Kirkon Ulkomaanapu

5.10.2021

Kirkon Ulkomaanavun lausunto ulkoasiainvaliokunnalle asiasta UTP 28/2013 vp Valtioneuvoston selvitys Suomen kansallisen toimintaohjelman toimeenpanosta; Naiset, rauha ja turvallisuus

Kirkon Ulkomaanapu kiittää mahdollisuudesta toimittaa lausunto aiheesta UTP 28/2013 vp Valtioneuvoston selvitys Suomen kansallisen toimintaohjelman toimeenpanosta; Naiset, rauha ja turvallisuus.

On laajasti tunnustettu, että kestävä rauha ei ole mahdollista ilman naisten tasavertaista osallistumista ja johtajuutta rauhantyön eri tasoilla. Esimerkiksi Afganistanin romahtaminen korostaa entisestään Naiset, rauha ja turvallisuus –agendan ajankohtaisuutta, erityisyyttä sekä toimeenpanon tärkeyttä. Kuten Afganistanissa nähtiin, pysyvä rauha ilman vahvaa paikallista omistajuutta ei ole mahdollinen.

Liittyen käsiteltävään vuoden 2020 raporttiin Naiset, rauha ja turvallisuus –toimintaohjelman toimeenpanosta, haluamme nostaa esiin seuraavat näkökulmat ja suositukset:

1) **Osallistava valtionrakennus täytyy olla paikallisesti johdettua ja omistettua.**
2) **Rauhantyöhön täytyy linkittää entistä saumattomammin kehitysyhteistyö ja humanitaarinen työ.**
3) **Suoraa rahoitusta 1325-agendalle on vahvistettava – erityisesti paikallisille toimijoille ja järjestöille.**

Osallistava valtionrakennus täytyy olla paikallisesti johdettua ja omistettua, muuten tulokset ovat hauraalla pohjalla. Tämä ei ole ristiriidassa tasa-arvotavoitteiden kanssa.

Kirkon Ulkomaanapu on tukenut Somaliassa erityisesti osallistavan paikallishallinnon rakentamista. Ilman osallistavia ja edustavia paikallishallinnon rakenteita, jotka vastaavat kansalaisten tarpeisiin ja tuottavat keskeiset palvelut, on valtionrakennus väistämättä hauraalla pohjalla. Somalian liittovaltio koostuu osavaltioista, joiden sisällä toimii piirikuntia. Yhteensä Somaliassa on 72 piirikuntaa, joissa seitsemässä on paikallishallinnon rakenteet. Näistä 4 on KUA:n tuella perustamaa, mikä on merkittävä tulos koko Somalian paikallishallinnon rakentamisen kannalta.

Toinen paikallisen omistajuuden keskeinen asia liittyy naisten poliittiseen osallistumiseen. Naisten liikkeillä ja järjestöillä on keskeinen rooli moniulotteisiin kriiseihin vastaamisessa ja tuemme konflikti- ja kriisimaissa naisten paikallistason ryhmiä ja naisfoorumeja. Somaliassa olemme tukeneet naisten kansalaisyhteiskunnan laaja-alaista verkostoitumista, naisten poliittista osallistumista ja roolia rauhanprosesseissa.

KUA:n tuella on perustettu naisten poliittisen vaikuttamisen verkosto ja koulutettu yli 700 naisjohtajaa yliopistoista, hallinnosta, kansalaisyhteiskunnasta ja mediasta. Keskeisenä saavutuksena on 30 % naiskiintiön aikaansaaminen KUA:n tuella perustetuissa uusissa paikallishallinnon rakenteissa. Keskeisenä kiintiön aikaansaamiselle oli KUA:n tukeman naisverkoston yhteistyö uskonnollisten ja klaanijohtajien kanssa, jotka sitoutuivat toimimaan naisten oikeuksien edistäjinä ja takaamaan naiskiintiön toteutumisen osana klaanien välistä vallanjakosopimusta. Vaikka kiintiön toteutumiseen on vielä matkaa, naisten poliittinen osallistuminen niin paikallis- kuin aluehallinnon tasolla on ottanut merkittäviä edistysaskelia. Vuonna 2020 Lounas-Somalian osavaltion parlamenttiin valittiin 2020 alkuvuodesta 16 naiskansanedustajaa (95 edustajaa yhteensä).

- **Parlamenttivaalit Somaliassa ovat parhaillaan meneillään. On tärkeää, että Suomi tässä yhteydessä tekee kaikkensa varmistaakseen, että säädetystä 30 % naiskiintiöstä pidetään kiinni.**

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On kuitenkin tärkeää muistaa, että Somalian poliittinen tilanne on herkkä, ja kansallisen tason poliittinen tilanne vaikuttaa olennaisesti osavaltioiden ja piirikuntien tilanteisiin. Siksi on tärkeää puolustaa **saavutettuja edistysaskelia niin valtionrakentamisen kuin naisten poliittisen osallistumisenkin kannalta. Suomen ja suomalaisten toimijoiden tulee:**

1. **Tukea paikallisten toimijoiden, naisten liikkeiden ja naisten kansalaisjärjestöjen rauhantyötä**. On tärkeää kohdentaa tukea paikallisten naistoimijoiden ja verkostojen toiminnan tukemiselle ja politiikkavaikuttamiseen paikallisella ja kansallisella tasolla. Esimerkiksi **Keniassa** olemme tukeneet paikallisia naisten rauhanryhmiä, jotka tuovat yhteen naisia yhteisöistä, jotka ovat konfliktissa keskenään.

2. **Osallistava valtionrakennus, rauhanrakennus ja sovinto** täytyy linkittää saumattomasti toisiinsa. Esimerkiksi Somaliassa paikallishallinnon rakentaminen pohjaa klaanien väliseen sovintoon joka mahdollistaa vallanjaon, jonka puitteissa naiskiintiö toteutuu. KUA ja Uskonnollisten ja perinteisten johtajien rauhanverkosto on Suomen tuella käynnistänyt hankkeen, jossa tuetaan kansallista sovintotyötä ja valtionrakennusta.

3. **Rauhantyöhön täytyy linkittää entistä saumattomammin kehitysyhteistyö ja humanitaarinen työ.** Esimerkiksi Keniassa alueille, joilla olemme tukeneet pitkään yhteisöjen välistä konfliktienratkaisua, koronakriisi on edelleen kärjistänyt taloudellista tilannetta, lisännyt karjavarkauksia sekä tyttöihin ja naisiin kohdistuvaa väkivaltaa. Samoin Somalian paikallishallinnon kannalta avainasemassa on kyky tuottaa peruspalveluita kuten laadukasta koulutusta tai varmistaa toimeentulo, ottaen huomioon naisten ja tyttöjen erityiset tarpeet.

4. **Tasa-arvonäkökulma ei liity pelkästään naisiin – sukupuolittuneet asenteet ja roolit vaikuttavat yhtä lailla miehiin ja poikiin.** Esimerkiksi pitkäjänteinen työmme Somaliassa osoittaa, että uskonnollisten (mies)johtajien rooli tasa-arvon edistäjinä on keskeinen ja välttämätön

Näiden tavoitteiden aikaansaamiseksi Suomen tulee:

- edistää siilojen purkua humanitaarisen avun, kehitysyhteistyön, rauhan ja turvallisuuden toimintojen välillä. Kehitysyhteistyöllä on siten merkittävä rooli konfliktien ennaltaehkäisyssä. Tämä työ myös säästää huomattavasti, kun konfliktin juurisyihin pystytään puuttumaan ennen kuin tilanne eskaloituu väkivaltaan.
- edistää 1325 agendaa tiiviissä yhteistyössä suomalaisten järjestöjen kanssa.
- vahvistaa suoraa rahoitusta Suomen ja järjestöjen tekemän työn mahdollistamiseksi. 1325-agendaan liittyvien rahoitusten raportoinnin osalta on tärkeää huomioida, että vaikkakin kokonaisuus tuo näkyväksi 1325 työhön väljästi liittyvän rahoituksen moninaisuuden ja laajuuden, se sisältää myös hankkeita, joissa ei ole ollut merkittävää suoraa rahallista tukea 1325 liittyvään työhön, siksi tarvitaan edelleen kohdennettua rahoitusta 1325-agendan edistämiseksi ja tämän työn vahvistamiseksi hallinnon eri aloilla, ml. tutkimus ja arviointi.

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Liite 1: FCA Somalia contribution to Women, Peace and Security Agenda
Liite 2: FCA Kenya contribution to Women, Peace and Security Agenda

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FCA Somalia contribution to Women, Peace and Security Agenda

In Somalia, FCA is one of the leading actors in peace and state building. The interventions from FCA have evolved from mediating the local and community peace, to a more structural peace process, gearing toward building capacity of government institutions at different levels in building sustainable peace, stability and development. Promotion of gender equality and women's empowerment cuts across all SOCO interventions from its programme design, to the implementation, to the monitoring and evaluation.

In its Rights to Peace portfolio, SOCO seeks to address negative social norms and gender stereotype and to provide appropriate interventions to promote participation of women and youth in decision making processes, including in the national reconciliation and government's decentralization efforts. Since 2016, SOCO has implemented three major local governance projects aimed at i) strengthening local governance structures for more accountable and inclusive district council formation (DCF) across 4 federal member states (South West State, Jubbaland, Galmudug and Hirshabelle), ii) promoting women's participation in political and decision making processes in 3 districts of SWS, Baidoa, Berdale and Hudur and iii) MIDEEYE project in support of national reconciliation and local governance. Over the last couple years, the efforts have yielded some concrete outcomes:

- ***Women elected to the national parliament in the current 2021 national election:*** advocacy by FCA, its partners and other stakeholders led to the elections of 2 female parliamentarians out of 8 to represent South West State in national parliament at FGS.
- ***Contribution of the formalization of the quota system for women in policy and legislative framework***: decision of the National Leadership Forum to adopt the 30% in the national parliamentary elections (FGS) in 2016 (result of FCA and its consortium members' lobbying), and integration of the 20% quota system for women in local government law of SWS and in key DCF processes
- ***Fair representation women in leading government-led committees:*** a total of 30 members in Technical Committees for 4 FMSs, 6 (20%) were women, and 24 (80%) were men. Of the total of 70 members of District Preparatory Committees of 5 FMSs (Galkacyo, Afamdow, Jowhar, Barawe and Elberde), 21 (30%) were women.
- ***Increased inclusivity and participation of women, youth, and marginalized groups in DCF process and statebuilding process***: previously excluded and marginalized groups including women, youth and minority clans' participation in local governance was significantly improved.
- ***Women elected as members of the Federal Member State parliament:*** 16 female parliamentarians were elected out of 95 **and** appointment of a female Deputy Speaker of the parliament in the March 2020's SWS State Assembly Election
- ***Strengthening a pool of 500 qualified female leaders*** from diverse backgrounds across SWS after capacity building and mentorship programme by FCA
- ***Successful establishment and functioning women's network in SWS***, Women's Bay Network or BAYWAN to create supporting circles for women. Seven groups of BAYWAN received Small Quick Impact Projects (SQUIPs) to promote income generation of the members and sustainability of the Network.
- ***Development and approval of National Gender Policy for SWS*** by the Ministry of Women and Human Right Development (MWHRD), a major milestone in SWS history

Lessons learned

A holistic and integrated approach to programming is key in promoting women's political participation. A combination of the interventions i) from capacity building and mentoring support tailored to the individual needs, ii) to creation of regular dialogue platforms for trained women to air their voice and practice their learning, iii) to systematic advocacy with key concerned political actors in particular clan elders, and iv) to broader awareness raising and media campaigns, has proven to be very effective in tackling gender issues in the Somali

political and governance context. The capacity building programme was designed to meet individual needs of different groups of women, based on comprehensive needs assessment. The trainings were carried out in a series to avoid a one-off training approach, and combined with follow-up and mentoring sessions and regular dialogue platforms.

Value of quota in securing women's political rights: The federal Constitution's 30% quota as well as the 20% quota in the states' local governance laws have been vital in advocacy and lobbying efforts for women's political rights.

Constant advocacy targeting different actors particularly the clan elders and religious leaders is a precondition in promoting women's political participation and representation, since Somali politics and governance at all levels, both formal and informal, still follow the clan-based power sharing systems, generally dominated by men. Using these groups as "key allies" for gender equality and in key sensitization events including media platforms also increases the chance of adoption of female aspiring candidates in the elections. Gender sensitive trainings of media actors also contributed positively to promoting positive profiling of women leaders during electoral campaign (e.g. after media trainings, KGS state TV and radio and Warsan radio in SWS have produced weekly programme on women).

Working through local women structure and national machinery does not only increase local ownership, but also give legitimacy to the approach and build stronger case for success. Ongoing and comprehensive support to BAYWAN and Ministry of Women have significantly contributed to increased emphasis on women's issues and agenda (e.g. 30% quota system for women) in the high-level advocacy and policy dialogues, resulting in more concrete actions from the government in promoting women's political participation.

Addressing bottlenecks in previous and current interventions for better outcomes

Clan based political system remains in practice, despite the government's commitment towards one-person-one vote in national elections. Therefore, more interventions that promotes positive masculinities – male allies, active engagement of the clan elders and more dialogue platforms between women's groups and these actors could positively influence clan elders' decision in nominating women in the delegates/candidate lists.

Using religious leaders in countering the false narratives of the religion on women's roles in leadership also needs to be considered in advocacy and awareness raising activities.

Working with family members of aspiring female candidates could provide a strong supporting environment for women during their electoral campaign and also encourage more women to pursue their political aspiration.

Systematic integration of the multi-ministerial taskforces in delivering women's political participation interventions is critical to ensure buy-in and high level support especially in the local government elections, since many government institutions (MoWHRD, and ministries of Interior, Religious Affairs, and Youth) play different roles in the process.

Integration of income generation activities and other support for female aspiring candidates need more emphasis, as financial means is considered as a critical barrier preventing women from running for election.

Immediate needs to revise the Wadajir Framework and the states' local governance laws: the 30% quota should be enforced and integrated into existing local governance laws of the Federal Member States, and state laws should be harmonized to ensure that all states are using the same frameworks to implement the DCF process.

FCA Kenya contribution to Women, Peace and Security Agenda

Northern Kenya Integrated Development Project – Supporting women's leadership and participation at the community level

Since 2014, FCA has been implementing a comprehensive project titled Northern Kenya Integrated Development Project (NOTKID). NOTKID is implemented in West Pokot, Baringo, Marakwet and Turkana counties where competition over access to and control over natural resources compounded by the effects of climate change, proliferation of small arms and general insecurity, exacerbates inter-communal conflict manifested in violent cattle raids or cattle rustling. In this context, the project supports community owned and led conflict prevention and resolution mechanisms.

However, the traditional tools and mechanisms for conflict resolution and prevention are dominated and controlled by community elders (men). Cultural values and structural barriers effectively hinder women's leadership and voice in community-level decision-making. This is despite the fact that women are disproportionately affected by inter-communal conflicts and their agency and diverse roles both as drivers of violence and as peacebuilders continues to be overlooked.

As part of the comprehensive approach, FCA supported the formation of Women Talking Circles (WTCS) as spaces for women's collective voice and action both at intra and inter group level linking to duty-bearer processes. These WTCs are clusters of women (15 to16) per group brought together to ensure women's influence and participation in the peace processes. Currently there are 10 WTCS in the region. A number of WTCS have also developed into business cooperatives as part of FCA's comprehensive support to women's socio-economic empowerment and leadership.

Achievements

- Several local peace agreements have been reached and a peaceful inclusive disarmament process implemented. These agreements on cessation of hostilities, commitments and/or resolutions greatly contributed to the end of large scale violence that had internally displaced hundreds of people, destroyed livelihoods and disrupted provision of basic services.
- Women's collective action and WTCs have contributed to broadening gendered perceptions on leadership both among duty-bearers as well as community level. WTCs are considered ambassadors of peace and their role as leaders is increasingly recognized and accepted.

Key strategies

- Supporting women's collective peace action to involve community and strengthen intra/inter- ethnic cohesion e.g the peace protests, joint peace prayers and women led public gatherings (barazas), as well as radio programmes /listening groups (a success especially during COVID19 period). Use of cultural aspects to promote inter-ethnic dialogue (songs, storytelling etc).

- Collaborated with Ministry of Gender to conduct women, peace and security workshop to create women networks and document the voices of women affected by conflict to engage in conflict transformation in line with 1325 and KNAP II.

- Gender, advocacy and human rights training for 883 duty bearers in Elgeyo Marakwet County. Sessions included, women, peace and security, anti fgm laws, child protection acts to create awareness on increased violence against women and girls especially during COVID 19.

- Link WTCs with other formal and informal peace structures to enhance women participation during official disarmament process and inter-ethnic dialogue meetings
- Increase visibility of role of women in peace building through duty bearers (partnership with religious and cultural leaders, duty bearers to break cultural stereotypes).
- Supporting young girls/mentoring them to take up leadership roles and address cultural violence (FGM, early marriages and encouraging education/training of girls) through awareness creation campaigns in Baringo County.Linking peace to livelihood, supporting WTCs through livelihood interventions to enhance their livelihood and leadership role in society

Lessons learnt

- WTCs serve as a platform for women to participate in the peace processes. It has created a safe space for women to discuss conflict experiences, key issues and formulate peace building strategies There is need to widen the coverage of this concept to West Pokot and Turkana. Women have started to knock at the door; there is need for them to continue doing this to transform conflicts.
- Kenya has launched second generation National Action Plan on 1325. There creates an opportunity to work towards policy formulation to strengthen the domestication of 1325 in these areas. There is need to institutionalize peace efforts of women in the region.
- Strengthen Nexus btw peace, education and livelihood opportunities for women and young girls. The aim of this is to tackle structural and cultural violence in the region and to ensure sustainability of women's role in peace and security.

What would you do differently? Blind spots

- Reduce intergenerational gap by encouraging older peace builders to involve young women. More young women to address cultural violence and intensify women voices.
- Sharing experiences among pastoralist women to tackle cultural perception and break socio cultural barriers. This can be done by promoting exchange visits, documenting experiences and connecting women mediators to amplify their participation at the grassroots and national level.
- Mentor and nurture young women to take up leadership roles to influence policy at the County and National level. This can be achieved through mentorship sessions with women leaders from these regions both at County and National level such as Lina Jebii Kilimo and others. This can target girls in schools and tertiary institutions.
- Introduction/strengthening of peace clubs in schools in the affected region with a focus on strong participation of girls.