



JOINT PROGRAMME DOCUMENT

Programme Title: Joint Programme on Women's Political Participation, Leadership and Empowerment

PSG No and title: n/a

PSG priority: PSG1 and Compact wide

PSG milestone: Compact wide

Overall strategic objective of the JP:

To strengthen women's leadership and participation in decision-making processes, including electoral and structures in Somalia, making them more inclusive and gender responsive.

Joint Programme Outcome:

Just and fair peacebuilding and state-building processes in Somalia with increased participation and strengthened roles for women

Programme Duration: ____48 months____

Start Date: October 2016

End Date: September 2020

Total amount: **USD 6,818,784.00**

Sources of funding:

1. Somalia UN MPTF **USD 6,818,784.00**

2. Other sources of funding:

- Government USD _____
- UN Organization USD _____
- UN Organization USD _____

Short description of the Joint Programme

Under the overall leadership of and in collaboration with the Ministry of Women and Human Rights Development (MoWHRD), the Joint Programme on Women Political Leadership and Empowerment (JP WPE) brings together strategic interventions implemented and supported by UNDP, UN Women and UNSOM to enable a coherent and consolidated approach toward increasing the participation and strengthening the role of women in the peacebuilding and state-building processes; focusing on their leadership and empowerment within three key areas: (1) gender responsive policy, legal and planning frameworks, (2) enhanced representation and participation by women in political processes, including electoral, and (3) enhanced peacebuilding and state-building capacity of women ministries at federal and state level.

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Joint Programme Document

Acronyms

AA: Administrative Agent
BPfA: Beijing Declaration and Platform for Action
CCE: Community Capacity Enhancement
CEDAW: Convention for Elimination of all Discrimination Against Women
CSO: Civil Society Organizations
CTAC: Coordination and Technical Advisory Committee
DaO: Delivering as One
DFID: Department for International Development
FGS: Federal Government of Somalia
GEWE: Gender Equality and Women Empowerment
HLPF: High Level Partnership Forum
ISF: Integrated Strategic Framework
ISWA: Interim South-West Administration
JP: Joint Programme
JP WPE: Joint Programme Women Political Participation
M&E: Monitoring and Evaluation
MOLSA: Ministry of Labour and Social Affairs
MoWDAFA: Ministry of Women Development and Family Affairs
MOU: Memorandum of Understanding
MoWHRD: Ministry of Women and Human Rights Development
MPTF: Multi-Partner Trust Fund Modality
NIEC: National Independent Electoral Commission
PBF: Peace Building Fund
PSC: Programme Steering Committee
PSG: Peace and State-building Goals
PUNOs: Participating United Nations Organizations
SDG: Sustainable Development Goals
SDRF: Somali Development and Reconstruction Facility
SIDA: Swedish International Development Cooperation Agency
SGBV: Sexual and Gender Based Violence
TOC: Theory of Change
TWG: Technical Working Group
UDHR: Universal Declaration for Human Rights
UN: United Nations
UNCT: United Nations Country Team
UNDG: United Nations Development Group
UNDP: United Nations Development Programme
UN SCR: United Nations Security Council Resolution
UNSOM: United Nations Assistance Mission in Somalia
UN Women: United Nations Entity for Gender Equality and Empowerment of Women
WPS: Women, Peace and Security

1. Executive Summary

The Joint UN Programme on Women's Political Leadership, Participation and Empowerment (JP WPE) is a collaborative initiative between the Federal Government represented by the Ministry of Women and Human Rights Development (MoWHRD) and the UN represented by the UNDP, UN Women, and UNSOM with the goal of 'strengthening women's leadership and participation in decision-making processes and structures in Somalia; making them more inclusive and gender responsive'. The JP WPE is a multi-year initiative aiming at promoting transformational change for gender equality and women's political empowerment. It is a four year programme from 2016-2020 which will use the Multi-Partner Trust Fund Modality (MPTF) established under the Somali Development and Reconstruction Facility (SDRF).

The JP WPE will deepen the ongoing efforts by UNDP, UN Women, and UNSOM to strengthen women's political participation, decision-making and leadership role; in particular, building on and consolidating the gains made under the on-going joint programme, *'Strengthen Women's Role and Participation in Peacebuilding – Towards a just, fair and peaceful Somalia'* supported by Peacebuilding Fund, by building on and strengthening these ongoing efforts at the federal and state levels. Over the past years, UN efforts resulted in women's active engagement in state-formation and other political processes, including the National Consultative Forum and regional consultation held on Federal Electoral Model in 2015. The adoption of 30% reserved seats for women in both houses of Federal Parliament in the 2016 electoral model¹ is a concrete outcome of the on-going efforts. The JP WPE will further upscale the on-going efforts and initiatives, consolidate gains and expand reach, in particular at state levels.

While Somalia has gone through several internationally facilitated processes to select transitional governments since the collapse of the central government in 1991, its first internationally recognized government, the Federal Government of Somalia (FGS) was established in 2012. Women's representation in the new Federal Parliament, the cabinet, newly established political institutions, *such as the National Independent Electoral Commission, the Independent Constitutional Review and Implementation Commission and the National Boundaries Commission*, and newly established states administrations has remained marginal. However, the recently agreed model of the 2016 elections provides an opportunity for Somalis to create a new reality for women's political participation and leadership. The openness of the process and ongoing conversations on the electoral model is important for Somalia's continuous path towards peace and statebuilding. This political process is fundamentally important for women, as the selected model with 30% reserved seats at the Upper and Lower House of the Federal Parliament will fundamentally impact on their ability to be elected into office and thereby creates the space for them to be recognized as equally legitimate political leaders as men. At the same time, the ongoing state formation process, which is near completion with only Hiran-Middle Shebele-Jwabar remaining, and the constitutional review process are important opportunities to advance women's political empowerment and leadership and entrench fundamental provisions in the legal framework for the promotion and protection of women's rights.

The four year period between 2016 and the 2020 electoral cycle will be a period of significant opportunities for the strengthening of women's leadership and participation in decision-making at all levels. There are also significant challenges tied to these four years where Somalia and the international community will need to make headway in achieving sustainable peace and stability and in addressing the Sustainable Development Goals (SDGs). The JP WPE will support Somali women in their quest for greater

¹ 'Mogadishu Declaration' of 16 December 2015. See Communiqué from HLPF, Istanbul, 2016

representation, participation and relevance in Somali politics and leadership in the 2016 electoral process and beyond.

Advancing women's political empowerment and leadership requires action on multiple fronts. Research shows that women's increased political participation and leadership results from a confluence of factors, including removal of legal and logistical barriers; implementation of supportive frameworks; promotion of women's leadership through political party reform; support to CSOs and a positive shift in societal gender norms.² Women's effective participation in political role and leadership is fundamental to advance Somalia's commitments to and inclusive, democratic and gender equitable Somalia and bring the country to international standards for the rights of women and girls.

Over the next four years, the JP WPE aims to achieve the following three outcomes:

- (1) Federal and state level policy, legal, planning and programming frameworks and arrangements are gender inclusive and responsive.
- (2) Enhanced representation and participation by women in political and public policy making processes to sustain and consolidate peace
- (3) Enhanced capacity of Federal and state level gender machineries; in particular, their leadership and oversight role, policy making capability, advocacy and negotiation skills to inform and influence the Peacebuilding and Statebuilding processes at Federal and State levels;

The JP WPE directly supports the commitments undertaken by the FGS under PSG1 of the New Deal Compact with particular emphasis on improved participation of women in politics and decision-making, the UN Integrated Strategic Framework (ISF), and the Federal Provisional Constitution and placed within the framework of the UN SCR 1325, 1820, 1889.

The results of the JP WPE will also directly impact on the achievement of the SDGs, in particular targets under SDG 5, targets 5.1;5.5 and 5.6; and across other SDGs in particular SDGs 8, 10, 16 and 17; and inform the priorities and delivery under the National Development Plan which is currently being developed. The specific SDG indicators for the JP WPE will be further identified in line with the priorities identified in the NDP and other national development framework in the course of the years.

The implementation of JP WPE over four years will require US\$ 6,818,784.00 of which GBP 3,700,000.00 representing 70.40% (USD 4,800,908.00) is funded by DFID. 29.60% of the budget is unfunded. The detailed budget breakdown is available in the enclosed Results and Resources Framework.

2. Situation Analysis

Achieving peace and stability in Somalia, as well as the Sustainable Development Goals in the long run, can only happen when development prospects for women and girls are enhanced and improved and their full potential is fully realized. This includes their gainful and substantive representation and participation in public life, political and policy-making processes.

Women in Somalia rank at the bottom of all international development indicators. While there is a serious lack of credible statistical data on the situation of women in Somalia, available data shows that

² SG's Report on Women and Political Participation, 2013. Measures taken and progress achieved in the promotion of women and political participation, A/68/184.

Somali women are still far from enjoying equal rights and opportunities. The Social Institutions and Gender Index for 2014 places Somalia on the 6th lowest position in the world, with 'very high' discriminatory family codes, 'very high' levels of restricted physical integrity, and a 'very high' level of restricted resources and assets.³ Lack of access to basic services, such as education and health, or lack of access to productive resources, including agricultural production or other livelihoods options and employment opportunities have kept most of the women population of Somalia disempowered.⁴

Somali women are significantly under-represented in political processes; including electoral processes and public offices. Only 39 out of 275 MPs (14%) in the FGS are women, in Puntland, there are only 2 women of 66 MPs and in Somaliland only 1 woman of 82 MPs.⁵ The Interim South-West Administration (ISWA) is the only exception as it recently appointed 21% women members in the newly inaugurated Regional Assembly. This level of political participation falls well short of the aspirational target of 30 percent set in 1990⁶ and more recently in the Garowe II Principles (2012) and of 'gender balance' set in the Beijing Declaration and Platform for Action⁷. Women are also largely excluded from reconciliation processes, as none of the current reconciliation programs aiming at strengthening social cohesion address women. Yet, women suffer disproportionately to men from the key drivers of fragility identified as fragmentation of the society, lack of social cohesion and lack of collective action⁸. The national review of the Beijing Declaration and Platform for Action (BPfA) provides evidence to this and recognizes that low participation of women in politics is a major issue which, alongside a weak governance and justice system leads to impunity for perpetrators and limited national capacities to protect women and girls from SGBV. The review recommended policy measures to enhance and ensure women's representation⁹. The same concern was echoed by the Government, Civil Society Representatives and International Community at the Women's Side Event at the High Level Partnership Forum held in Copenhagen in November, 2014¹⁰.

Women's political under-representation occurs despite recognition of their right to participate equally in democratic governance by the federal government and their proven abilities as leaders and agents of change. The Federal Provisional Constitution reflects the FGS commitments on women's participation; Article 3(5) for instance that, *'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.'* The Somali Compact has also made clear commitments to specific priorities for women's empowerment as well as gender mainstreaming into all the PSG priorities. Women's right to participate, express, assemble and be elected are also stipulated in numerous human rights instruments including the UDHR, CEDAW and the Beijing Platform for Action, as well as several regional instruments. The Federal authority has made renewed commitment to women's political participation by adopting 30% reserved seats for women in the Federal Parliament and reiterated their commitments to women's improved representation in decision-making bodies and public office in the recently held HLPF in Istanbul.

³ OECD Development Center, Social Institutions and Gender Index, 2014, accessed at: http://genderindex.org/ranking?order=field_sigi_value14_value&sort=asc

⁴ United Nations Development Programme (2012). Somalia Human Development Report 2012: Empowering Youth for Peace and Development, p.54.

⁵ UNDP Somalia, Gender Brief II

⁶ ECOSOS Resolution, E/RES/1990/15

⁷ Critical Area G "Women, Power and decision-Making".

⁸ World Bank 2012: Drivers of Fragility and Resilience in Somalia.

⁹ Implementation of the Beijing Platform for Action, Beijing+20 Review, Somalia Country Report, 2014, P. 32.

¹⁰ Outcome statement of the side event on women's increased participation in politics, joint communiqué of the HLPF held in Copenhagen on 19-20 November, 2014 and the video documentary titled, Somali Women Rise: Challenges and Opportunities for Political Participation.

The Vision 2016 and the Somali New Deal Compact provide the overarching framework for the peace- and state building efforts in Somalia. Initiatives are organized around the five Peace and State-building Goals (PSGs)¹¹ of the Compact. The interventions of the Federal Government of Somalia (FGS) and its partners including the UN are aligned with the PSGs. Although women's enhanced participation in political processes is preserved in the Compact¹², full integration of a gender perspective and operationalization of Women, Peace and Security (WPS) agenda in the implementation of the Compact was not achieved due to lack of specific results and resources framework for their realization¹³. Lack of inclusive political settlement is a known conflict driver and will have impact on Somalia's progress towards peace and stability. However, FGS is making a stronger emphasis on the role of women in Somalia's efforts to reach its state- and peace building goals. The FGS came forward very strongly on gender related issues at the recent High Level Partnership Forum (HLPF) in Istanbul in February 2016, when it reiterated its commitment to ratify CEDAW within its current mandate and also made mention on several occasions of its international commitments, such as UNSCR1325.

In 2013, the FGS re-established the national machinery for gender equality and women's empowerment. The Ministry of Women and Human Rights Development (MoWHRD) *inter alia*, is mandated to strengthen women's participation in political and public decision-making processes; in particular, to advance the role of Somali Women *as peacebuilders, as economic actors and as figures central to the promotion of community stability and social cohesion*¹⁴. At the state level, ministries responsible for women and human rights development are being established. In Puntland, the Ministry of Women Development and Family Affairs (MoWDFA) has been actively engaged on gender equality issues for several years. In Jubbaland, ISWA and Galmudug, ministers responsible for gender-related issues have been appointed. In Somaliland, the Ministry of Labour and Social Affairs (MOLSA) coordinates gender equality policies and programmes whilst supporting women's political participation through monitoring and research, capacity building and civic education/public awareness raising. While these national machineries exist, they are confronted with diverse capacity challenges and limited resources to address the extensive limitations faced by Somali women and girls in achieving greater representation and in politics and decision-making.

Besides government's efforts, a wide range of Somali women civil society organizations, cover crucial areas of service delivery, including health, support to survivors of sexual and gender based violence, legal assistance, economic empowerment, literacy and education. Women's groups and movement— both formal associations and informal networks — have been at the center of social mobilization in support of peace. Much of the good work civil society has done to advance peace in Somalia has relied on women's groups as mobilizers and conveners. However, these expertise and experiences are yet to be fully taken into account in national policy and political processes.

Preparing for and holding credible national electoral processes, with a special attention to women's participation as candidates and voters by 2016 is a key priority under PSG1.¹⁵ Prior to the elections, the

¹¹ The Somali Compact entails five Peacebuilding and Statebuilding Goals (PSGs) namely: Inclusive Politics (PSG1), Security (PSG2), Justice (PSG3), Economic foundations (PSG4) and Revenues and Services (PSG5).

¹² "...emphasis on improved participation in political and decision-making fora, access to justice and protection from sexual and gender-based violence, economic empowerment, and access to basic services such as health and education, particularly for the most vulnerable populations e.g. female-headed households". Federal Government of Somalia, The Somali Compact, page. 11.

¹³ The Compact Report 2014 is referred to.

¹⁴ The Somali Compact

¹⁵ It is worth noting that 2016 there will be a process more of a selection, although some 8,500 highly privileged electoral colleges will be voting. And make reference to 30%. The NIEC will have very little role in the 2016 process if at all. However, the finalisation of constitution will bear huge significance.

provisional Constitution has to be reviewed and finalized and an electoral law adopted. To these ends, the ICRIC and the NIEC (headed by a woman) have already been established. Reconciliation efforts leading to state formation saw three new Member States with interim administrations established in South West, Jubbaland and Galmudug. This entailed adoption of state Constitutions, Presidential elections, and the formation of Cabinets and of regional assemblies. Hiraan/Middle Shabelle administration is yet to be established, as well as the status of Benadir. Furthermore, newly accessible territories are emerging across Somalia. These developments present viable opportunities to forge gender equality and women's equal participation an integral part of all political processes and ensure all new legislations created; institutions built are fully aligned with the provision of the Provision Federal Constitution. To attain this, multi-pronged approach and strategy and concerted efforts and initiatives are required. This joint programme is one such initiative; building on the gains already made through the PBF joint project.

The JP WPE falls within the current framework of PSG1, 'Inclusive Politics', which is a necessary requisite to conflict prevention, attainment of peace and a foundation for achieving sustainable development. Building on the on-going joint programme, 'Strengthening women's role and participation in peacebuilding - towards just, fair and inclusive Somalia', the JP WPE aims at strengthening women's participation and leadership in political and public decision making processes making them more inclusive and gender responsive. The programme places a specific focus on women's meaningful and equitable participation in ensuring their voices are heard, they are proportionately represented in decision-making fora and negotiation processes and their concerns and needs are adequately addressed. It also seeks to facilitate changes in the policy environment and legal framework for women to fully achieve their rights.

Through the programme, support will be provided to help reduce the barriers of existing gender-power relations by tackling obstacles of clan based structure and addressing challenges of limited capacity and exclusion all of which adversely affect women's ability to voice their concerns. It will help empower women to put forward their agenda and build their capacity to negotiate in favor of their interests and claim their rightful space in society and public sphere. At the core of the project remains the support to strengthening national gender machineries as well as to engage women's organizations through advocacy initiatives to voice and strengthen women's participation in the political processes with a view to shift the culture of politics and policy making in the new Somalia. The project will essentially scale up and expand PBF interventions to reach newly emerging states and recovered areas in the regions and Somaliland.

3. Strategies, theory of change, and lessons learned

Strategies

In its support to the implementation of the Somali Compact, the UN in Somalia has reaffirmed its commitment to mainstreaming Gender and the Women, Peace and Security (WPS) Agenda and ensuring women's participation in all five PSG processes, including their participation in ongoing and emerging state formation and political processes. To translate the commitments into action, the UN proactively seeks to support MoWHRD and women CSOs by facilitating and building their capacity for an improved access to various processes and decision-making fora.

As evidenced by statistics presented earlier on, Somali women's participation in national politics, in state formation and reconciliation processes is still minimal; and it is severely hampered by their position and role within clan structures and lack of adequate institutional support and engagement. However, to

politically sustain the gains made thus far and to achieve the goals and priorities set forth, a targeted approach is required to addressing exclusionary politics and clan-based power structure and practices, which are grounded in patriarchal values and principles and evidently serve against the interests of women, leading to the further widening of the gender gap in the Somali society.

Addressing Barriers for change: The barriers to women's participation in politics and decision-making in Somalia need to be addressed to challenge gender stereotypes, reshape societal values and belief of women's ability and role, including that in political processes, governance, in peace-building, service delivery and economic recovery. Increased and targeted investment in women's political role and participation will contribute to a change in the political culture prompting processes which are more democratic and where there is room for the voices of otherwise marginalized groups; and promote an enabling environment to improve policies, and hence produce more equitable service delivery and economic empowerment.

By revisions of legal frameworks, and enhanced advocacy and dialogues across the regions, the JP WPE has the opportunity to lay the ground for challenging patriarchal structures. Synergies will be sought with other DFID funded programs aiming at undertaking measures to strengthen and engage CSOs women's groups and networks to contribute to transform the way women engage, by way of strengthening women's agency, voice and participation. To bolster the capacity of MoWHRD, state level gender machineries and women's groups and networks, the project presents opportunities and options.

One of the key strengths of the project is that it is focusing on the inherent potential to influence and shape the politics and policies in the emerging states to make them inclusive and participative. Unless women's rights and gender equality are addressed in the constitutional review and legislative processes at the onset in the emerging states, Somalia will miss yet another opportunity to reverse the trend and attain gender equality and ensure women's voice and views are counted in shaping national priorities and peace and state-building processes.

Within this context the project represents an opportunity to address inclusivity, equitability and fairness of peace-building process, and to promote meaningful engagement and representation of women in reconciliation and state-formation processes. Enhanced participation of women in all on-going and emerging political and public policy making processes, their increased negotiation ability, and their role in agenda setting exercises, which are likely outcomes of this project, will bring about a cultural shift in the peace-building as well as political processes.

Implementation Strategy

The design and implementation of the JP WPE is guided by the following:

Promoting Transformational Changes As Somalia transitions from the Somali New Deal Compact to a broader national development framework to be formulated in the NDP, the UN—Agencies Funds and Programmes and UNSOM—aims to further deepen programming towards transformative results for gender equality and women's empowerment. Focus will be on high impact, sustainable and scalable initiatives and an inclusive approach will be adopted by strengthening the voice of women to remove structural barriers for gender equality and women's empowerment. The efforts will be guided by the principles of international human rights standards.

Defining roles according to 'fit for purpose': UNDP, UN Women and UNSOM take on distinctly different yet complementary roles in the implementation of JP WPE.

UN Women will play both a catalytic and an operational role, and be responsible for the overall coordination and strategic monitoring and reporting on the JP WPE, be the focal point for liaising with development partners, and provide a secretariat function for the JP WPE. UN Women will address legal and regulatory issues and mainly work at the federal level with the parliament and federal level ministries, and focus on knowledge development, analysis and monitoring.

UNDP has a long tradition of providing extensive packages of support to enhance the ongoing political transformation with a large portfolio covering state formation, elections, and constitutional review, all of which have significant impact on women political empowerment and leadership. UNDP's capacity building mandate and interlocutory role in policy and legal development will be integral to achieving the outcomes of this programme.

UNSOM, given its political mandate and comparative advantage, will deploy the Special Representative of the Secretary General "Good Offices" as a key instrument to facilitate political liaison, advocacy and negotiation at the highest level to reach consensus and effect change.

All entities will provide continued support to women's groups, movements and coalitions at both national and state levels to build synergies with the national and state level gender machineries and sustain engagement with key political institutions and gate-keepers on women's political participation.

Informed decision making based on analysis and learning: Building on existing political economy analysis, the JP WPE will initiate small analytical pieces, which will go some way towards filling current analytical gaps in regards to women political empowerment and leadership. These pieces for analysis will be used to deepen and strengthen programming during programme implementation through the annual work plans.

Synergies, co-funding and collaboration: In the spirit of results effectiveness, JP WPE will enhance synergy and collaboration with other ongoing initiatives.

- One such synergy is the ongoing collaborative efforts between UN Women, the RC Office and the World Bank which are launching a baseline survey on the State of Somali Women and Men. Baseline data on women's political participation at all levels in Somalia can be developed as collaborative approach with the State of Somali Women and Men initiative. This will be co-funded with the UN-World Bank Trust Fund.
- The JP WPE will also co-fund with other funding sources and ongoing initiatives: UN Women in 2015 secured funding from Denmark and Sweden for strategic monitoring across the UNCT engagements on key national and global indicators. The JP WPE will co-fund some of these activities to ensure comprehensive monitoring in line with the monitoring framework to be established under the National Development Plan of relevance to the JP WPE. Likewise, UN Women has secured the support of a Junior Professional Officer from the Swiss Development Agency who during the third year of her assignment (June 2016-June 2017) will support monitoring of the JP WPE co-funded by the Swiss and the JP WPE. Ongoing Letters of Agreements with both Ministry of Interior and Federal Affairs and Ministry of Women and Human Rights Development, with funding from SIDA, will be co-funded with JP WPE.
- UNDP together with UNSOM is leading the UN effort for all PSG 1 priorities through 4 key programmes (covering support to state formation, constitution review, the electoral process and Federal Parliament and all state assemblies); together with a dedicated gender support project GEWE Project that has *women's participation and representation in decision making and peace*

building as a key outcome. UNDP is also the lead implementing agent of the ongoing PBF project which the JP WPE builds upon. Throughout all of its projects, UNDP adheres to UN-wide gender equality standards and adopts mechanisms to advance the achievement of gender equality and women's empowerment in all its development results. The GEWE project and all UNDP PSG1 programmes have set up an internal collaboration mechanism to ensure that the intensity of the political processes in 2016 is leveraged to ensure that gender issues are reflected in all policies, legislations, institutional capacity building, outreaches and other initiatives.

- Another synergy is UNDP support to research on women's political participation in Somaliland and Puntland (and in South Central planned for 2016). Knowledge products and normative frameworks will be used for advocacy activities, in cooperation with selected partners, and will serve as a basis for technical advice as well as the further strengthening of ongoing and planned initiatives.
- Networks and alliances will be further strengthened with existing programmes.

Theory of Change:

The Theory of Change (TOC) guiding the JP WPE goal of 'strengthening women's participation in politics and decision-making in Somalia; making them more inclusive and gender responsive' at the outcome levels is: If (1) Somali women have greater access to political and decision-making processes and are able to influence legal, policy, planning and implementation frameworks at all levels, then (2) Somali women will be able to challenge gender stereotypes and reshape societal values and beliefs of women's ability as leaders in the public sphere; leading to (3) a change in the political culture, prompting processes which are more democratic and where there is room for the voices of otherwise marginalized groups, and (4) promote an enabling environment for Somalia to achieve greater peace, stability and stay on the path to sustainable development.

To achieve the set goals and objectives, the programme will support the implementation of a number of activities to be guided by the following proposals and logic:

Policy making: With project support if women can take part in national and regional decision making processes then that will give them new experience, eventually generate new body of knowledge and give women stronger voice to influence and (re)shape societal thinking and belief of potential, role and abilities of women; in other words the project is likely to challenge gender stereotype and reshaping societal values and belief of women's ability and role, including that in political processes, governance, in peace-building, service delivery and economic recovery. This will further contribute to a change in the political culture prompting processes which are more democratic and where there is room for the voices of otherwise marginalized groups. This will also promote an enabling environment to improve policies, and hence produce more equitable service delivery and economic empowerment.

Representation and participation: If support is provided to strengthen women's representation and participation in political processes and public policy making fora then women will have greater access to decision making processes and influence the culture of politics and as a result will be able to influence the PSG processes and policy decisions. If further support is provided to enhance their capacity and strengthen their role then they will gain access and ability to negotiate for political and economic justice which will bring about changes in gender-power relations. If project interventions are specifically tailored to support women's collectives and enable them to influence various political and peace building processes at various levels then that will enable them to influence various on-going processes, including PSGs and in effect women's agency and voice will be strengthened. If support is directed to networks of women leaders and gender advocates with specific aim to carry out policy advocacy then that is likely to

result in a policy shift, making all new policies and legislations more gender responsive. If assistance provided to enhance women's capacity and leadership role then that is likely to make them more confident to take part in elections as candidates which may eventually enhance women's representations in various public offices at different levels and their role as candidates and voters during the electoral process.

Access to public sphere: Furthermore, with the project support if women can enhance their access to public sphere that will help them gain more visibility and voice, enabling them to influence policy agenda, legislations, policies and strategies that will drive state-formation and peacebuilding processes. If the project can create an enabling environment for women to influence electoral process then their participation in elections as candidates and voters as well as appointees in emerging state structures will increase.

Advocacy: If project interventions help influence policy shift that will be catalytic to change political culture which will continue to support women's networks and MoWHRD and benefit women and girls beyond the project life time. The achievements in line with the Compact gender commitments which will be processed through the project interventions will continue to serve as guidance, norms and frameworks effecting change in gender-power relations beyond the project life time and in the longer-term as well.

Capacity strengthening: If afforded support for capacity building of national gender machineries and the Parliament that will transform their ability to influence the culture of politics making it more inclusive by creating more space for women and give them greater recognition.

Rationales:

A GLOBAL COMMITMENT - UNSCR1325 and its associated resolutions recognize the link between gender equality, peace and security and highlights for example the importance of addressing women's participation in all levels of decision making, and the prevention of violence against women through the promotion of women's rights, accountability and law enforcement. The UNDP eight-point agenda and the Secretary General's seven-point agenda both addressing women's empowerment and gender equality in crisis prevention and recovery, provide road maps of clear actions for integrating a gender perspective into post-conflict recovery and underscore the imperative for improving women's participation and leadership in reconciliation, peacebuilding and stability efforts as well as democratization processes. UN Women's Global Flagship initiatives emphasize the importance of women's political empowerment and leadership with a specific focus on fragile states. The gender inequality index for Somalia is alarmingly high at 0.776 placing Somalia at the forth lowest position globally¹⁶; and despite their traditional and valued role as peacebuilders, Somali women have been consistently excluded from peace talks, other than as observers. The recent state formation process are beginning to address this, however women representation remains very low. Further to this, a significant conflict driver in Somali is a fragmentation of the society and lack of social cohesion¹⁷. The promotion of collective action by women for women will be critical to drive this policy agenda forward.

A SOMALI COMMITMENT – *peace and security require the engagement of women and of communities:* The Somali New Deal Compact¹⁸ recognizes the need for inclusive political processes as a way to build a peaceful society. It also emphasizes the important role played by communities and women in

¹⁶ UNDP Somalia Human Development Report 2012

¹⁷ World Bank, 2013: Drivers of Fragility and Resilience in Somalia. Washington DC: The World Bank Group

¹⁸ The Somali Compact 2013-2016. The Federal Republic of Somalia.

peacebuilding, as well as the important role to be played by women in the national political processes. Strengthening capacity at the state level to address these commitments and promoting their link with communities will enhance the ability of Somalis to deliver on their Compact commitments.

WINDOW OF OPPORTUNITY: The years 2016 to 2020 will be fundamental in promoting the gender equality agenda in Somalia, given two critical elections in 2016 and in 2020. With the SDGs and the international conventions, and with the maturing of the FGS, the time has come for Somalia to honor international conventions and global commitments.

DELIVERING AS 'ONE-UN': In the spirit of UN Delivering as One (DaO), UNDP, UN Women and UNSOM have been working collaboratively to promote women's participation and representation in political and decision-making processes. An ongoing project funded by the Peacebuilding Fund focus on the federal level MWHRD. Through this proposed project their commitment to DaO will be further enhanced. Also, UN Women and UNDP and UNSOM work closely on a Joint Programme on Rule of Law. UNSOM and UN Women co-chair the UN Gender Theme Group, where UNDP is actively engaged, with the aim to ensure a systematic integration of gender issues within the reconstruction, peace consolidation and development continuum at different levels of policy and programme formulation.

Lessons learned

The JP WPE draws lessons from implementation of the PBF joint programme as well as other programmes and projects through which UNDP has been supporting the ongoing political processes in Somalia. Some key lessons that have shaped the approaches to this joint programme are:

- A gender integrated approach to post conflict reconstruction is integral for successful and sustainable peace and statebuilding. The New Deal Compact for Somalia though it presents Gender as a cross-cutting priority, requiring all key interventions to ensure equitable participation of women (and other marginalized groups) and to respond directly to the acute challenges contributing to sustained gender disparities across multiple sectors, did not put in place a framework with clear, deliverable and measurable targets for its implementation. This meant that it effectively downplayed the importance of women's participation and resulted in missed opportunities. The JP WPE addresses this shortcoming by centring its efforts as part of PSG1 and delivering targeted interventions that will empower Somali women to claim their due space in public offices/sphere, help influence policy shifts that will be catalytic to change political culture, and generate a significant push to advance the role of Somali women as peace and state-builders.
- UNDP's portfolio of support to the political processes in Somalia includes four strategic projects under the Governance and Rule of Law Programme (support to elections, parliament, state formation and the Constitutional review process) with a combined portfolio of approximately \$25million per year. The joint programme will leverage on the extensive reach of these projects at the national and state levels as well as the partnerships structures they have established with key institutions in the political process to maximize on resources for capacity building, advocacy and integration of gender into the different contributions. To this end, these projects will be engaged in the Project Steering Committee and at the CTAC level as relevant to ensure efficient information sharing and synergies in activity implementation when necessary.
- The electoral model adopted for the 2016 elections is still clan-based; meaning that meritorious assumptions of political office remain aspirational. Furthermore, even though a 30% reserved seats seems to have been agreed for women's representation in both houses of the federal parliament, experience from Garowe II Principles and the selection of the current federal

parliament indicate that, securing the quota will require significant and intensive efforts by women's groups, gender machineries and development partners at all levels to coordinate effectively, monitor processes as they unfold, provide strategic advice and target advocacy as needed the traditional power holding institutions. One of the approaches proposed in this joint programme is a mapping of capable and interested women for the parliamentary positions across different clans and presentation to the power brokers in the 2016 elections.

- Political appointments or selection of women to political offices using the clan-based power sharing model deploys a tokenistic approach. Women are often selected based on clan or marital affiliations rather than on merit. This means they bring very little capacity or understanding of gender issues to office and thereby is not able to leverage their positions to advance women's rights or interests. This programme will focus a lot of investments on capacity building for women in appointive and selected positions in the build up to the next electoral cycle to become gender equality advocates whilst at the same time creating strong synergies between them and the women's movement to amplify their efforts.
- The combined efforts of women advocates and the presence of men as gender champions within the political cadre saw the adoption and achievement of a 20% quota for women into the new regional assembly for the Interim South West Administration. The lesson which the programme is drawing from this achievement is that advocacy efforts need to be effectively coordinated and synergies built among women's movements but at the same time partnerships with men as champions will be key to engage at specific spaces.
- The period between the 2016 and the 2020 elections presents ample opportunity build on gains and deepen capacity building and advocacy efforts with a view to securing and improving on the representation of women and their contributions in the next round. A number of institutions will be strengthened and new laws will be enacted towards the 2020 cycle. Short term project based approaches have often proven ineffective to engage with the changes occurring during the intervening period between one electoral contest and another. The life span of the JP WPE is an opportunity for the UN partners to stay engaged and step up capacity building and other efforts to key stakeholders in the processes towards 2020.

4. Programme Outcomes

The following outputs and broad sets of activities will take place under each of the three outcome areas.

Outcome 1:

Federal and state level policy, legal, planning and programming frameworks and arrangements are inclusive and gender responsive.

Outputs:

- 1.1 The rights of women promoted through improved legal and policy environment at federal and state level.** Activities under this output include technical support and advocacy for 1) Ratification of CEDAW, 2) Gender provisions (including potential affirmative action provisions) in revision and adoption of the federal and state constitutions; 3) adoption of gender responsive electoral laws, 4) adoption of Sexual Offences laws at all levels, 5) adoption of the National Gender Policy; 6) gender responsive National Development Plan; 7) Gender review of key legislations;