAP) in Somalia
Joint Security Sector Governance Programme
and Successor PIP
Somalia Joint Justice Programme
Saameynta Scaling-Up Solutions to
Displacement in Somalia



Project signatures

UN recipient organization(s)	National Authorities
<p>United Nations Development Programme</p> <p>DocuSigned by:</p>  <p>D13061182B4D4B9...</p> <p>Jocelyn Mason Resident Representative Date & Seal 25-Aug-2022</p>	<p>Ministry of Women and Human Rights Development, Federal Government of Somalia</p> <p>H.E. Khadija Mohamed Diriye Date & Seal 21/11/2022</p>  
<p>UN Women</p> <p>Maxime Houinato Regional Director Date & Seal 1 September 2022</p>	
<p>DSRSG/RC/HC</p> <p>Adam Abdelmoula Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator for Somalia</p>  <p>Date & Seal 4/9/2022</p>	

I. Peacebuilding Context and Rationale for support

a) Conflict analysis findings:

Over the past two decades, Somalia has experienced a raging civil war, a rise in violent extremism and a devastating humanitarian crisis, which led to the collapse of institutional and bureaucratic infrastructure and has greatly damaged social cohesion and unity. The country secured a level of stability while redeveloping its institutions, with the establishment of a new federal government in 2012 and after the indirect elections in 2016-2017, which, in concert with other milestones, led to the formulation of the National Reconciliation Framework (NRF). However, in order for the framework to be fully inclusive and effective in its engagement towards building resilience, sectors that play vital roles in promoting reconciliation and securing durable solutions need to be strengthened; such as security and justice, local governance, and community stabilization. The need for an inclusive framework prompted consultations with a range of actors and stakeholders, including societal and marginalized groups, religious and traditional leaders, women leaders and organizations, minorities and young people in Somalia.

Somalia has established numerous infrastructures for peace (I4P) including institutions, mechanisms, resources, and skills that create resilience to address root causes of conflict and support the peaceful

resolution of conflicts. An important development which contributes to building the peace is in the establishment of a nascent federal state structure, with the formation of Federal Member State (FMS) administrations. Other I4P includes institutions as the Ministry of Women and Human Rights Development, Ministry of the Interior, Federal Affairs and Reconciliation, National Peacebuilding Coordination Unit at the Office of the Prime Minister, Ministry of Interior and National Security, Somali National Army (SNA), Somali Police Force (SPF) and at the local level includes the District Peace Committees, local councils, traditional clan structure and its associated justice mechanisms, local CSOs including women and youth-led grassroots organizations and movements. Besides, there is a need for Women's Parliamentary Caucuses and other collective bodies at FGS and in five FMS; Coordination and Monitoring Mechanism for the NAP on UNSCR 1325; Early Warning Mechanisms and relevant mechanisms for the promotion and inclusion of WPS agenda in the mainstream of peace and reconciliation efforts.

Despite the positive trajectory towards stability, there continue to be numerous attacks in both urban and rural areas, carried out by Al-Shabaab and the Islamic State in Somalia. Key factors that continue to affect peace prospects include historical clan grievances that undermine the building of a federal state in Somalia; poor governance; absence of access to justice; lack of economic opportunities and basic services; conflict-related abuses; food insecurity, and the protracted humanitarian crisis, which continues to impact civilians, and starkly and disproportionately affects women and girls.

In the Somali context, exclusionary politics has been an historic driver of conflict. Given the male-dominated clan system and the absence of a systematic approach to promote inclusivity, Somali women largely remain excluded from key political and decision-making processes. This dynamic exists despite the complex role that Somali women continue to play in conflict: they are peacebuilders as well as fundraisers and mobilizers for conflict. With the growing number of female-headed households, women have had to take the responsibility of generating household income. Increasingly, women are pulled into complex socio-political roles and relationships without necessarily having a voice and influence in crucial peacebuilding, reconciliation and policy decision-making processes. They continue to remain underrepresented within national and regional decision and policy making bodies; for example, women constitute only 24% of members of the federal parliament.

In Somali society, it is men – specifically elders – who traditionally broker peace, through dialogue and mediation. Although women's position within the clan system enables them to bridge divisions, and on occasion, act as a first channel for dialogue between conflicting parties, their meaningful participation and representation in peacebuilding, particularly formal processes, remains insignificant. This systemic, gendered inequality reinforces the marginalized status of women and contributes to their inability to influence decisions and peacebuilding processes. Cultural biases, limited capacities, and a lack of accountability mechanisms have further contributed to the exclusion of women from formal peace, security, political and development processes, as well as decision-making and leadership roles. Patriarchal values prevent them from participating in peace negotiation and peace agreements, which hinders the prospect of sustainable peace and development. Young women are further disadvantaged, due to the intersecting factors of their age, gender, lack of power and certain cultural biases for decision-making in Somalia. They are often excluded from women fora, as deference is generally given to older and experienced women, and in youth-focused fora, which tend to be male-dominated, their views do not receive much credence, resulting in further marginalization and exclusion of young women from peace processes.

The summary of conflict analysis is based on the findings and recommendations collated from the three major stakeholder consultations, conducted in May 2020, 21-22 April 2021 and 19 June 2021. A range of stakeholders, including the MOWHRD from both Federal and FMS, Ministry of Interior, representatives of civil society actors, women's rights activists, women peace-builders from the Federal and FMS level, UN participating agencies, Office of the UN Resident Coordinator and PBF Secretariat attended the consultations which featured a participatory and inclusive approach to formulating and validating the Conflict Analysis. The conflict analysis process also benefited from presentations, discussions and consultations with partners and donors, including the Friends of Reconciliation and internal consultations with UN leadership and technical teams. The consultation report of April 2021 is provided in Annex F .



Women's representation and meaningful participation

Historically, women have played an important role in community mobilization, peacebuilding and promoting social cohesion in Somali Society. However, the protracted conflict, humanitarian crisis, and the prevalent socio-cultural, political and power structures affect and contribute to a circumscribed status of Somali women. The prevailing culture and clan system within Somali society, coupled with a lack of favorable policy and legal provisions, make it harder to address and overcome women's lack of representation and participation in the public arena, and in peace and political processes. This is further exacerbated by the recent political impasse, contentious issues of power sharing between Federal and FMS authorities, conflict hot spots and disputed territories, and Al Shabab violent extremism – all of which relegates issues such as inclusion, participation, and promotion of voice and representation women, youth, marginalized communities to a less urgent status. The matters of security and political stability tend to occupy the full attention of political actors, federal and state authorities, as well as the international partners in Somalia. The recent political crisis and ensuing stalemate provides further evidence to this effect. Disagreement over contested political issues set the country on the verge of a major crisis, notably delaying the electoral process, underscoring the pervading fragility of political institutions, and ultimately threatened the peace, security and stability in the country. As a result, women's participation and representation in elections became a secondary concern, not only to male leaders and politicians, but also to women themselves. Prevention of another detrimental crisis has become the ultimate priority.

Undoubtedly, Somali women and women's groups have been a pillar of resilience amid the conflict in Somalia. Women, including young women, have been and are among the top Somali civic figures promoting peace, several of whom have earned international awards and recognition for their work¹. However, leadership roles for women have been mainly restricted to civil society and informal processes. Since the onset of the federalization process in Somalia, only one woman has been a signatory to a formal peace agreement.² Women's local peace committees suffer from lack of resources, capacity and the overwhelming responsibilities that women take on in society due to existing gender roles and division of labor within households.

Although there are some provisions in the provisional federal Constitution that promote women's participation in all national institutions,³ their vagueness and the absence of corresponding legislation makes it difficult for women to claim their rights as equal member of the society. The Electoral Law (2020), for example, determines a 30% quota for the nomination of candidates⁴, but does not provide for 30% women seats in Parliament. The 30% threshold for women's representation in both Houses of Parliament is stipulated in the 17 September 2020 electoral agreement and confirmed in the 27 May 2021 National Consultative Council (NCC) Agreement, both of which derive legal legitimacy from the Parliamentary Decision to extend incumbent federal mandates until institutions are replaced through elections. In the absence of a legally sanctioned quota, candidates are currently elected through clan nominations. Furthermore, due to fear of political, social and religious backlash, the Sexual Offences Bill has not been put forth in the queue for parliamentary hearings.

In recent years, there has been a rise in women's representation in public sphere, particularly in legislative bodies, with 24% women in both houses of the federal parliament. But there have been significant disparities within this phenomenon, particularly in the federal member states. Currently, women comprise 1.5% of legislators in Puntland, 15.8% in South West, 10.8% in Jubaland, 6.7% in Galmudug, and 6.1% in Hirshabelle. A major shift in views of the policy leaders, authorities and leaders, traditional elders, peace-practitioners is required in order to promote and sustain women's rightful place and voice at the decision-making table, in peace processes and development processes in Somalia. It is now the time to initiate and

¹ Such as Dekha Ibrahim, Asha Haji Elmi, and Edna Aden Ismail.

² Galkayo Peace Agreement 2017.

³ Article 3(5) Founding Principles of the Federal Republic of Somalia Provisional Constitution of 2012, "Women must be included in all national institutions, in an effective way, in particular all elected and appointed positions across the three branches of government and in national independent commissions."

⁴ Article 23 (4) of the Electoral Laws (2020), "When nominating their candidates, parties must safeguard women's quota, which is at least thirty 30% of candidates for each party. The Parliament of the FRS shall issue through a regulation the most appropriate mechanism to ensure the women's quota stated in this paragraph."