# Data Collection Survey for Consideration of Assistance Approach to Youth, Vulnerable and Women in the Horn of Africa

## **Final Report**

## **April 2025**

**Japan International Cooperation Agency (JICA)** 

Oriental Consultants Global Co., Ltd. Koei Research & Consulting Inc. IC Net Limited

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### **Executive Summary**

#### Chapter 1: Overview of the Survey

The Survey aims to identify challenges and directions for support for women (WPS) and youth (YPS) in the Horn of Africa. Eight countries were targeted for the survey - Djibouti, Eritrea, Ethiopia, Kenya, Sudan, South Sudan, Somalia and Uganda - and their political, economic and social situations were analysed. The research methods used included a literature review, field surveys and interviews with relevant organisations to collect data on the legal systems, economic indicators and social development indicators in each country.

Women, Peace and Security (WPS) is an international initiative to promote women's involvement in peace and security. It consists of four pillars: participation, which calls for the active involvement of women in conflict prevention and resolution as well as peacebuilding processes; protection, where the protection of women's human rights and the prevention of sexual violence in conflict situations is essential; prevention requires the resolution of gender-based violence (GBV) and the root causes of conflict; and relief and recovery point to the importance of developing support measures that take into account the needs of women in post-conflict reconstruction processes.

Youth, Peace and Security (YPS) is also an international initiative to achieve youth's involvement in peace and security. It consists of five pillars: participation, which requires young people to increase their involvement in peacebuilding and conflict resolution decision-making processes; protection requires the creation of an environment in which young people are protected from violence and human right violations; prevention requires efforts to promote the social inclusion of young people and prevent radicalisation; partnerships require working with international and regional organisations to empower young people; and disengagement and reintegration of young people from radical and armed groups emphasise the importance of establishing systems to support the reintegration of young people after conflict.

#### Chapter 2: Political, Social and Economic Overview of the Horn of Africa Region

The Horn of Africa region is characterised by chronic conflict, unstable political situation and economic fragility. The state of development of national legal systems and policies on WPS • YPS varies, and the ratification of international conventions also varies from country to country. The region also differs in the development of national legal systems, but the lack of protection of the rights of women and young people is a challenge. This region is also affected by conflict, continued political instability and impeded economic development, particularly facing GBV and youth radicalisation. Limited employment opportunities for women and youth in the labour market is also comprised a major problem, and furthermore, inadequate access to justice prevails across the region so that many women and youth do not receive adequate legal support.

# Chapter 3: The Current Situation and Challenges of WPS for Women in the Horn of Africa (Four Pillars of the WPS)

As recommended in the UNSC resolution on the WPS, and with the support of the AU, IGAD and international organisations, the countries covered by the Survey are in the process of developing or updating their WPS National Action Plans (NAPs). Among the target countries, Kenya, Somalia and Uganda have already developed NAPs, while the remaining four countries, except Eritrea, have developed or are in the process of updating them.

With regard to the current situation and challenges related to the four pillars of the WPS, women's "participation" in political, administrative and professional positions remains low in the target countries, and their involvement in decision-making is limited. Although the governments have put in place policies to promote women's participation, progress in implementation has been slow, particularly in the security sector (police and judicial sector's personnel). The existence of legal systems that are disadvantageous to women, patriarchy and male-dominated social practices are also impediments to women's participation. Regarding the "protection" of women, GBV is a severe problem in conflict situations and, in many cases, GBV survivors do not receive adequate support due to the lack of protection system even in peacetime. In terms of "prevention", challenges remain in implementing laws and policies to prevent the occurrence of GBV. In "relief and recovery", challenges include the inadequate consideration of women's needs in post-conflict recovery assistance and addressing climate change, which has particularly negative impact on women.

# Chapter 4: The Current YPS Situation and Challenges of YPS for Young People in the Horn of Africa (Five Pillars of YPS)

It is recommended that NAPs on YPS, as well as on WPS, be developed, but at present only two countries in Africa have developed YPS-NAPs, and Ethiopia, Somalia, Kenya and Uganda have started to develop them among the target countries.

Regarding the current situation and challenges related to the four pillars of the WPS, with regard to youth "participation", their involvement in peace processes as well as political and social engagement remains limited and there is insufficient involvement in decision-making processes. In particular, the lack of measures to reflect diverse youth's voices is also a challenge. As for "protection", increased restrictions on demonstrations and expression of opinions as part of measures to maintain security is contributing to shrinking civic space. Furthermore, young people are at elevated risk of becoming victims of conflict and violence, while social and legal protection systems remain weak. Regarding "prevention", there is inadequate provision of education and employment opportunities to prevent radicalisation of young people, and with persistent lack of understanding of diversity and inequality among youth, efforts to strengthen social inclusion are needed. In "partnership", cooperation with regional and international agencies is being strengthened, but there are challenges in inter-agency coordination and cooperation on youth empowerment. In "disengagement and reintegration", of youth from extremist and armed groups, Disarmament, Demobilisation and Reintegration (DDR) programmes fail to adequately consider youth needs, and due to resource constraints programs with sufficient time and for reintegration are not being implemented.

## Chapter 5: International Organisations and Aid Agencies' Efforts to Support Youth and Women in the Horn of Africa

In terms of support for WPS, UN Women is responsible for the development of the NAP on WPS, together with implementation and monitoring by national ministries of women's affairs and donors; for Djibouti, where UN Women does not have its country office, UNDP and USAID provide support. For GBV, one of the pillar activities of the WPS, UNFPA has been designated as the responsible agency for GBV and, in collaboration with UNDP, provides support for the establishment of One Stop Centres (OSCs) and improved access to justice. In the target countries, working groups of national and donor organisations have been established co-chaired by government agencies, international organisations and donors. This functions as a collaboration and coordination body among government, international organisations, donors, NGOs and CSOs. In addition, NGO networking groups facilitate collaboration on activities such as women's unions and develop women's leadership strengthening activities at the grassroots level, with financial support from donors. Bilateral donor support is mainly focused on funding UN Women country offices, as well as funding and providing technical assistance to NGOs.

UNFPA is the agency in charge of support related to YPS, such as the formulation of NAPs, etc. In countries where UNFPA is not based, UNDP is the implementing agency for activities. UNDP, AfDB and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) are the main actors in the implementation of various projects related to youth empowerment. In the area of governance, support is being provided, led by UNDP, mainly on counter-radicalisation and improving access to justice; for DDR, UNDP and IOM are providing support.

#### Chapter 6: Challenges for Women and Youth in the Horn of Africa

In order to achieve meaningful participation of women in the promotion of WPS, women's involvement in policy-making processes is essential. However, women's voice and influence in the political, economic and social spheres remain limited. In particular, the fundamental problem of GBV and the lack of progress in preventing violence and developing a legal framework for the protection of violence hinder the safe participation of many women in economic and social activities. In addition, there are inadequate education and vocational training opportunities, making it difficult for women to become economically independent and secure sustainable employment.

On the other hand, youth participation in YPS promotion faces a wide range of challenges. Limited political engagement and insufficient involvement in decision-making processes among young people remain significant concerns. From an intersectional perspective with WPS, youth representatives are often male, further marginalising young women's voices and limiting their influence. Moreover, inadequate education system and vocational training restrict many young people's access to labour market opportunities, exacerbating economic insecurity. Vulnerable youth who are excluded from social and economic activities are particularly susceptible to recruitment by extremist organisations, highlighting the urgent need for social inclusion mechanisms. Strengthening youth empowerment and promoting their active engagement of youth in peacebuilding are essential.

The underlying challenges of promoting the WPS and YPS agenda in the Horn of Africa region are highly common. Based on the above-mentioned challenges, the key issues can be organised into three broad categories.

- 1. Human rights protections for safe participation in social and economic activities are not functioning.
- 2. Policies and institutions do not reflect the voices of young people.
- 3. Youth and women are socially vulnerable and at greater risk when faced with emergencies.

Several common barriers have been identified in addressing these challenges. These barriers affect the effectiveness and sustainability of impacts of development assistance programs. Therefore, it is essential to carefully consider them and develop appropriate countermeasures when designing and implementing assistance initiatives. These barriers include the following: social norms and traditional values that hinder progress; insufficient personnel and budget in ministries responsible for youth and women; a lack of leadership necessary for coordinating with other ministries; a shortage of policies and plans that align with the local context; and the implementation of uniform policies that fail to address diverse needs.

#### **Chapter 7: Consideration of the Direction of Support**

In response to the current situation in the Horn of Africa, where conflict, political instability and social and cultural practices hinder women and youth participation in rights guarantees and peacebuilding, the following is a proposal for a comprehensive approach that promotes meaningful participation of women and youth. Considering that WPS and YPS are structured to be implemented through the development of RAPs and NAPs, in reality, some countries have yet to make progress in implementing their NAPs. Therefore, rather than being constrained by the perspective of NAP implementation, this document presents proposed initiatives based on the analysis above. Additionally, it suggests implementing these initiatives not only in collaboration with the counterpart government's ministries responsible for women and youth but also with a diverse range of partners, including regional organisations and CSOs. Specifically, the Survey proposes multi-faceted solutions that include violence prevention and victim protection, promotion of political participation, job creation, capacity building in the community and support for the creation of place to belong and clarify the direction of support for the realisation of peace and stability. The direction of initiatives is summarised as follows:

1. <u>Initiatives to make protection function as a precondition for the safe participation of young people and women in social and economic activities</u>

#### **Examples of initiatives:**

- Promoting women's participation in the security sector (police and judicial officials)
- Strengthening capacity for data collection and analysis of WPS·YPS perspectives
- Strengthening the staffing and quality of the police officers at the local level
- Strengthening the capacity of justice actors involved in responding to GBV

#### 2. Initiatives to better reflect the voices of young people in policies

#### **Examples of initiatives:**

- Human rights education for the safety of women and young people
- Capacity building and leadership development of youth and youth organisations
- Support for young people to find a place to belong
- 3. Strengthening the resilience of vulnerable groups (especially young women) through access to social and economic activities

#### **Examples of initiatives:**

- Support for young people to find a place to belong
- Creating employment and livelihood capacity building opportunities for young people
- Extending JICA's approach to GBV x business to other countries
- Strengthening comprehensive education, health, social security, etc. (BHN) in the context of human security

In addition, when JICA provides diverse types of assistance in the Horn of Africa, including technical cooperation, training and other projects, the following points are the points of concern while understanding the characteristics of women and youth in the region.

- 1. Attention to intersectionality
- 2. Activities to meet the diverse needs of rural areas
- 3. Minimising negative impacts of projects on local communities
- 4. Continuous and comprehensive support
- 5. Use of traditional values and building intergenerational trust
- 6. Adequate and appropriate stakeholder mapping
- 7. Developing an action plan utilising the effectiveness of peer-to-peer support
- 8. Ensuring accountability
- 9. Accumulation of good practices and knowledge and development of platforms
- 10. Support adapted to the digitised society
- 11. Adopting a target-centred approach

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#### **List of Abbreviations**

Abbreviation	Meaning
AALF-AAU	African Alliance of Law Faculties - Addis Ababa University
ABE	Master's Degree and Internship Programme for African Business Education Initiative for Youth
ACHPR	African Charter on Human and Peoples' Rights
ACHPR	African Committee on Human and Peoples' Rights
ACRWC	African Charter on the Rights and Welfare of the Child
ADDS	Agence Djiboutienne de Développement Social
ANEFIP	Agence Nationale de l'Emploi, de la Formation et de l'Insertion Professionnelle
ANPPCAN	African Network for the Prevention and Protection against Child Abuse and Neglect
APAP	Action Professionals' Association for the People
APSA	African Peace and Security Architecture
AU	African Union
AUC	African Union Commission
AUSSOM	African Union Support and Stabilisation Mission in Somalia
AfCFTA	African Continental Free Trade area
AfDB	African Development Bank
ATMIS	African Union Transition Mission in Somalia
AYAP	African Youth Ambassadors for Peace
AYC	African Youth Charter
BDS	Business Development Service
BHN	Basic Human Needs
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
BpfA	Beijing Platform of Action
CDC	Community Development Centres
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEWERU	Conflict Early Warning and Early Response Unit
СЈРО	Child Justice Project Office
CLPC	Children's Legal Protection Centre
CNSS	Caisse Nationale de Sécurité Sociale
COACT	Coalition for Action on 1325
СоНА	Cessation of Hostilities Agreement
COMESA	Common Market for Eastern and Southern Africa
COVID-19	Corona Virus Disease 2019
CPV	Community Probation Volunteer
CRC	Convention on the Rights of the Child

Abbreviation	Meaning
CRF	Continental Results Framework
CRSV	Conflict-related Sexual Violence
CSO	Civil Society Organisation
DACP	Direction des affaires Civiles et Pénales
DCS	Directorate of Children's Services
DDR	Disarmament, Demobilisation and Reintegration
DV	Domestic Violence
EAC	East African Community
EASSI	Eastern African Sub-Regional Support Initiative for the Advancement of Women
EHRC	Ethiopia Human Rights Committee
ELA	Ethiopian Lawyers Association
EPLF	Eritrean People's Liberation Front
EPRDF	Ethiopian People's Revolutionary Democratic Front
EU	European Union
EUTF	European Union Emergency Trust Fund
EWLA	Ethiopian Women Lawyers Association
FAAFGs	Female supporters/females associated with armed forces and groups
FCDO	Foreign, Commonwealth and Development Office
FIDA	International Federation of Women Lawyers
FCA	Finland Church Association
FGM	Female genital mutilation
FGM/C	Female Genital Mutilation/cutting
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GERD	Grand Ethiopian Renaissance Dam
GFI	Global Fragile Index
GGI	Gender Gap Index
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GNI	Gross National Income
GSB	Gender Smart Business
HCI	Human Capital Index
HDI	Human Development Index
HLRF	South Sudan's High Level Revitalisation Forum
IBCR	International Bureau for Children's Rights
ICT	Information and Communication Technology

Abbreviation	Meaning
ICU	Islamic Courts Union
IDLO	Organisation Internationale de Droit du Développement
IDP	Internally Displaced People
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organisation
IMGTC	Inter-Ministerial Gender Technical Committee
IOM	International Organisation for Migration
IPHRD-Africa	International Centre for Peace, Human Rights and Development in Africa
IPPSHAR	IGAD Promoting Peace and Stability in the Horn of Africa Region
IPSTC	International Peace Support Training Centre
IPU	Inter-Parliamentary Union
IPV	Intimate Partners Violence
IRC	International Rescue Committee
IRCK	Inter-Religious Council of Kenya
JICA	Japan International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
JRC	Judicial Reform Committee
KLRC	Kenya Law Reform Commission
KNYC	Kenya National Youth Council
KOICA	Korea International Cooperation Agency
KPS	Kenya Prisons Service
KRC	Koei Research & Consulting Inc.
LAP	Local Action Plan
LCCs	Local council courts
LPI	Life and Peace Institute
LRA	Lord's Resistance Army
LSK	Law Society of Kenya
MAFS	Ministry of Agriculture and Food Security
MGCSW	Ministry of Gender, Child and Social Welfare
MGLSD	Ministry of Gender, Labour & Social Development
MHPSS	Mental Health and Psychosocial Support
MSME	Micro, Small and Medium sized Enterprise
MSU	Mediation Support Unit
MTP	Medium-Term Plan
NAP	National Action Plan
NCAJ	National Council for the Administration of Justice

Abbreviation	Meaning
NCCK	National Council of Churches of Kenya
NCEW	National Confederation of Eritrean Workers
NDP-9	The Ninth National Development Plan
NEET	Not in Employment, Education or Training
NGAP	National Gender Action Plan 2003-2008
NGEC	National Gender and Equality Commission
NGO	Non-governmental Organisation
NLAS	National Legal Aid Service
NOTU	National Organisation of Trade Unions
NPAC	National Plan of Action for Children
NPS	National Police Service
NUEW	National Union of Eritrean Women
NUEYS	National Union of Eritrean Youth and Students
NYOTA	National Youth Opportunities Towards Advancement
NYP	National Youth Policy
NYS	National Youth Service
OCG	Oriental Consultants Global Co.
ODA	Official Development Assistance
ODPP	Office of the Director of Public Prosecutions
OFCs	Oromo Federalist Congress
OFDM	Oromo Federalist Democratic Movement
OLA	Oromo Liberation Army
OLF	Oromo Liberation Force
OPDO	Oromo Peoples' Democratic Organisation
OSC	One-Stop Centre
PACS	Probation and Aftercare Service
PCRD	Post Conflict Reconstruction and Development
PFDJ	People's Front for Democracy and Justice
PLACE	People's Legal Aid Centre
PLWA	Person Living with Aids
PNA	Peacebuilding Needs and Impact Assessment
PSC	Peace and Security Council
PSDS	Private Sector Development Strategy
PSS	Psycho-Social Support
PWDs	Persons with Disabilities
P/CVE	Preventing and Countering Violent Extremism

Abbreviation	Meaning
RAP	Regional Action Plan
R-ARCSS	Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan
RECs	Regional Economic Communities
RSF	Rapid Support Force
SAF	Sudan Armed Forces
SALW	Small arms and light weapons
SCALED-UP	Somalia Capacity Advancement, Livelihoods and Entrepreneurship through Digital Uplift Project
SCAPE	Stratégie de Croissance Accélérée et de Promotion de l'Emploi
SDCLA	Sudanese Defenders Centre for Legal Aid
SDGEA	Solemn Declaration on Gender Equality in Africa
SDGs	Sustainable Development Goals
SGBV	Sexual and gender-based violence
SHEP	Smallholder Horticulture Empowerment & Promotion
SIDA	Swedish International Development Cooperation Agency
SLM	Sudan Liberation Movement
SNPS	South Sudan National Police Service
SNS	Social Networking Service
SOP	Standard Operating Procedure
SPLM-N	Sudan People's Liberation Movement-North
SSCSF	South Sudan Civil Society Forum
SSR	Security Sector Reform
SUPKEM	Supreme Council of Kenya Muslims
TCSS	Transitional Constitution of South Sudan
TICAD	Tokyo International Conference on African Development
TPLF	Tigray People's Liberation Front
TRU	Transition and Recovery Unit
TVET	Technical and Vocational Education and Training
UBOS	Uganda Bureau of Statistics
ULS	Uganda Law Society
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNFD	Union Nationale des Femmes Djiboutiennes
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

Abbreviation	Meaning
UNMISS	United Nations Mission in South Sudan
UNOCHA	UN Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
UNSCR	United Nations Security Council Resolution
UNSOM	United Nations Assistance Mission in Somalia
UPFYA	Uganda Parliamentary Forum on Youth Affairs
USAID	United States Agency for International Development
UWEP	Uganda Women Entrepreneurship Programme
VAWG	Violence Against Women and Girls
VAWiE	Violence Against Women in Elections
VPOs	Volunteer Probation Officers
VSLA	Village Savings and Loan Associations
WFP	World Food Programme
WGI	Worldwide Governance Indicators
WIPC	Women's International Peace Centre
WPP	Women, Peace and Protection Joint Programme
WPS	Women, Peace, and Security
WTO	World Trade Organisation
WYDC	Warsai Yakaalo Development Campaign
YCDF	Youth and Cultural Development Foundation
YCTC	Youth Corrective Training Centre
YEDF	Youth Enterprise Development Fund
YEPS	Youth Employment Project for Somalia
YLP	Youth Livelihood Programme
YNSD	Youth Network for Sustainable Development
YOC	Youth Organisation Council
YPS	Youth, Peace and Security
Y4P	Youth for Peace

### **Chapter 1** Overview of the Survey

#### 1.1 Background of the Survey

The Horn of Africa region, which comprises the eight countries covered by the Survey - Djibouti, Eritrea, Ethiopia, Kenya, Sudan, Somalia, South Sudan and Uganda - faces a number of complex crises, including conflict within the region, an increase in refugees and Internally Displaced People (IDP) due to droughts, floods and other disaster impacts caused by the effects of climate change. It is also affected with rising prices due to wars in Ukraine and Palestine, and declining foreign aid such as humanitarian assistance.

While the Horn of Africa is an important geopolitical hub with important logistics and trade links connecting various regions of the world, it is also one of the most vulnerable and unstable regions, which is strongly affected by climate change and armed conflicts due to terrorist activities, among other complex crises described above. Currently, the region is constantly experiencing multiple armed conflicts, including clashes between Islamic fundamentalist armed groups, conflicts between communities over farmland and livestock, conflicts between military units, and confrontations with rebel groups, which are accelerating the destabilisation of the region.

The forward organisation of Intergovernmental Authority on Development (IGAD), the Regional Economic Communities (RECs) to which the eight countries in the Survey belong, is the Intergovernmental Authority on Drought and Development (IGADD), which aims at regional development and drought prevention. This shows climate change, including floods and droughts, is a common challenge for countries in the region. While the effects of climate change do not directly cause conflict, they may indirectly induce conflicts over existing resources and land rights, large population movements and loss of livelihoods, which may lead to conflict outbreaks and further escalation of those conflicts.

In this context, youth and women are regarded as the most vulnerable and most susceptible to the negative impacts of conflict and building inclusive and resilient societies that do not leave them behind is a key challenge for socioeconomic development and peace and stability in the region. In recent years, there has been an international trend, as reflected in the adoption of UN Security Council Resolutions (UNSCR) No. 1325 and 2250, as discussed below, to emphasise the active participation of vulnerable group of people in unstable environments, not merely regarding them as objects of protection, victims or perpetrators, but as agents of development.

In this trend, the focus of analysis in the field of peace and security is shifting from traditional state-focused development cooperation to the aspect of individual empowerment, and the importance of approaches that support behaviour change and social participation of individuals as actors in practice is increasing. Japan has also long advocated "human security" and the importance of development cooperation focusing on individuals rather than states and has provided various development assistance in the Horn of Africa on a sector-by-sector basis in various countries. However, as humanitarian crises and conflict impacts transcend the framework of national borders and impact at the regional level, it has become important to strategically develop a broad, cross-cutting approach to assistance, with a focus on youth, vulnerable groups and individuals, particularly women and young people.

#### 1.2 Purpose of the Survey

The Survey was framed around the international agreements known as Women, Peace and Security (WPS) and Youth, Peace and Security (YPS), and the promotion of the rule of law, which is essential to their realisation. It aimed to identify the current situation and challenges facing women and youth in preparation for the consideration of strategies and directions for support for peace and stability in Africa at the 9th Tokyo International Conference on African Development (TICAD), scheduled to be held in 2025. It will also identify cross-regional issues in the Horn of Africa and consider support measures to include multiple countries in collaboration with international and regional organisations.

#### 1.3 Survey Framework and Structure of This Report

#### 1.3.1 Definitions of WPS, YPS and Access to Justice

For the WPS, which is celebrating its 25th anniversary since its adoption in 2000, NAPs have been developed in many countries. Second and third NAPs have already been developed in some countries, and in addition to NAPs, some priority areas have even progressed to the development of Local Action Plans (LAPs). Therefore, in the Survey, the NAPs of each country were used as the basic framework for the WPS, and the Survey was conducted to ascertain the extent to which they have been realised, their current status and challenges, and what initiatives and support are needed in the future for those that have not yet been realised.

On the other hand, regarding the YPS, which was adopted 15 years after the WPS, there are only four countries in the entire world that have formulated NAPs, and in Africa only Nigeria and the Democratic Republic of Congo. In this case, therefore, the Survey Team has identified the challenges that emerge when the situation of young people in each country in the Horn of Africa is applied to the action plan for each of the five pillars of the Continental Framework for YPS prepared by African Union (AU) (RAP at the continental African level). The JICA's future support approach to peace and security in the Horn of Africa was then discussed.

#### (1) WPS

On 31 October 2000, the United Nations Security Council adopted UNSCR No. 1325, the first landmark UNSCR in the history of peace and security that explicitly refers to women and girls. The resolution acknowledges the different impacts of armed conflict on women and girls compared to men and boys, and the need for women's active and efficient participation in peace-making. The WPS consists of four pillars (see Table 1-1). In addition, following UNSCR No. 1325, the resolutions pertaining to the WPS are presented in Table 1-2.

The Survey investigated and compiled women's economic and social access, barriers and conflict affects in the target regions along these four pillars. The Survey also focused on utilising good practices and existing resources in the target regions with projects being implemented by JICA, in light of the latest trends in regional structures and aid agencies when considering support proposals.

<sup>&</sup>lt;sup>1</sup> UNSCR, 2000, Resolution 1325. https://undocs.org/S/RES/1325(2000)

United Nations Peacemaker. Security Council Resolutions on Women, Peace and Security. https://peacemaker.un.org/wps/normative-frameworks/un-security-council-resolutions

Table 1-1 Four Pillars of WPS According to UNSCR 1325

Items	Initiatives Expected of UN Member States
Participation	<ul> <li>Reaffirming the key role of women in conflict prevention and resolution and peacebuilding, and the equal participation of women in all efforts to maintain and promote peace and security</li> <li>Enhancing the role of women in decision-making on conflict prevention and resolution</li> <li>Understanding the impact of armed conflict on women and girls and establishing</li> </ul>
	effective institutional arrangements to ensure their protection and full participation in peace processes
	<ul> <li>Specialised training for all peacekeepers on the protection of women and children, special needs and human rights in conflict situations</li> <li>Understanding the impact of armed conflict on women and girls and establishing effective institutional arrangements to ensure their protection and full participation in peace processes</li> </ul>
Dunta ation	Take measures to ensure the protection and respect of the human rights of women and girls, particularly in relation to the Constitution, the electoral system, police and the judiciary
Protection	• Fully respect the obligations applicable under international law to all parties to armed conflict, in particular those applicable to the rights and protection of women and girls as civilians
	Take special protection measures for all parties to armed conflict to protect women and girls from GBV, in particular rape and other forms of sexual abuse, and all other forms of violence in armed conflict situations
	Fully implement international humanitarian and human rights law protecting the rights of women and girls during and after conflict
	Take special preventive measures for all parties to armed conflict to protect women and girls from GBV, in particular rape and other forms of sexual abuse, and all other forms of violence in armed conflict situations
Prevention	<ul> <li>Put an end to impunity and emphasise the responsibility of all states to prosecute those responsible for war crimes, including those related to genocide, crimes against humanity, sexual violence against women and girls (VAWG) and other forms of violence, and in this regard, where possible, exclude these crimes from the amnesty provisions</li> </ul>
	Considering the special needs of women and girls in return and resettlement, rehabilitation, reintegration and post-conflict reconstruction when negotiating and implementing peace agreements
Relief and	To all parties to armed conflict, respect the civilian and humanitarian character of refugee camps and settlements, including their design, and consider the special needs of women and girls
recovery	<ul> <li>For all those involved in disarmament, demobilisation and reintegration planning, to consider the different needs of female and male ex-combatants and their dependents</li> <li>All parties to consider the special needs of women and girls in demining and mine awareness programmes</li> </ul>
	Ensure that all peacekeepers are provided with specialised training on the protection of women and children, special needs and human rights in conflict situations

Source: Prepared by the Survey Team based on UNSCR 1325 (2000).

Table 1-2 UNSCR on WPS

v	Resolution	
Year	No.	Contents
2008	1820	The resolution highlighted sexual violence as a threat to peace and security and an impediment to peacebuilding and security. It condemned the use of sexual violence as a conflict tactic and called for an immediate and complete end to sexual violence. It also stressed the need for the exclusion of sexual violence from amnesty provisions and the importance of pursuing criminal charges against perpetrators of sexual violence.
2009	1888	This resolution complements UNSCR 1820, which strengthened measures to combat sexual violence in conflict and support for victims. It expressed deep concern at the persistence, systematisation and scale of sexual violence in conflict. The appointment of a Special Representative for Violence Against Women, dedicated to the issue of sexual violence in conflict, was requested. States are urged to promote comprehensive legal and judicial reforms aimed at ensuring access to justice for survivors of sexual violence and protection and redress in judicial processes.
2009	1889	The resolution aims to strengthen the role of women in peacebuilding. It calls for the identification of obstacles that limit women's participation in post-conflict peace processes. It urges Member States and international and regional organisations to take further measures to improve women's participation in peace processes. Member States were also urged to ensure gender mainstreaming in peacebuilding and recovery processes. The development of indicators to track the implementation of UNSCR 1325 was also requested.
2010	1960	It provides a framework for accountability on the issue of sexual violence in conflict. Concern is expressed that only a limited number of sexual violence offenders are prosecuted, and a reporting mechanism is called for to record detailed information, including the names of sexual violence perpetrators. It also calls on governments and UN agencies to strengthen victim assistance programmes.
2013	2106	The resolution emphasises preventive measures to address sexual violence in conflict to maintain international peace and security. It calls for legal accountability measures, with a particular focus on improving access to justice. It also affirms that women's political, social and economic empowerment is important in long-term efforts to prevent sexual violence in conflict.
2013	2122	Specific measures to facilitate the implementation of UNSCR 1325 were requested. The need for information and analysis on the impact of armed conflict on women and girls and the role of women in peacebuilding is recognised, and the integration of gender analysis in conflict is called for. The participation of women's organisations and civil society in peace processes is also encouraged.
2015	2242	The resolution aims to accelerate the WPS agenda and integrates the role of women into the contemporary agenda. In light of threats to peace and security such as terrorism and violent extremism, it reiterated the need to focus on WPS as a cross-sectoral subject. The linkages between climate change and the Sustainable Development Goals (SDGs) and the WPS agenda are also highlighted.
2019	2467	It is an innovative resolution that adopts a survivor-centred approach to sexual violence. It urges Member States to adopt a survivor-centred approach in preventing and responding to sexual violence and proposes comprehensive measures to address the root causes of sexual violence. It also called for enhanced care and support for victims and recognised the need for non-discriminatory access to care and other services for victims.
2019	2493	Member States were urged to fully implement all provisions of the Resolution on WPS and to further promote the WPS Agenda as a whole. Deep concern was expressed at the under-representation of women in many official and other processes related to the maintenance of international WPS, and the full, equal and meaningful participation of women in the implementation of the WPS Agenda is strongly urged to be ensured and promoted. Governments were urged to adopt and implement NAPs as per UNSCR 1325; the obligation of UN agencies to report on progress on WPS was also strengthened.

Source: Prepared by the Survey Team based on UNSCRs

#### (2) YPS

Since the 1990s, young people have increasingly been involved as both victims and perpetrators of war and conflict. In this context, YPS is an international movement that recognises the importance of young people's active involvement in maintaining peace and resolving conflict and seeks to strengthen their role.

On 9 December 2015, the UN Security Council unanimously adopted UNSCR No. 2250<sup>3</sup>, which recognised the important and active role of youth in maintaining and promoting international peace and security. The resolution was a policy framework addressing issues related to YPS and identified the YPS as consisting of the following five pillars, as shown in Table 1-3.

Table 1-3 Pillars and Initiatives of the YPS

Item	Initiatives Expected of UN Member States
Participation	• Increased inclusive representation of young people in decision-making at all levels in local, national, regional and international organisations and mechanisms for conflict prevention and resolution
Protection	<ul> <li>All parties to armed conflict to strictly adhere to their obligations under international law regarding the protection of civilians, including young people</li> <li>States to comply with their obligations under international conventions [Status of Refugees, Elimination of Discrimination against Women, Rights of Persons with Disabilities (PWDs)]</li> <li>Comply with its obligation to end impunity and conduct appropriate investigations and prosecutions against those responsible for genocide, humanitarian crimes, war crimes and serious crimes against civilians</li> <li>Take measures to protect citizens, including young people, from all forms of sexual and GBV</li> <li>Reaffirming that the State has an obligation to respect and ensure the human rights of people and young people, and that it has a responsibility to protect people from genocide, war crimes and other crimes against the population of its country</li> <li>Consider specific measures to ensure the protection of civilians, especially young people, during and after conflict, in accordance with international law</li> </ul>
Prevention	<ul> <li>Creating an inclusive and appropriate environment in which young people from all backgrounds can work towards violence prevention and social cohesion</li> <li>Reaffirming the importance of youth-oriented policies that contribute to peacebuilding efforts, such as socioeconomic development, creating employment opportunities for young people, fostering entrepreneurship, promoting education and constructive political participation</li> <li>Support quality education geared towards peace to equip young people to participate constructively in civil society and the political process</li> <li>Consider establishing mechanisms to engage young people in peace, tolerance, intercultural and interreligious dialogue and, through these, prevent their participation in violence, terrorist activities, etc.</li> </ul>
Partnership	<ul> <li>Strengthening political, financial, technical and logistical support in conflict and post-conflict situations, taking into account the needs of young people and their participation in peace operations (including programmes of international and regional organisations)</li> <li>Developing strategies, in cooperation with local communities, non-governmental organisations (NGOs) and others, to resist the discourse of violent extremism that triggers acts of terrorism and to address the prevailing conditions of violent extremism that foster terrorist activities, including the empowerment of youth, families, women, religious, cultural and educational leaders and civil society groups, among others</li> </ul>

UNSCR, 2015, Resolution 2250. https://undocs.org/S/RES/2250(2015)

Item	Initiatives Expected of UN Member States					
Disengagement and reintegration (DDR)	<ul> <li>Consider the needs of young people in DDR planning:</li> <li>Youth- and gender-sensitive, youth employment policies and plans that recognise the importance of education, employment and training opportunities to prevent marginalisation of young people</li> <li>Investment in strengthening young people's labour market-needed competencies and skills through education programmes designed to promote a culture of peace</li> <li>Support youth-led organisations as partners in employment and entrepreneurship programmes</li> </ul>					

Source: Prepared by the Survey Team based on UNSCR 2250 (2015)

The following resolutions were subsequently concluded to reinforce the YPS, as shown in the Table 1-4.

Table 1-4 UNSCR on YPS

Year	Resolution No.	Contents
2015	2250	This is the first YPS resolution of the Security Council, recognising the important positive role of young people in maintaining and promoting international peace and security. It recognised the contribution of young people in conflict prevention and resolution, warned against the rise in violence and radicalisation to violent extremism among young people, and established five key pillars: youth participation, protection, prevention, partnership, and disengagement and integration (see table below for details). It also urges Member States to increase the voice of young people in decision-making at local, national, regional and international levels and to consider establishing mechanisms to enable young people to participate meaningfully in peace processes.
2018	2419	It further strengthens the implementation of UNSCR 2250, which calls for young people to play an active role in the negotiation and implementation of peace agreements and in conflict prevention. In particular, it states that inclusiveness is important to ensure the full and effective participation of young people, without discrimination of any kind, such as their race, colour, gender, language, religion, political or other opinion, national or social origin, property, birth or other status, in order to meet the needs of all segments of society.
2020	2535	Emphasised the key role of youth in conflict prevention and resolution. It also calls for greater involvement in the implementation of UNSCR Nos. 2250, 2419 and 2535; the establishment of a regular biennial reporting obligation by the Secretary-General on YPS; mainstreaming the YPS, peace and security agenda into the work of the UN Secretariat; and the development of guidelines on youth protection.

Source: Prepared by the Survey Team based on Youth4Peace website

The research organised and investigated young people's economic and social access, barriers and conflict impacts in the target regions according to these five pillars. In addition, as with the WPS, the Survey focused on the latest trends in regional structures and aid agencies, as well as utilising good practices and existing resources in the region with projects being implemented by JICA.

#### (3) Access to Justice

Access to justice is a term that is widely recognised in the international community, and as Target 16.2 of the SDGs, an international development goal, states "Promote the rule of law at national and international levels and ensure equal access to justice for all". Furthermore, access to justice does not only refer to public justice services, but formal or informal also implies dispute resolution mechanisms, as SDG Indicator 16.3. 2<sup>4</sup> mentions. In the Governance Agenda of the JICA Global

<sup>4</sup> https://unstats.un.org/sdgs/metadata/?Text=&Goal=16&Target=

Agenda, JICA has also presented the importance of working in two clusters to establish better governance: realising the rule of law and strengthening the capacity of civil servants and public human resources. In the former, the establishment of the rule of law, JICA recognises that improving access to justice is an essential element, and the Survey describes these international perceptions with a focus on youth and women, with a definition of access to justice as follows:

- Access to the rule of law and formal justice services, including access to courts, as a prerequisite for women and youth to participate actively in decision-making
- Guarantee of law enforcement, including formal and informal, of the punishment of perpetrators
  of GBV and social treatment of juvenile delinquents and girls to guarantee the promotion of
  WPS and YPS

#### 1.3.2 Subject of the Survey

The main target groups of the Survey are women subject to WPS and young people subject to YPS.<sup>5</sup> Vulnerabilities in the respective pillars of WPS and YPS, such as vulnerable and marginalised elements in terms of protection, prevention, etc. of WPS and YPS, were organised and investigated. In considering the direction of the support, the Survey explores effective approaches that utilise Japan's experience to contribute to the realisation of a society in which women and youth can participate in decision-making in all peacebuilding processes as proactive actors through the promotion of WPS and YPS.

#### 1.4 Composition of the Survey Team

The composition of the Survey Team is shown in Table 1-5.

Table 1-5 Composition of the Survey Team and Area of Responsibility

Area of Responsibility	Name	Company
Team Leader / Social Participation	Yoko Ota	OCG
Deputy Team Leader / YPS Promotion ①	Mariko Ikawa	KRC
YPS Promotion ②	Yuki Kobayashi	KRC
Access to Justice/WPS Promotion ①	Yuko Haraguchi	OCG
Peacebuilding	Yoshito Nakagawa	OCG
Assistance Approach	Masaya Sekiguchi	OCG
WPS Promotion ② (GBV)	Matsui, Mayumi (Hachisuka)	ICNet
YPS Promotion <sup>®</sup> (deterring youth delinquency and crime)	Kumiko Nishimura	KRC
Donor Trend Survey ①	Yoriko Yamamura	OCG
Donor Trend Survey ②	Rina Nakasa	OCG
Vulnerable People Survey	Keisuke Yoshida	OCG (at own expense)

Notes: OCG: Oriental Consultants Global Co., Ltd.; KRC: Koei Research & Consulting Inc.; ICNet: ICNet Limited Prepared by the Survey Team

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<sup>&</sup>lt;sup>5</sup> The adopted definition of youth is that of the YPS definition pertaining to an individual 18-29 years old, but if it is based on the definition of a regional organisation, international organisation or target country, this should be stated.

### 1.5 Survey Flow and Schedule

The Survey was conducted out as shown in the workflow in Figure 1-1.

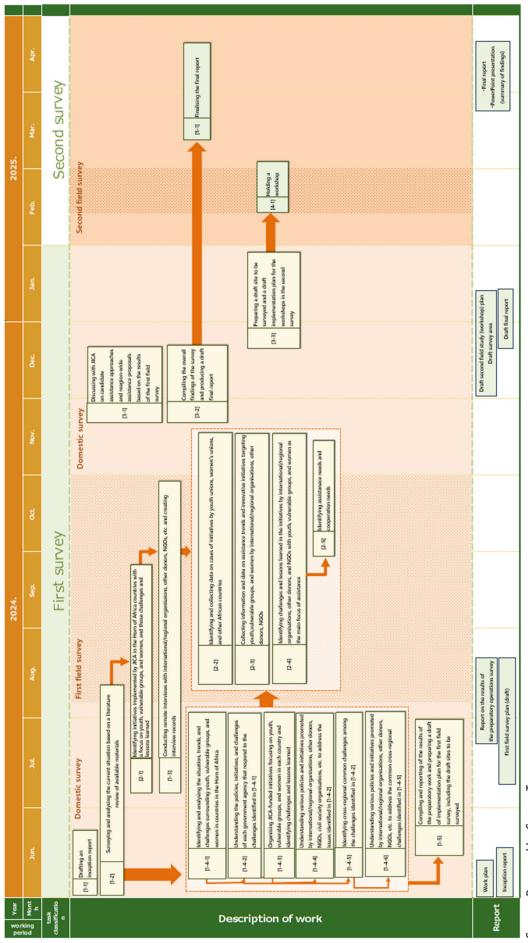


Figure 1-1 Survey Flow

Source: Prepared by Survey Team

#### 1.6 Constraints in Conducting the Survey

#### 1.6.1 Information Limitations Due to the Characteristics of the Target Countries

This report is based primarily on literature review, online interviews and field survey. The countries covered by the Survey include several countries with extremely limited statistical data and information on laws, regulations and plans, as they include several countries with weak government institutions. These countries lack reliable statistical data and information, and where information is available, it is often outdated. Countries with weak-governance government agencies include organisations that have stopped updating official information, such as government websites, or whose websites themselves are inaccessible. Therefore, much of the information for those countries has been organised as far as possible based on international organisations and official sources published by those countries. It should be noted that the amount of information available for each country and sector varies depending on the availability of information from the most recent previous survey.

#### 1.6.2 Conducting Field Survey in a Limited Period

Due to the limited number of trips and travel days for the Survey, the Team Leader and the Deputy Team Leader conducted the preparation and coordination of the regional seminars, discussions with donors and aid agencies considering collaboration, and the survey on women and youth in about one week per country. Therefore, excluding the 2-3 days required for seminar coordination work, the survey related to the WPS and YPS for which they were responsible was to be conducted within that period per country. With regard to access to justice and peacebuilding experts, as stated in the objectives, as the survey included a particularly large number of research questions for which it was difficult to obtain information through online interviews, information was collected through interviews on conflict impact and access to justice from the WPS and YPS perspective for about one week each in the target countries, so the organisations to be visited and discussions for the Survey were conducted with a limited number of interviews. To complement the field survey, online interviews were conducted, and the Survey Team follow-up the interview by email.

#### 1.6.3 Schedule of Site Visits

The first field survey was conducted based on the schedule in Table 1-6, and the second field survey was conducted as a regional seminar described in Table 1-7.

Field surveys were conducted either in person by sending questions in advance, online if it was difficult to arrange a schedule in the region, or by visiting facilities where activities related to the WPS and YPS pillars were being implemented and interviewing the person in charge of the facilities.

Table 1-6 The First Field Survey Schedule

Month	Date	Day	Yoko Ota	Mariko Ikawa	Yuko Haraguchi	Yoshito Nakagawa
	16	Mon		Kenya	Kenya	
	17	Tue				
	18	Wed				
	19	Thu				
	20	Fri				
	21	Sat				
	22	Sun		Uganda	Uganda	
Sep	23	Mon				
	24	Tue				
	25	Wed				
	26	Thu				
	27	Fri				
	28	Sat				
	29	Sun		Djibouti	United Kingdom	
	30	Mon				
	1	Tue				
	2	Wed				
	3	Thu				
	4	Fri				
	5	Sat				
	6	Sun	Ethiopia	Ethiopia		Ethiopia
	7	Mon				
	8	Tue				
	9	Wed				
	10	Thu				
	11	Fri				
	12	Sat				
	13	Sun		Japan		
	14	Mon				
	15	Tue				
Oct	16	Wed	Kenya			Kenya
	17	Thu				
	18	Fri				
	19	Sat				
	20	Sun				
	21	Mon				
	22	Tue				
	23	Wed				
	24	Thu				
	25	Fri			South Sudan	
	26	Sat	South Sudan			South Sudan
	27	Sun				
	28	Mon				
	29	Tue				
	30	Wed				
	31	Thu	Uganda		Ethiopia	Uganda

Month	Date	Day	Yoko Ota	Mariko Ikawa	Yuko Haraguchi	Yoshito Nakagawa
	1	Fri				
	2	Sat				
	3	Sun				
	4	Mon				
Nov	5	Tue				
Nov	6	Wed				Japan
	7	Thu				
	8	Fri	Indonesia			
	9	Sat			United Kingdom	
	10	Sun				

Source: Prepared by the Survey Team

Table 1-7 The Second Field Survey Schedule

	Yoko Ota	Yoko Ota Mariko Ikawa Masaya Yoshito Sekiguchi Nakagawa		Rina Nakasa	
11 February 2025	Transfer Haneda - Addis Ababa				
12 February 2025					Moved Nairobi - Addis Ababa
13 February 2025		Transfer Haneda - Addis Ababa			Preparation for regional seminars
14 February 2025	Preparation for regional seminars	Preparation for regional seminars			Preparation for regional seminars
15 February 2025	Preparation for regional seminars	Preparation for regional seminars			Preparation for regional seminars
16 February 2025	Preparation for regional seminars	Preparation for regional seminars			Preparation for regional seminars
17 February 2025	Regional seminars conducted	Regional seminars conducted	Moved: Djibouti Addis Ababa from another project		Regional seminars conducted
18 February 2025	Regional seminars conducted	Regional seminars conducted	Regional seminars Implemented		Regional seminars conducted
19 February 2025	Regional seminars conducted	Regional seminars conducted	Regional seminars Implemented		Regional seminars conducted
20 February 2025	Post-processing	Move to Addis Ababa -Haneda	Moved to another project		Post-processing
21 February 2025	Moved to another project				Transfer from Addis Ababa to Narita

Source: Prepared by the Survey Team

# Chapter 2 Political, Social and Economic Overview of the Horn of Africa Region

#### 2.1 Key Indicators for the Horn of Africa

As an overview of the Survey, Table 2-1 summarises the key indicators for the target countries. In terms of economic indicators, Gross National Income (GNI) per capita varies widely, ranging from Eritrea (USD 610) to Djibouti (USD 3,310). Many countries also rank low in the Human Development Index (HDI) and Gender Inequality Index (GII), which are indicators of social development, and face serious social challenges. The Global Fragility Index (FGI) indicator, which measures state fragility and instability, is also important for understanding the situation in the eight Horn of Africa countries. Somalia ranks first, South Sudan third and Sudan seventh, indicating that these countries have extremely high fragility and serious political and social instability. Ethiopia (11th) and Eritrea (19th) are also rated as highly fragile and are affected by civil war and political instability. The relatively stable countries of Djibouti (46th) and Kenya (35th) are also in the top group overall, indicating high vulnerability in the region as a whole.

The Horn of Africa region is characterised by a high proportion of young people. While young people are often positioned as objects of protection in state policies, they are also sometimes treated as a risk factor for destabilising society, with the possibility of participation in extremist and terrorist activities being pointed out against a background such as the absurdity of their inability to move up the hierarchy through employment and income generation.

Table 2-1 Key Indicators for the Target Countries

	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Population	1,120,849	3,684,032	123,379,924	54,027,487	17,597,511	10,913,164	46,874,204	47,249,585
Percentage of population aged 10-24 years*	29	35	32	33	33	38	31	35
Birth rate*	2.7	3.6	3.9	3.2	6.0	4.1	4.3	4.2
Religion	Islam (94%) Christianity (6%)	Islam (63%) Christianity (37%)	Christianity (67.3%) Islam (31.3%) etc.	Christianity (85.5%) Islam (10.9%) etc.	Islam (99%) Other (1%)	Christianity (60.5%) Indigenous religion (32.9%) Islam (6.2%) etc.	Islam (91%) Christianity (5.4%) etc.	Christianity (82%) Islam (14%) Other (4%)
Per capita GNI (\$)	3,310	610 (*2011)	1,020	2,170	600	1,040 (*2015)	760	930
HDI (Rank)	171	175	176	146	193	192	170	159
GII (Rank)	N/A	N/A	125	139	164	N/A	140	138
GFI (Rank)	46	19	11	35	1	3	7	26

<sup>\*</sup> Estimated in 2024.

Sources: GII, UNDP (2022), Global fragility index, THE FUND FOR PEACE (2023), World Bank (2022), Report on International Religious Freedom (2022), ILO (2023), UNDP (2022), UNFPA World Population Dashboard.

#### 2.2 Overview of Legislation and Policies related to WPS and YPS

## 2.2.1 Status of Membership of Regional Organisations and Ratification of International Conventions

Table 2-2 summarises the membership status of regional structures and organisations in the eight countries surveyed, Table 2-3 summarises the membership status of international conventions with content relevant to the target countries of the Survey. There are situations where, due to conflict effects, political factors, etc., membership has not been ratified or has been suspended in the target countries, although they are still in the process of ratification.

Table 2-2 Membership of Regional Structures and Organisations

Regional agreements, etc.	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
African Union (AU)*	0	0	0	0	0	0	<b>*</b>	0
Intergovernmental Authority on Development (IGAD)	0	0	0	0	0	0	0	0
East African Community (EAC)	-	-	-	0	0	0	-	0
Common Market for Eastern and Southern Africa (COMESA)	0	0	0	0	0	-	0	0
African Continental Free Trade Area (AfCFTA)**	0	$\triangle$	0	0	Δ	Δ	Δ	0
Horn of Africa Initiative***	0	0	0	0	0	0	0	0
League of Arab States	0	-	-	-	0	-	0	-

<sup>\*</sup> The AU has suspended Sudan's membership following the disturbances in 2019.

Source: Prepared by the Survey Team based on various documents.

<sup>\*\*</sup> Eritrea, Somalia, South Sudan and Sudan have signed but not yet ratified it domestically.

<sup>\*\*\*</sup> World Bank, EU, AfDB and BMZ support.

Table 2-3 Ratification Status of the Conventions Relevant to the Target Countries of the Survey

tile Survey										
	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda		
UN Convention on the Rights of the	Ratified	Ratified	Acceded	Ratified	Ratified	Acceded	Ratified	Ratified		
Child (CRC)	16/12/1990		14/5/1991	30/7/1990	1/10/2015	23/1/2015	3/8/1990	17/8/1990		
African Charter on the Rights and	Ratified	Ratified	Ratified	Ratified	Unratified	Unratified	Ratified	Ratified		
Welfare of the Child (ACRWC)	30/1/2011	22/12/1999	2/10/2002	25/7/2000			24/1/2013	26/2/1992		
Convention on the Elimination of Discrimination Against Women (CEDAW).		Acceded 5/9/1995	Ratified 10/9/1981	Acceded 9/5/1984	Unratified	Acceded 30/4/2015	Unratified	Ratified 22/7/1985		
Maputo Protocol	Ratified	Unratified	Ratified	Ratified	Unratified	Ratified	Unratified	Ratified		
	2/2/2005		18/7/2018	6/10/2010		24/2/2023		22/7/2010		
East African Community (EAC)	Non- member	Non- member	Non- member	Joined	Joined	Joined	Non- member	Joined		
Gender Equality and Development Act	member	member	member	Jul 2000	May 2023	Apr 2016	member	Jul 2000		
Human Rights Covenant (Social	Ratified	Ratified	Ratified	Ratified	Ratified	Ratified	Ratified	Ratified		
Rights Covenant)	5/11/2002	17/4/2001	11/6/1993	1/5/1972	24/1/1990	5/2/2024	18/5/1986	21/1/1987		
Human Rights Covenant	Ratified	Ratified	Ratified	Ratified	Ratified	Ratified	Ratified	Ratified		
(Covenant on Civil Liberties)	5/11/2002	22/1/2001	11/6/1993	5/1/1972	24/1/1990	5/2/2024	18/5/1986	21/6/1995		
Beijing Declaration and Platform for	Signed	Signed	Signed	Signed	Unsigned	Unsigned	Signed	Signed		
Action (1995)	6/9/1995	12/9/1995	12/9/1995	8/9/1995			11/9/1995	4/9/1995		
Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict (2000)	Ratified 27/4/2011	Ratified 16/2/2005	Ratified 14/5/2014	Ratified 28/1/2002	Signed 16/9/2005	Ratified 27/9/2018	Ratified 26/7/2005	Ratified 6/5/2002		
Optional Protocol	Ratified	Ratified	Ratified	Signed	Unratified	Ratified	Ratified	Ratified		
to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (2000)	27/4/2011	16/2/2005	25/5/2014	8/9/2000		27/9/2018	2/11/2004	30/11/2011		
Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the UN Convention against Transnational Organised Crime (2000)		Ratified 25/9/2014	Ratified 22/7/2012	Ratified 5/1/2005	Unratified	Unratified	Ratified 2/12/2014	Ratified 27/5/2024		

Source: Prepared by the Survey Team from UNICEF (n.d.), ACERWC (n.d.), Ministry of Foreign Affairs (2020), AU (2023), EAC (n.d.)

#### 2.2.2 Laws, Ordinances and Plans to Women and Youth in the Target Countries

#### (1) Laws and Ordinances pertaining to Women and Youth in the Target Countries

As basic information on the promotion of WPS and YPS in the target countries, the status of legislation and plan related to the WPS and YPS pillars in the target countries is summarised in the Table 2-4.

Regarding laws and regulations relating to the protection and prevention of WPS and YPS, the equality of both sexes is enshrined in the constitutions of each country. Laws prohibiting GBV, trafficking in persons, child marriage and female genital mutilation (FGM) in particular are being developed in many countries. On the other hand, proper enforcement of laws is a major challenge in many countries due to impunity arising from social customs and cross-border FGM and cross-border trafficking in persons to evade punishment, as discussed in Chapter 3. The content and operational challenges of each law are discussed in detail in Chapters 3 and 4.

Table 2-4 Status of Legislation Pertaining to Women and Youth in Each Country

	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Laws and ordinances pertaining to women								
Gender equality	0	0	0	0	0	0	0	0
Laws and ordinances pertaining to quotas	0	-	-	-	-	0	-	-
GBV	0	0	0	0	0	0	0	0
FGM	0	0	-	0	-	-	-	0
Child marriage	0	0	0	0	0	0	0	0
Laws and ordinances pertaining to young people								
Youth delinquency (Juvenile law)	0	0	-	-	0	0	0	0
Human trafficking	0	0	0	0	0	0	0	0
Child labour	0	0	0	0	0	0	0	0

Legend: ©Established, ○Established (in the process of approval), -Not established.

Source: Prepared by the Survey Team

#### (2) Regional Structures' Plans and Strategies for Women and Youth

#### 1) Woman

The Regional Organisation's (AU • IGAD) plans pertaining to women, including the WPS, are summarised as Table 2-5. In addition to the plans and strategies described below, IGAD is currently developing an IGAD Gender Statistics Strategy to facilitate gender-specific data collection, information gathering and monitoring.

Table 2-5 Regional Organisations' Policies, Strategies and Plans for Women including the WPS

AU	IGAD					
<ul> <li><policies></policies></li> <li>African Charter on Human and Peoples' Rights (ACHPR) (1998)</li> <li>Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) (2003)</li> <li>Solemn Declaration on Gender Equality in Africa (SDGEA) (2004)</li> <li>African Union Gender Policy (2009)</li> <li>Kampala Convention (Convention for the Protection and Assistance of Internally Displaced Persons in Africa) (2009)</li> <li>Policy Framework for Security Sector Reform (SSR) (2011)</li> <li><strategies></strategies></li> <li>African Union Gender Strategy (2022-2032)</li> <li>African Union Post-Conflict Reconstruction and Development (PCRD) Framework (2006)</li> <li>Agenda 2063 (2015)</li> <li>Continental Results Framework (CRF) for Monitoring and Reporting on the WPS Agenda (2018-2028) (2019)</li> <li>African Union Strategy for Gender Equality and Women's Empowerment (2018-2028)</li> </ul>	<ul> <li>Strategies&gt;         <ul> <li>Gender Policy Framework and Strategy</li> <li>Drought, Disaster Resilience and Sustainability Initiative Strategy</li> <li>IGAD Peace and Security Strategy (2021-2025)</li> <li>Regional Strategy on Preventing and Countering Violent Extremism (P/CVE)</li> <li>IGAD Regional Gender Equality Strategy 2023-2030</li> </ul> </li> <li>Plans&gt;         <ul> <li>Regional Action Plan on WPS 2023-2030 for the IGAD Region</li> <li>Promotion of Gender Equality and Women Empowerment (GEWE)</li> </ul> </li> </ul>					

Source: Prepared by the Survey Team

#### 2) Youth

Plans for young people of regional organisations (AU • IGAD), including the YPS, are shown in Table 2-6.

In particular, the IGAD strategies and plans on youth are not yet fully developed. Meanwhile, the AU is in the process of revising its Youth Charter, established in 2006, which is expected to include responses to new challenges such as climate change and youth well-being.

Table 2-6 Regional Organisations' Policies, Strategies and Plans for Youth including the YPS

AU	IGAD
<policy></policy>	<policy></policy>
African Youth Charter (2006) (under revision)	IGAD Youth Policy (2023)
<strategies></strategies>	
Continental Framework on Youth, Peace and Security (2020)	
Youth Engagement Strategy (2020)	
AU-ILO Youth Employment Strategy for Africa (YES-Africa) (2024)	
<plans></plans>	
African Youth Decade Plan of Action (2009-2018) (2009)	
African Union Youth Division Programme (2008- 2017)	
Ten-Year Implementation Plan for the Continental Framework on Youth, Peace and Security (2020- 2029) (2020)	

Source: Prepared by the Survey Team

# (3) Plans and Policies pertaining to Women and Youth in the Target Countries

The plans and policies related to women and youth in the eight target countries of the Survey are organised as follows Table 2-7. Policies related to women focus on the prevention of GBV and women's empowerment. In particular, the plans have been developed to eliminate FGM and eradicate GBV. Plans are also underway in Somalia and South Sudan that target the elimination of sexual violence against women in conflict. With regard to youth, common themes include job creation and support in the education and health sectors. In addition, policies on peacebuilding and conflict resolution are being developed in response to region-specific challenges. In South Sudan and Somalia in particular, plans have been developed that focus on conflict-related violence and child protection, and aim to protect human rights in conflict, as well as policies on women.

Table 2-7 Policies, Strategies and Plans on Women and Youth in the Target Countries

	Women	Youth
Djibouti	<policy> National Gender Policy 2011-2021  <strategies> National Strategy for the Integration of Djiboutian Women in Development (2019-2021)  National Strategy for the Total Abandonment of FGM/C 2018-2022  National Family Planning Communication and Promotion Strategy (2017 - 2020)  National Strategy to Combat Female Genital Mutilation (2017-2021)  <plan> Three-year Action Plan of the Ministry for Women and the Family (2019 - 2021)</plan></strategies></policy>	<policies>     National Youth Policy (2001-2005)     Djibouti Vision 2035 (2014)  <strategy>     Accelerated Growth and Employment Promotion Strategy (SCAPE)  <plan>     Education and Training Master Plan (2021-2035)</plan></strategy></policies>

	Women	Youth
Eritrea	<policy>     Reproductive, Maternal, Neonatal, Adolescent and Child Health and Ageing Policy Guidelines (2017-2021)  <plans>     National Strategic Plan on the Elimination of Harmful Practices (2020-2024)      National Gender Action Plan (2015-2019)</plans></policy>	<policy>     National Charter (1994)  <strategies>     Reproductive, Maternal, Newborn, Child, Adolescent Health and Aging Programme Implementation Strategy (2022-2026)      National Policy for Social Protection and a Social Protection Strategic Plan (2023-2027)  <plan>     Reproductive, Maternal, Newborn, Child, Adolescent Health, Nutrition and Healthy Ageing Programs in Eritrea 2017-2021</plan></strategies></policy>
Ethiopia	<policies> National Women's Policy National Social Protection Policy (2014) Criminal Justice Policy (2011)  Strategies&gt; National Women Development and Change Strategy (2017) National Reproductive Health Strategy (2016-2020) National Free Legal Aid Strategy Gender Strategy in the Education and Training Sector, (2014-2015) National Strategy and Action Plan on Harmful Traditional Practices Against Women and Children (2013)  Plans&gt; The Ethiopia 2030: The Pathway to Prosperity Ten Years Perspective Development Plan (2021-2030) National Human Rights Action Plan (2016-2020)</policies>	<ul> <li>Ageing Programs in Entrea 2017-2021</li> <li>Policies&gt;         <ul> <li>Ethiopia National Youth Policy (2004)</li> <li>Agreement on the Cessation of Hostilities (CoHA) (2022)</li> <li>National Employment Policy (2016)</li> </ul> </li> <li>Strategies&gt;         <ul> <li>Ethiopian Youth Development and Transformation Strategy (2017)</li> <li>National Adolescents and Youth Health Strategy (2021-2025)</li> </ul> </li> <li>Plan&gt;         <ul> <li>National Social Protection Plan (2016)</li> </ul> </li> </ul>
Kenya	<ul> <li>2020)</li> <li>Policies&gt;         <ul> <li>National Gender Policy (2011)</li> <li>National Policy of Gender and</li> <li>Vision 2030</li> </ul> </li> <li>National Guideline on Management of Sexual Violence in Kenya (2009)</li> <li>National Policy on Prevention and Response to GBV (2014)</li> <li>National Policy on Peacebuilding and Conflict Management (2011)</li> </ul>	<policies>     Kenya Youth Development Policy (2019)     Education Sector Policy on Peace Education (2014)     NSPP: Kenya National Social Protection Policy (2011)  <strategies>     National Strategy on Justice for Children (2023-2028)     National Strategy to Counter Violent Extremism (2016)  <plans>     Mid-Term Plan (MTP) IV (2023-2027)     National Prevention and Response Plan on Violence Against Children in Kenya (2019-2023)</plans></strategies></policies>

	Women	Youth				
Somalia South Sudan	<policies>     Somali Women's Charter (2019)     Somalia's National Gender Policy (2016)  <strategy>     National Reconciliation Framework (2017)  <plan>     National Action Plan on Ending Sexual Violence in Conflict (2014)  <policies>     National Gender Policy (2012)     Vision 2040</policies></plan></strategy></policies>	Policies>     National Youth Policy (2023)     Somalia Social Protection Policy (2019)     Juvenile Justice Bill of the Federal Government of Somalia (2021)  Strategy>     National Strategy and Action Plan on Prevention and Countering of Violent Extremism (2016)  Plans>     NDP-9 (2020-2024)     Action Plan for the Killing and Maiming of Children in Armed Conflict (2012)     Roadmap for the Promotion of the 2012 Action Plan (2019)     National Programme for the Treatment and Handling of Disengaged Combatants in Somalia (2012)     Action Plan for the Implementation of the Human Rights Roadmap (HRRM) For Somalia (2015-2016) Policies>     South Sudan Youth Development Policy     Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan:				
	<ul> <li>Strategies&gt;         <ul> <li>National Development Strategy (2018-2021)</li> <li>Revised National Development Strategy for South Sudan (2021-2024)</li> </ul> </li> <li>Plans&gt;         <ul> <li>Action Plan for Inter-Ministerial Gender Technical Committee (IMGTC) 2016/12017</li> <li>Action Plan for the Armed Forces on Addressing Conflict-Related Sexual Violence in South Sudan</li> </ul> </li> </ul>	R-ARCSS (2018)  • Safe Schools Declaration Guidelines (2021) <plans>  • National Action Plan for Children (2020-2024)  • National Strategic Plan aligned with the Sustainable Development Goals (2018-2020)</plans>				
Sudan	<policies>     National Policy for the Eradication of FGM/C in One Generation (2008-2018)     National Policy for Women's Empowerment     National Policy for Girls Education (2007)     Strategy&gt;     National Quarter Century Strategy (2007-2031)     Plans&gt;     National Plan for Combating GBV (2005)     Five-year National Plan to Combat Violence against Women (2012-2016)     National Action Plan to End Child Marriage (2021-2030)</policies>	<policies>     Juba Peace Agreement (2020)     Sudan's National Health Policy (2017-2030) <strategy>     General Framework for the Programme for Transitional Government (2019) <plan>     The Three-Year Programme for Stability and Economic Development (2021-2023)</plan></strategy></policies>				

	Women	Youth
Uganda	<policies> <ul> <li>Uganda Gender Policy (2007)</li> <li>National Policy on Elimination of GBV in Uganda (2016)</li> <li>National Community Development Policy for Uganda (2015)</li> <li>Equal Opportunities Policy (2006)</li> <li>Transitional Justice Policy (2019)</li> </ul> <strategies> <ul> <li>National Strategy to End Child Marriage and Teenage Pregnancy (2022/2023-2026/2027)</li> <li>Male Involvement Strategy (2014)</li> </ul> <plans> <ul> <li>Third National Development Plan (2020/21-2024/25)</li> <li>National Action Plan for Protecting</li> </ul></plans></strategies></policies>	<policies>     The Uganda National Youth Policy (2004)     Vision 2040     Employment Policy (2011)</policies>
	Third National Development Plan (2020/21- 2024/25)	<plans> • National Youth Action Plan (2016)</plans>

Source: Prepared by the Survey Team

# 2.3 Instability Factors in the Horn of Africa

The Horn of Africa region, while geographically important, has long been a region of complex conflicts. Each country has a diverse ethnic, religious and historical background and faces different political and economic challenges. The main factors include domestic and cross-border armed conflicts, natural disasters such as droughts, floods and locusts as a result of climate change, as well as the effects of the Corona Virus Disease (COVID-19) pandemic and the Ukrainian conflict, which have caused price hikes and reduced aid funding. These factors are intertwined in a complex crisis that is destabilising and creating vulnerabilities throughout the region. In order to understand vulnerability in the region, the following section provides a background to the conflict, which is a major factor in the complex crisis. An overview pertaining to women in the region is provided at section 3.3.2. The impact of conflict on youth and women is discussed in Chapter 4.

#### 2.3.1 Background of Conflict in the Horn of Africa

#### (1) Somalia: Fighting between the Somali Government and Al Shabaab (2006-present)

Fighting between the government and Al-Shabaab has continued to intensify since the late 2000s, against the backdrop of Somalia's protracted history of civil war.

In the late 1980s, due to the turmoil of the Ogaden War (Ethiopian Somali War), clans in various parts of the country launched an anti-government armed movement, which in 1991 overthrew the Bale regime that had been in power for 22 years since a military coup in 1969. The state collapsed, resulting in a large number of refugees and IDP under poor security conditions. A serious humanitarian crisis emerged in the 1990s and 2000s, partly due to a worsening drought. The UN deployed peacekeeping operations, but they were unable to bring the civil war under control and the Somali conflict turned into a quagmire.

In 2006, the Islamic Courts Union (ICU), which advocates Islamic fundamentalism, overran the capital Mogadishu, but the Ethiopian government, alarmed by the establishment of an Islamic fundamentalist state in neighbouring Somalia, sent government forces to invade the capital and dismantle the ICU. While ICU leaders fled in and outside Somalia, among them, Al-Shabaab, a young group advocating the continuation of the armed struggle, resumed armed resistance near the Kenyan border in collaboration with the remnants of the national party.

Since then, Al Shabaab has expanded its activities in the surrounding areas of south-central Somalia, effectively controlling some areas. Al Shabaab re-encircled the capital in 2009, but withdrew from urban areas in 2012, following military pressure from government forces and multinational forces under the AU. However, Al Shabaab continues to fight Somali government forces, which receive international support, and conduct terrorist activities in the country and neighbouring countries.

The UN and the AU have now established the African Union Support and Stabilisation Mission in Somalia (AUSSOM) in January 2025 as the successor to the AU peacekeeping operation, the AU Transitional Mission in Somalia (ATMIS), which ended in December 2024.<sup>6</sup>

# (2) South Sudan: Inter-Community and Political Conflict, Mainly due to Ethnic Conflict (2013-2018)

South Sudan is a multi-ethnic country with dozens of ethnic groups, and the ethnic conflicts are due to deteriorating relations between the various ethnic and tribal groups. The Dinka (approximately 40% of the population), Nuer (approximately 20%), Azande (approximately 10%), Shilluk (less than 10%), Bari (less than 10%), Murle (less than 10%), Mundari (less than 10%) and other ethnic groups coexist in the country, but ethnic and tribal conflict has intensified over limited resources and interests.

For example, in the north-western Bahr al-Ghazal region, between tribes of the nomadic Dinka (especially between the Dinka Nugok and Dinka Tuwik tribes, and between the Dinka Kuak and Dinka Aguok tribes), between the Dinka and Nuer tribes, between the Dinka (especially the Dinka Apuk tribes) and the Bari, between nomadic and agrarian communities, there are frequent conflicts over land, water and other rights. In the north-eastern Upper Nile region, there are frequent intertribal conflicts between communities such as the Dinka, Nuer (especially the Lowe and Nuer branches), Murle and Shilluk, including disputes over livestock and revenge for killings. In addition, in the southern Equatoria region, there are frequent conflicts over livestock and pastureland among the Dinka and Mundari nomadic tribes. As of 2023, the number of casualties due to tribal and community conflicts was estimated to be approximately 90% of all conflict casualties in the country.<sup>7</sup>

These ethnic conflicts have spilled over into political conflicts. The country gained independence from Sudan in 2011, but the armed forces in the independence movement were mainly formed by the ethnic groups and branches of origin. Many of them were incorporated into the government forces after independence, but they formed factions within the armed forces and were affected by conflicts between political leaders representing the tribes and branches. Some forces did not join or incorporate into the government or military at independence, and in 2013 clashes between units of the rival President Kiir's faction from the Dinka tribe and First Vice-President Mashaal's faction from the Nuer

<sup>&</sup>lt;sup>6</sup> UNSOM, 2024, Situation in Somalia, Report of the Secretary-General.

VNMISS, 2024, Situation in South Sudan: Report of the Secretary-General, 26 February 2024.

tribe resulted in a nationwide civil war.

The political conflict continued intermittently prior to a ceasefire agreement in 2015, it resurfaced in 2016, and a ceasefire agreement came in 2017, until the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) took effect in 2018. In accordance with the R-ARCSS, the current interim government is supposed to implement the continuation of the ceasefire, the formation of a unified army, the constitution, the development of state institutions, democratic elections, national reconciliation, etc. As of February 2025, ceasefires between the various military forces have generally been maintained at the national level, although there are scattered incidents of fighting between factions in peripheral areas.<sup>8</sup>

# (3) Sudan: Fighting between the National Army and Rapid Support Force (RSF) (2023-present)

The fighting between the national army and the RSF broke out in April 2023 during a power struggle within the army, though, the background to this can be traced the history of the Sudanese civil war. The prolonged civil war gave the national army a political ascendancy.

The Bashir regime, which was established in a military coup in 1989, has increased the influence of the military during its 30-year dictatorship, which has led to civil war, human rights violations and an economic crisis. The regime promoted the Islamisation of the state and persecuted non-Arab populations in the south and west, where Christianity and traditional religions prevailed. This intensified the independence movement in South Sudan and resulted in the Darfur conflict. The Darfur conflict saw the rise of the Janjaweed, a militia organisation that fought on the government side, which was later restructured and developed into the Rapid Support Force (RSF).

Frustrated by political repression and economic problems, citizens launched a widespread protest movement in 2019, toppling the Bashir regime in a democratic coup. Citizen representatives and military leaders from the national army and RSF agreed on a transition plan to civilian rule. The plan called for military leadership for the first 21 months (until November 2021), followed by an 18-month transition to civilian leadership, with democratic elections scheduled for July 2023.

As the military continued to exercise effective control, a tension between the national army and the RSF increased within the military due to conflicts over the transitional government and the reorganisation of the army, in particular the integration of the national army and the RSF. In April 2023, the national army and RSF clashed in the capital and the fighting spread across the country. Large-scale fighting has been concentrated around the capital and in the Darfur region. Against this backdrop, neighbouring countries and Middle Eastern states are increasing their involvement in the conflict to secure and expand their historical background and interests. Meanwhile, diplomatic efforts by the international community for ceasefire and peace have so far not produced remarkable results.<sup>9</sup>

# (4) Ethiopia: The Tigray Conflict (2020-2022)

The Tigray conflict was a civil war that took place in northern regions such as Tigray, Amhara and

<sup>&</sup>lt;sup>8</sup> Embassy of Japan in South Sudan, 2023, Introduction to South Sudan.

UNITAMS, 2023, Situation in the Sudan and the Activities of the United Nations Integrated Transition Assistance Mission in the Sudan.

Afar Region, but mainly fought in Tigray state, and lasted from November 2020 to November 2022. The background to this is the political system that has been in place since the 1991 political upheaval.

In 1991, rebel groups from different regions rallied together to overthrow the military regime (Derg) and introduce a federal system based on ethnic autonomy. After the change of government, the forces with ethnic bases transformed themselves into state-level ethnic parties and joined the Ethiopian People's Revolutionary Democratic Front (EPRDF), a federated party formed at the federal level. Among others, the Tigray People's Liberation Front (TPLF), which has the Tigray people as its support base, led the political change and therefore had a noteworthy influence in the new government.

In 2018, Abiy, the largest ethnic group, took over as Prime Minister and promoted political reforms. Prime Minister Abiy dismantled the ruling EPRDF and established a new party, the Prosperity Party, with the aim of combating corruption and eliminating the concentration of power. However, the TPLF refused to join the new party and confronted the federal government. In 2020, the federal government postponed the general elections amid the Corona disaster, but Tigray State opposed this and forced elections. As the conflict between the two sides deepened, the federal army and the TPLF clashed in armed conflict in November 2020.

Both sides in the conflict have involved internal and external military forces. Meanwhile, the TPLF was noted to be fighting alongside and against rebel groups in the country, as well as requesting assistance from the neighbouring Sudanese Government. The entry of many armed forces has resulted in the deaths of an estimated hundreds of thousands of civilians and has created a serious humanitarian crisis. <sup>10</sup>

On the other hand, diplomatic efforts for peace by the AU, IGAD and others continued, and in November 2022, two years after the conflict broke out, the federal government and the TPLF reached a ceasefire agreement in Pretoria, South Africa. The Pretoria Agreement established a transitional administrative structure, the Tigray Transitional Local Administration, and ended fighting between the government and the TPLF for the time being. However, the agreement is a bilateral agreement between the federal government and the TPLF, and one of the challenges is the treatment of conflict actors who are not participating in the agreement.

#### (5) Ethiopia: The Amhara Conflict (2023-present)

The Amhara conflict is centred on armed clashes between government forces operating in Amhara State and armed forces that have broken away from the Amhara militia Fano and Amhara State forces. The background to this is the conflict between the two sides over the post-war handling of the Tigray conflict.

Following a ceasefire agreement in the Tigray conflict in November 2022, in April 2023, the federal government decided to dismantle the Amhara State Unit, integrating it into the army and police. However, some members of the state forces resisted this, broke with the force and joined Fano, where they staged large-scale protests. In the same month, militants assassinated the Amhara state leader of the ruling Prosperity Party.

UN Ethiopia, 2024, United Nations Ethiopia Annual Results Report 2020/2022.

As security deteriorated in Amhara State, government forces began disarming state forces and Fano, arresting resistance groups and cracking down on armed forces. In August 2023, heavy fighting broke out between government forces and Fano. The Amhara State Government requested military assistance from the federal government to quell the clashes. The federal government declared a state of emergency throughout Amhara State.

Between August 2023 and April 2024, clashes between government forces and Fano centred on urban areas such as Lalibela and Gondar. Airstrikes and drone attacks on urban area caused numerous civilian casualties and destroyed public facilities and homes. Between August 2023 and July 2024, internet services were suspended in many areas of Amhara State. As of February 2025, Government forces and Fano were engaged in sporadic clashes, mainly in urban areas of Amhara State.

It should be noted that Fano is the collective name for an armed force composed of several militia organisations based on the Amhara people and working to protect them and secure their interests. However, its chain of command is not unified or organised: between July and August 2023, Fano reportedly attempted to integrate its organisation under a single leader. However, some groups rebelled against the unification attempts and surrendered to government forces. Prime Minister Abiy has cited Fano's lack of organisation as one of the reasons for the difficulties in negotiating with Fano.<sup>11</sup>

#### (6) Ethiopia: The Oromo Conflict (1970s-present)

The Oromo conflict has been ongoing since the 1970s in the Oromia Region. The background to this can be traced to the history of oppression of the Oromo people in the country. Despite the fact that they constitute the majority of the population, Oromo culture was suppressed, and the use of the Oromo language was restricted under the imperial and Derg regimes. In 1973, one year before the fall of the imperial regime, the Oromo Liberation Force (OLF) was formed as an anti-government resistance group with an Oromo nationalist agenda.

During the 1991 political upheaval, the Muslim-led OLF joined the ruling EPRDF, but tensions increased with the TPLF, a predominantly Christian-led ruling party. The Christian Oromo Peoples' Democratic Organisation (OPDO) was formed and joined the ruling party, forcing the OLF to withdraw from the ruling party. The federal government then repressed the OLF, which resisted through guerrilla activities.

The OLF subsequently developed into opposition and rebel groups, including the current OFC (unarmed), OLF (unarmed) and OLA (armed) groups, after an internal split due to conflicting armed and unarmed lines. In 2005, the Oromo Federalist Democratic Movement (OFDM, OFC since 2012) was formed, which criticised the regime as an opposition party. The Oromo Resistance Movement (commonly known as "Oromo Protest"), which emerged between 2014 and 2016, was a student movement that emerged from resistance to the eviction of Oromo residents following the implementation of the Addis Ababa urban plan and influenced the rise of youth groups across the country, including the Amhara militia Fano. Later, those from the student movement became the nucleus of the opposition party OFC.

<sup>&</sup>lt;sup>11</sup> ICG, 2023, Ethiopia's Ominous New War in Amhara, Brussel: International Crisis Group.

Amidst the social unrest in Oromia, Prime Minister Abiy, the first Oromo Prime Minister, was expected to bring the situation under control in the state. In August 2018, he attempted to end the Oromo conflict by signing a peace agreement with the OLF. However, when Prime Minister Abiy indicated that he did not necessarily affirm Oromo nationalism when he formed the Prosperity Party, Oromo insurgents again became resentful, leading to riots in June 2020, triggered by the assassination of rebel Oromo singer Hachalu Hundessa, in which over 250 citizens were killed.

Meanwhile, the Oromo Liberation Army (OLA), which was the military arm of the OLF, withdrew from the OLF in reaction to the peace agreement between the government and the OLF. The OLA's main activities were reportedly obstruction of government activities, reprisals against alleged spies and their associates against the OLA and kidnapping for ransom. In addition, the OLA also participated in the Tigray conflict, working with the TPLF, clashing with Amhara militants and attacking government forces in collaboration with the TPLF, mainly on the border and disputed areas between Amhara and Oromia states. Following the ceasefire in the Tigray conflict, the OLA has continued to fight government forces. As of February 2025, the Ethiopian government was continuing peace negotiations with the OLA while conducting a joint operation with the Kenyan government to pursue it, which remains active near the Ethiopian-Kenyan border.<sup>12</sup>

#### 2.4 Main Economic Indicators

# 2.4.1 Macroeconomic Situation • Policy

The Horn of Africa region has the highest Gross Domestic Product (GDP) per capita at USD 3,606.4 in Djibouti<sup>13</sup>, USD 1,949.9 in Kenya and USD 643.8 in Somalia, the lowest, or less than half that of Kenya. The average for the sub-Saharan region (excluding high-income countries) is USD 1,635, with only Djibouti and Kenya's GDP above the average in the region (see Table 2-8).

2015 2020 2023 Country Djibouti 2,409.3 2,921.7 3,606.4 **Eritrea** N/A N/A N/A **Ethiopia** 630.3 918.7 1,293.8 Kenya 1,949.9 1,496.7 1,936.3 Somalia 507.5 556.6 643.8 South Sudan 1,071.8 N/A N/A Sudan 1,355.1 608.3 2,272.5 864.2 846.8 1,014.2 Uganda Sub-Saharan African average (excluding high income) 1,653.0 1,489.6 1,635.2

Table 2-8 GDP per Capita

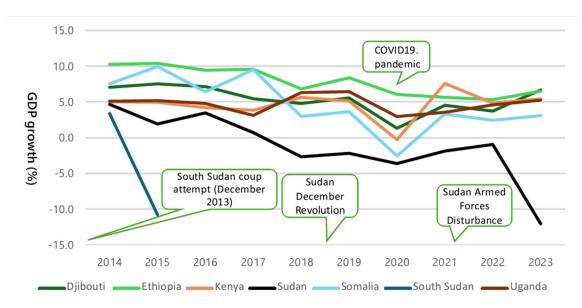
Note: Due to the existence of a dual exchange rate in Sudan, data up to 2020 use adjusted rates; 2023 is calculated at the official rate and does not necessarily represent the prevailing rate.

Source: Prepared by the Survey Team based on the data from World Bank (2024).

Addis Standard, 2025, NISS says Kenya's security operation coordinated with Ethiopia, targets 'OLA camps'. https://addisstandard.com/niss-says-kenyas-security-operation-coordinated-with-ethiopia-targets-ola-camps/.

Although Djibouti has the highest GDP per capita of the eight countries, there is a divergence from actual wealth, as indicated by its HDI ranking in Table 2-1, which is level with Ethiopia and Sudan.

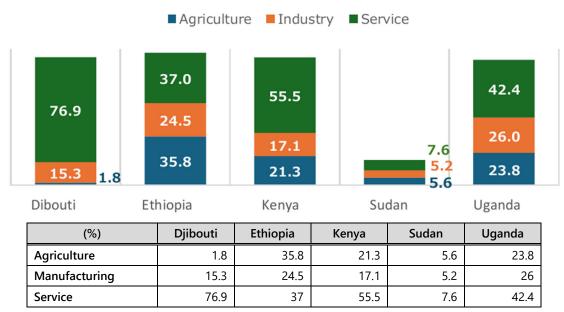
As shown in Figure 2-1, economic growth rates in many Horn of Africa regions exceed 6% per year, and although development of the economic sector is expected to generate employment, the impact of conflict on national growth is significant, as is evident from the fluctuations in growth rates in Sudan. In addition, as seen in Table 2-9, unemployment rates are generally high, indicating a poor balance between economic growth, population growth and employability. As shown in Figure 2-2, the structure of the contribution of each industry to GDP shows that the share of services is higher than that of agriculture and industry, which are considered to have high employment absorption capacity.



(%)	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	
Djibouti	7.1	7.5	7.1	5.5	4.8	5.5	1.3	4.5	3.7	6.7	
Eritrea	No data	No data since 2011									
Ethiopia	10.3	10.4	9.4	9.6	6.8	8.4	6.1	5.6	5.3	6.5	
Kenya	5.0	5.0	4.2	3.8	5.6	5.1	-0.3	7.6	4.8	5.4	
Somalia	7.5	9.9	6.4	9.5	3.0	3.6	-2.6	3.3	2.4	3.1	
South Sudan	3.4	-10.8	N/A								
Sudan	4.7	1.9	3.5	0.7	-2.7	-2.2	-3.6	-1.9	-1.0	-12.0	
Uganda	5.1	5.2	4.8	3.1	6.3	6.4	3.0	3.5	4.6	5.2	

Source: Prepared by the Survey Team based on the data from World Bank (2024).

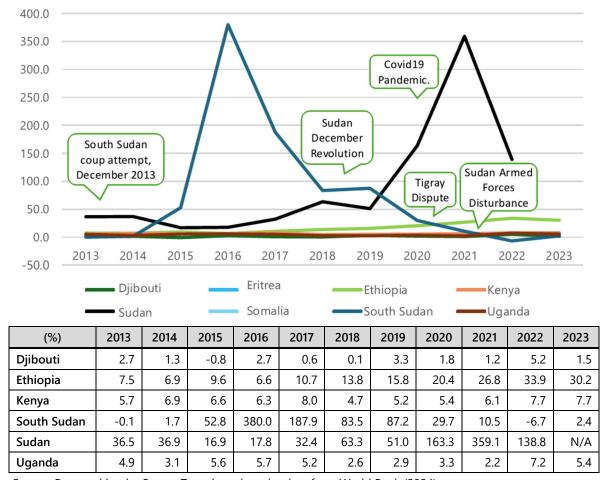
Figure 2-1 GDP Growth in Eight Horn of Africa Countries



Source: Prepared by the Survey Team based on the data from World Bank (2024).

Figure 2-2 Contribution of Each Industry to GDP (2023)

Furthermore, in addition to cases of conflict-induced inflation, as shown in Figure 2-3, the opposite is true: sharp inflation resulting from socioeconomic policies may trigger conflict. In either case, economic instability is a threat to civilian life.



Source: Prepared by the Survey Team based on the data from World Bank (2024).

Figure 2-3 Inflation in the Target Countries

#### 2.4.2 Labour Market

# (1) Supply Side

Table 2-9 summarises the indicators for labour participation in the target countries of the Survey. Unemployment is particularly high in Djibouti, Sudan and Somalia, but in common with the eight countries, youth unemployment is higher than the national figure. In Djibouti, the youth unemployment rate is 76.3% compared to 26.2% for the country as a whole, while in Somalia there is a large difference of 33.8% compared to 18.9%. The unemployment rate for women is also generally higher than the country average as a whole, although the difference is not as remarkable as that of the youth. Vulnerable employment 14 and informal employment are also high in many countries, each exceeding 80%. This indicates a situation of significant lack of decent work, with low-paid and precarious employment accounting for the majority of jobs. Furthermore, the number of young unemployed people (NEETs) is huge and the transition of these young people into the labour market is a key issue. There are significant gender differences regarding NEETs, with women having significantly more NEETs than men. This may be due to factors such as early marriage.

Vulnerable employment refers to family workers and the self-employed as a proportion of total employment.

**Table 2-9 Indicators for Labour Participation** 

			Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Working popula	tion (2023	3)	255,564	1,800,336	61,664,369	25,501,846	3,276,784	255,564	13,589,630	18,881,435
	Total		32.3 (2017)	N/A	68.3 (2021)	67.5 (2021)	34 (2019)	N/A	37.9 (2022)	79.2 (2021)
Labour	Male		47 (2017)	N/A	79.2 (2021)	72.6 (2021)	48 (2019)	N/A	61.9 (2022)	84.2 (2021)
participation rate (%)	Female		18.2 (2017)	N/A	57.6 (2021)	62.8 (2021)	21.5 (2019)	N/A	14.4 (2022)	74.5 (2021)
	PWDs		15.9 (2017)	N/A	32 (2021)	75.7 (2019)	18 (2019)	N/A	17.6 (2022)	41.1 (2021)
Unemployment	Total		26.2	5.6	3.4	5.6	18.9	12.5	7.5	2.8
rate (%)	Young		76.3	9.5	5.4	12.0	33.8	18.5	12.0	4.2
(2023)	Female		35.9	6.3	5.3	7.6	24.6	13.7	14.0	3.4
Vulnerable	Total		30	74	85	64	45	71	40	75
employment by	Male		24	65	83	56	39	69	36	66
gender (%) (2023)	Female	Female		84	87	74	59	73	56	84
Percentage of no employees (%)	on-regula	r	50.5 (2017)	N/A	85.2 (2021)	86.5 (2019)	82.5 (2019)	N/A	94.4 (2022)	95.2 (2021)
By industry	Agricultur	e	1	61	62	32	26	59	40	66
Working population (%)	Industry	Industry		9	6	16	18	14	14	7
(2023)	Service	Service		30	31	52	56	27	46	27
	Rural	Male	1.714 (2017)	N/A	618.66 (2021)	826.1 (2022)	35.67 (2019)	N/A	902.167 (2022)	236.103 (2021)
Young people not in employment,	districts	Female	3.801 (2017)	N/A	1661.2 (2021)	987.3 (2022)	63.721 (2019)	N/A	2194.915 (2022)	460.572 (2021)
education or training (NEET) (in thousands)	Urban	Male	7.565 (2017)	N/A	258.157 (2021)	313.5 (2022)	221.126 (2019)	N/A	298.55 (2022)	144.818 (2021)
(iii tiiodsaiids)	areas	Female	11.181 (2017)	N/A	643.694 (2021)	772.0 (2022)	308.548 (2019)	N/A	513.466 (2022)	335.338 (2021)
Nonregular	Total		41.795 (2017)	N/A	31566.454 (2021)	16194.634 (2019)	854.734 (2019)	N/A	8551.271 (2022)	17075.429 (2021)
employment by gender	Male		28.36 (2017)	N/A	17900.959 (2021)	8150.505 (2019)	579.576 (2019)	N/A	7058.434 (2022)	8597.497 (2021)
(in thousands)	Female		13.435 (2017)	N/A	13665.495 (2021)	8044.129 (2019)	275.159 (2019)	N/A	1492.837 (2022)	8477.933 (2021)
Percentage of no employees (%)	onregular		50.52 (2017)	N/A	85.21 (2021)	86.489 (2019)	82.49 (2019)	N/A	94.40 (2022)	95.20 (2021)

Source: Prepared by the Survey Team from World Development Indicators, World Bank, ILO STAT explorer, ILO.

# (2) Demand Side

Table 2-10 summarises the indicators relating to the composition of enterprises in the countries surveyed. Although information is available for a limited number of countries, the proportion of microenterprises (Micro) is by far the highest. In the hope of absorption of employment by industry, the growth of Micro, Small and Medium sized Enterprises (MSME) that expands employment, even by one or two people, is considered to be one route to job creation.

Table 2-10 Composition of Companies in the Target Countries (% by MSME)

Country	Definition	Actual Situation/Percentage
Djibouti	The World Bank conducted the survey assuming the classification Micro (0-4 employees), SMEs <50 (5-49 employees) and SMEs 50+ (50+ employees), depending on the number of employees.	The composition is Micro (76%), SMEs<50 (20%) and SMEs 50+ (4%). <sup>15</sup>
Eritrea	No relevant information was identified in the literature review.	No relevant information was identified in the literature review.
Ethiopia	No relevant information was identified in the literature review.	No relevant information was identified in the literature review.
Kenya	Provided for by the Micro and Small Enterprises Act 2012 <sup>16</sup> Microenterprises: Enterprises with an annual turnover not exceeding Ksh 500,000 and employing (or engaging) 1-9 persons  Small enterprises: Enterprises with an annual turnover of between Ksh 500,000 and Ksh 5 million and between 10 and 49 employees  Medium enterprises: Enterprises with annual turnover of Ksh 5-100 million and have 50-250 employees	92.2% of licensed establishments in the MSME sector are micro establishments, 7.1% are small establishments and 0.7% are medium enterprises. 17
Somalia	Micro, Small and Medium Enterprises (MSME) Policy (2019), as set out by 18  Microenterprises: 1-4 employees, annual turnover or total assets up to USD 5,000  Small enterprises: 5-20 employees, annual turnover or total assets of USD 5,000-50,000  Medium enterprises: 21-100 employees, annual turnover or total assets of USD 50,000-500,000  Large companies: More than 100 employees, and assets of more than USD 500,000	Somalia does not publish official reports on MSME, so the respective percentages are unknown. <sup>19</sup>
South Sudan	No relevant information was identified in the literature review.	No relevant information was identified in the literature review.
Sudan	No relevant information was identified in the literature review.	No relevant information was identified in the literature review.
Uganda	Uganda MSME Policy 2015, as stipulated by <sup>20</sup> Microenterprises: 1-4 employees, total assets less than 10 million  Small enterprises: 5-49 employees, annual turnover or total assets between UGX 10 million and UGX 100 million  Medium enterprises: 50-100 employees, total assets between UGX 100 million and UGX 360 million	The composition is Micro (94%), Small (4%) and Medium (2%). <sup>21</sup>

Sources: The World Bank; Ministry of Co-operatives and Micro, Small and Medium Enterprises Development; Kenya National Bureau of Statistics; Ministry of Trade, Industry and Tourism. Industry and Tourism, and SPARK/BINA Programme.

World Bank, 2021, Djibouti MSME Finance Needs Assessment & Policy Recommendations Final Report

https://www.msme.go.ke/acts-and-regulations

https://statistics.knbs.or.ke/nada/index.php/catalog/69

https://faolex.fao.org/docs/pdf/som204111.pdf

<sup>&</sup>lt;sup>19</sup> SPARK/BINA Programme, 2021, The Somali Micro, Small & Medium Enterprises Ecosystem.

https://www.ugandainvest.go.ug/wp-content/uploads/2016/02/Final-MSME-Policy-July-2015.pdf

https://documents1.worldbank.org/curated/en/099850008082273968/pdf/IDU035f6af32054470412b0a69f09c957226559a. pdf

# 2.5 Key Social Development Indicators

# 2.5.1 Key Indicators

Employment, maternal and child health, medical welfare and GBV are reviewed as key indicators of social development. Table 2-11 summarises the indicators pertaining to school enrolment in the countries surveyed. In terms of youth literacy, South Sudan (47.9%) has the lowest literacy rate, followed by Somalia (70.47%), Ethiopia (72.27%) and Sudan (73%), with a certain degree of youth illiteracy. In terms of enrolment rates, women are generally lower, but the gap between male and female enrolment rates is particularly pronounced in Eritrea and South Sudan. Completion rates are highest in Kenya, while South Sudan has particularly low rates.

Table 2-11 Indicators related to School Attendance in the Target Countries

		Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
	Total	N/A	93.27	72.27	87.83	70.47	47.9	73	89.39
Literacy rate of	Total	IN/A	(2018)	(2017)	(2018)	(2022)	(2018)	(2018)	(2018)
young people	Male	N/A	93.81	N/A	87.59	N/A	48.42	72.51	88.82
(15-24 years)	iviale	IN/A	(2018)	IN/A	(2018)	IN/A	(2018)	(2018)	(2018)
(%)	Female	N/A	93.27	N/A	88.08	N/A	47.36	73.49	89.95
	Геппате	IN/A	(2018)	IN/A	(2018)	IN/A	(2018)	(2018)	(2018)
	Total	64.39	71.03	85.53	97.18	21.19	81.86	77.76	105.52
	TOtal	(2022)	(2019)	(2022)	(2022)	(2023)	(2021)	(2018)	(2017)
Primary school enrolment rate	Male	67.86	78.31	88.71	98.13	23.10	83.77	80.57	104.81
(gross) (%)		(2022)	(2019)	(2022)	(2022)	(2023)	(2015)	(2018)	(2017)
(9.033) (70)	Female	60.84	65.65	82.23	96.23	19.23	59.33	74.89	106.23
		(2022)	(2019)	(2022)	(2022)	(2023)	(2015)	(2018)	(2017)
Primary education completion rate (gross) (%)	Total	N/A	56.66 (2022)	55.90 (2023)	102.72 (2016)	N/A	20.55 (2015)	66.56 (2018)	52.97 (2017)
Retention rate (%)	Total	3.92 (2021)	8.12 (2018)	6.88 (2015)	2.93 (2016)	N/A	N/A	2.55 (2017)	8.8 (2017)
Enrolment rate of children with disabilities (%)	Total	N/A	N/A	38.8 (2007)	82.7 (2009)	N/A	35.8 (2008)	57.8 (2008)	89.4 (2013)

Source: Prepared by the Survey Team based on data from UNICEF Data Warehouse (date of update unknown), World Bank (2024), UNESCO Data (2018).

Table 2-12 summarises the indicators for maternal and child health in the countries surveyed. The high figures for under-five mortality, low birth weight and stunting/short stature indicate that children in infancy in the target countries of the Survey are in a difficult situation. Eritrea has the highest rate of stunting and short stature at 50.2%, followed by Sudan (36%) and Ethiopia (34.4%). As health conditions in infancy have lifelong consequences, it is necessary to address these issues.

Table 2-12 Indicators Relevant to Maternal and Child Health in the Target Countries

	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Total fertility rate (2022)	2.75	3.78	4.06	3.29	6.2	4.33	4.38	4.48
Pregnancy-related deaths (per 100,000 live births) (2020)	234	322	267	530	621	1223	270	284
Under 18 years of age* Birth rate (%)	N/A	18.8 (2010)	21.1 (2016)	23.3 (2014)	27.2 (2019)	27.9 (2010)	21.5 (2014)	28.4 (2016)
Under-five mortality rate (per 1000 live births) (%) (2022)	51.9	36.6	46.2	41.1	106.1	98.8	51.6	40.5
Low birth weight rate (%)	N/A	15.16 (2020)	13.2 (2016)	9.97 (2020)	N/A	N/A	N/A	9.7 (2016)
Under 5 years old Stunting and short stature rate (%) (2022)	18.7	50.2	34.4	18.4	18	27.9	36	23.4

<sup>\*</sup> Percentage of women aged 20-24 who have given birth before the age of 18.

Source: Prepared by the Survey Team based on data from World Bank (2024), UNICEF Data (2023), UNFPA (2020).

Table 2-13 and Table 2-14 summarise the indicators related to GBV among the indicators related to health and welfare, sexual and reproductive health and rights in the countries surveyed. Social protection coverage is low at 3.1%-12.34%, far from the universal protection provided by social security as set out in the SDGs. Birth registration rates are above 90% in Djibouti, but 2.7% in Ethiopia and 3% in Somalia, where the birth registration system is virtually non-functional. South Sudan and Uganda also have low birth registration rates in the 30% range. When birth registration is not processed correctly, there is an increased likelihood of not receiving adequate access to necessary services, unfair treatment and violations of rights. From a gender perspective, Intimate Partner Violence (IPV)<sup>22</sup>, marriage at an early age and high rates of women undergoing FGM are prominent in many countries.

Table 2-13 Indicators for Health and Welfare in the Target Countries

		Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
	Total	12.3	8.4	7.4	9	0	0	10.4	3.1
Social		(2019)	(2019)	(2020)	(2021)	(2023)	(2023)	(2023)	(2022)
protection coverage (%)	Male	N/A	N/A	7.8 (2020)	N/A	0 (2023)	0 (2023)	N/A	N/A
	Female	N/A	N/A	4.9 (2020)	N/A	0 (2023)	0 (2023)	N/A	N/A
	Total	91.7 (2006)	N/A	2.7 (2016)	66.9 (2014)	3 (2006)	35.4 (2010)	67.3 (2014)	32.2 (2016)
Birth registration rate (%)	Male	92.7 (2006)	N/A	2.7 (2016)	67.4 (2014)	3.3 (2006)	34.9 (2010)	68.8 (2014)	32.2 (2016)
	Female	90.5 (2006)	N/A	2.6 (2016)	66.4 (2014)	2.7 (2006)	36 (2010)	65.8 (2014)	32.2 (2016)

<sup>&</sup>lt;sup>22</sup> In this survey, IPV and Domestic Violence (DV) are treated as synonymous terms.

	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Children who have lost one or both parents (estimated number) (2022)	N/A	130,000	3,000,000	2,040,000	N/A	830,000	1,480,000	2,230,000
Number of children in institutions (rate per 100 000 population)	N/A	21.961 (2010)	N/A	224.543 (2012)	N/A	N/A	3.34 (2012)	223.581 (2012)

Source: Prepared by the Survey Team based on ILO STAT (2024), UNICEF Data Warehouse (date of update unknown), World Bank (2024), UNICEF (2024)

Table 2-14 Indicators of GBV in the Target Countries

		Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Percentage of women aged 20-24 who married for the first time before the age of 18 (%) (Child marriage rate)		6.5 (2019)	N/A	40.3 (2016)	12.5 (2022)	45.3 (2006)	51.5 (2010)	34.2 (2014)	34 (2016)
FGM prevalence among girls and women aged 15 to 49 years (%)		90 (2019)	83 (2010)	65 (2016)	15 (2022)	99 (2020)	N/A	87 (2014)	0 (2016)
IPV (%) Percentage of	Last 12 months	N/A	N/A	27 (2018)	23 (2018)	N/A	27 (2018)	17 (2018)	26 (2018)
women aged 15- 49 who suffered physical and/or sexual violence by their partners (estimate)	Lifetime	N/A	N/A	37 (2018)	38 (2018)	N/A	41 (2018)	N/A	45 (2018)

Source: Prepared by the Survey Team base on WHO (2021)<sup>23</sup>, UNICEF (2023)<sup>24</sup>.

#### 2.6 Justice Systems in the Horn of Africa

# 2.6.1 Overview of the Judicial System and Rule of Law

The Rule of Law Index published by the World Justice Project (WJP) and the Worldwide Governance Indicators (WGI) published by the World Bank are used to illustrate an overview of the rule of law in the target countries of the Survey.

The WJP's 'Rule of Law Index' organises (i) the extent to which government power is constrained by law, (ii) the absence of corruption, (iii) respect for human rights and (iv) the independence of the judiciary in terms of overall ranking and respective items as shown at Table 2-15.

WHO, 2021, Violence against women prevalence estimates, 2018: global, regional and national prevalence estimates for intimate partner violence against women and global and regional prevalence estimates for non-partner sexual violence against women

<sup>24</sup> https://data.unicef.org/resources/child-marriage-country-profiles/

Table 2-15 Rank of Eight Countries on the World Justice Project's Rule of Law Index (Out of 142 Countries)

	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Overall ranking	N/A	N/A	129	101	N/A	N/A	132	125
Constraints on government authority	N/A	N/A	128	83	N/A	N/A	136	114
Absence of corruption	N/A	N/A	78	133	N/A	N/A	112	135
Open government	N/A	N/A	136	71	N/A	N/A	127	112
Fundamental right	N/A	N/A	135	94	N/A	N/A	132	129
Order and security	N/A	N/A	131	126	N/A	N/A	130	128
Enforcement of regulations	N/A	N/A	132	100	N/A	N/A	138	111
Civil justice	N/A	N/A	118	85	N/A	N/A	134	115
Criminal justice	N/A	N/A	104	88	N/A	N/A	105	119

Source: Prepared by the Survey Team from WJP Index 2023 <sup>25</sup>

The WGI's "rule of law" indicators in Table 2-16 describe the quality of governance as the extent to which government power is constrained by law, the extent to which corruption is controlled, whether citizens have access to a fair justice system and whether the government enforces the law fairly and consistently. As a governance estimate, countries are rated on a scale of "-2.5" to "2.5", with higher scores indicating higher quality of governance.

Table 2-16 WGI Scores and Ranks for Rule of Law in the Eight Countries (Out of 214 Countries and Regions)

	Djibouti	Eritrea	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Rank	182	207	158	127	213	210	191	130
Governance Estimates <sup>26</sup>	-1.10	-1.77	-0.62	-0.32	-2.29	-2.06	-1.26	-0.38

Source: Prepared by the Survey Team from WGI <sup>27</sup>

#### 2.6.2 Regional Characteristics and Access to Justice Challenges in the Horn of Africa

The Horn of Africa region has characteristics such as ethnic, religious and linguistic diversity, a large nomadic population and, apart from Djibouti, a vast landmass, which creates common challenges that make it difficult for centralised justice services to reach the region. There are also cases of GBV being tried by customary justice due to the influence of clan-type and older male-dominated social structures. Access to justice for women and youth therefore remains limited.

<sup>&</sup>lt;sup>25</sup> https://worldjusticeproject.org/rule-of-law-index/global

Governance estimates range from -2.5(weak) to 2.5 (strong)

<sup>&</sup>lt;sup>27</sup> https://www.worldbank.org/en/publication/worldwide-governance-indicators

# (1) Structural Challenges for Court Systems based on Statute Law

Structural problems have been identified in the court system based on statute law, such as "court proceedings being slow, distant, expensive and psychologically burdensome". The main problems are summarised below.

#### 1 Late

The lack of court personnel and the backlog of cases (unprocessed cases) make it difficult to conduct speedy trials. In particular, regarding GBV, in addition to difficulties in preserving evidence, the lack of speedy court proceedings means that victims continue to be denied the protection they need. In juvenile justice, procedural delays are also an issue, and both perpetrators and victims lose the opportunity to receive appropriate responses.

#### 2 Distant

Geographical factors make access to courts difficult in many regions. To address this, initiatives such as mobile courts (mobile courts), mobile clinics, the use of call centres and the promotion of digitisation are being implemented. However, progress on these measures varies from country to country, and challenges remain, for example, the infrequency of mobile courts in South Sudan.

#### 3 Expensive

High court costs and lack of legal aid are barriers to accessing justice. Many countries have legal systems providing for legal aid, and bar associations and others provide pro bono<sup>28</sup> support, but the extent of this support varies. In Kenya and Ethiopia in particular, the Women's Law Society of Kenya (LSK) and Ethiopian Lawyers Association are also promoting activities such as providing training in self-representation.

#### 4 Psychological burden

Psychological resistance to and burden of judicial proceedings hinder access to justice. In response, the justice sector in many countries conducts awareness-raising activities (sensitisation), but challenges remain, such as the difficulty of measuring the effectiveness of such activities.

# (2) Initiatives to Resolve Issues

The following initiatives are underway to address the challenges of resolving these issues.

#### ① Enhancement and expansion of judicial human resources

Countries are expanding their judicial human resources using informal justice (AJS) and the development of mediator systems. In particular, the use of customary justice in criminal cases and GBV is controversial, but institutionalisation of the Court Annex Mediators system is underway.

#### **②** Establishment of issue-specific courts

Fast-track courts specialising in sexual and gender-based violence (SGBV) and juvenile cases are operational in Kenya, and similar courts have been established in South Sudan. However, a shortage of human resources continues to be a challenge. In Ethiopia, child-friendly courts have

Pro bono work refers to legal advice or representation provided free of charge by legal professionals for the public interest (see: Law Society, https://www.lawsociety.org.uk/topics/pro-bono/introduction-to-pro-bono).

been established to deal with children's cases and care for them when witnesses are summoned, but there is a need to increase the scale of these courts.

# 3 Infrastructure development and digitalisation

The digitalisation of case management systems and the expansion of mobile courts are improving the efficiency of court proceedings. In addition, efforts are underway to integrate GBV case protection, perpetrator punishment and awareness-raising through one-stop centres (OSCs) and other means.

The judicial systems in the eight countries in the Horn of Africa region have a multi-layered structure in which statute law (common law, continental law), religious law (Islamic law, law of Christian origin) and customary law coexist. In addition, a variety of community and customary justice systems exist, but the Survey focuses on the court systems based on enacted law.

# 2.6.3 National Judicial Systems (Djibouti)

Djibouti's judicial system coexists with customary law, which relies on Islamic Sharia law, in addition to statute law originating from French colonial times.

# (1) Organisational Structure

The legal sector is under the jurisdiction of the Ministry of Justice (MOJ) (Ministère de la Justice). Under it, agencies specialising in specific rights and offences have been set up as shown in the Table 2-17.

Table 2-17 Legal Institutions in Djibouti

Organisation	Function
Legal aid bureau (Bureau d'aide judiciaire)	It is set up within the MOJ and works to guarantee access to justice for the poor.
National Human Rights Commission (Commission Nationale des Droits de l'Homme)	Under the umbrella of the MOJ, it monitors the human rights situation in the country, investigates any violations and calls on the government and relevant institutions to make improvements.
National Communication Commission (Commission Nationale de la Communication)	It was established to protect and promote freedom of speech and falls under the Ministry of Communication (MOC).
Ministry of Home Affairs (MOHA)	In recognising the freedom of assembly association, it is responsible for registering associations.
National Anti-Corruption Commission (Commission Nationale contre la Corruption)	It is supervised by the MOJ and conducts out tasks related to combating corruption.

Source: Prepared by the Survey Team

#### (2) Justice System

Djibouti provides for the independence of the judiciary from other powers. Because of the coexistence of statute law and customary law in its court system, customary law is often applied in relatively simple civil matters, such as dispute resolution and victim remedies. Customary law courts are functioning in some areas, presided over by civilian administrators and located in district administrative centres and in districts in the capital<sup>29</sup>, but it has not been possible to ascertain which

<sup>&</sup>lt;sup>29</sup> https://www.nyulawglobal.org/globalex/djibouti1.html

other areas have functioning customary courts besides the customary court in Djibouti City. In some areas, informal customary courts are held by tribal elders (Akal).

In the court system, the Supreme Court is positioned at the top of the hierarchy. Under it are the High Court of Appeal, the Courts of First Instance, the customary courts and the State Court, which replaced the Sharia courts in 2003, are established.

#### (3) Conciliation

#### 1) Conciliation

Three pieces of legislation provide for a public mediation system. The first is the International Code of Arbitration, which has not yet been applied in any case because the body responsible for its implementation has not yet been established. The second is Article 1003-1028 of the Code of Civil Procedure of Djibouti and the third is Article L2311-1~ L2316-4 of the Djibouti Commercial Code.

A case is only obliged to be submitted to mediation if both parties have agreed on alternative dispute resolution prior to legal proceedings. In addition, the court shall in principle approve the results of the conciliation. However, in employment matters, an attempt to mediate by a work inspector is mandatory.<sup>30</sup>

#### 2) Mediation and Reconciliation in Informal Justice

As mentioned above, there is an informal customary judiciary administered by neighbouring Akal (tribal elders).

# (4) Measures relating to Access to Justice

#### 1) Constitution

Article 10 of the Constitution provides for equality under the law and the right to defence with the assistance of counsel in litigation.

#### 2) National Policy

No plans or other measures to promote access to justice are considered to exist at this stage. On the other hand, the Legal Aid Bureau of the Ministry of Justice (LABMOJ) provides a wide range of legal aid services in accordance with Article 10 of the Constitution.

#### (5) Jurisdiction and Organisation on Access to Justice

In Djibouti, the LABMOJ and the National Union of Djiboutian Women (UNFD), a Non-governmental Organisation (NGO), are responsible for promoting access to justice.

#### (6) Legal Aid Overview

The Djibouti Law (No. 136/AN/11/6th) provides for the provision of legal aid services to vulnerable groups on a priority basis. These "vulnerable groups" include women, children, the elderly and persons suffering from diseases, including HIV/AIDS. Of these persons, those who are suspects or

<sup>30</sup> https://www.herbertsmithfreehills.com/notes/adr/2013-04/alternative-dispute-resolution-in-africa-part-2

accused in criminal cases are provided with legal advice, bail requests and legal representation in court at any stage of the proceedings. They also provide legal aid services in civil cases and other general legal advice and legal education.

NGOs are engaged in activities related to legal aid by the Djibouti Women's Union. The organisation works to protect women's rights and help victims through workshops, seminars and dialogues.

# 2.6.4 National Judicial Systems (Eritrea)

The judicial system is based on statute law, which originated during Italian rule, and incorporated elements of case law during British rule. Customary law is also considered valid to the extent that it does not contradict statute law.

#### (1) Organisational Structure

The MOJ exists, although details about it are not available.

# (2) Justice System

A hierarchical court system has been established with the High Court at the top. The district courts are established after the High Court, under which the community courts are established. Community courts make decisions based on customary law.

District courts make decisions in accordance with enacted law. In civil cases, jurisdiction shall be exercised over cases concerning movable property with a value of 50,000-250,000 nakhfa<sup>31</sup> and cases concerning real estate with a value of 100,000-500,000 nakhfa. Civil cases concerning real and movable property with a monetary value higher than this are subject to the jurisdiction of the higher courts. As for criminal cases, the location of jurisdiction also depends on the degree of infringement of rights.

Outside this hierarchy, special courts are established. The special courts may review decisions in the above-mentioned court system. In doing so, it does not necessarily apply national legislation. The scope of jurisdiction shall be limited to embezzlement and corruption.

Sharia courts also exist, but have jurisdiction only over marriage and inheritance, as well as Muslim family matters. Military courts have jurisdiction only over a limited number of citizens, including members of the Eritrean Defence Forces, police and regular army, conscripts, prison wardens and former combatants.

# (3) Conciliation

# 1) Conciliation

There was no law in 2013 requiring referral to dispute resolution systems other than the courts, including mediation.<sup>32</sup> The existence of the mediation system is unknown.<sup>33</sup>

<sup>&</sup>lt;sup>31</sup> As of January 2015, 1USD = 15 Nakfa (IMF)

Herbert Smith Freehills. "Alternative dispute resolution in Africa (Part 3)", 11 April 2013.

<sup>33</sup> https://www.herbertsmithfreehills.com/notes/adr/2013-04/alternative-dispute-resolution-in-africa-part-3

#### 2) Mediation and Reconciliation in Informal Justice

Each of the nine ethnic groups present in Eritrea has its own customary law, within which conflict resolution takes place.<sup>34</sup> Customary law is mainly used to settle disputes between blood relatives and villages and is often said to take precedence over modern state law, particularly in issues such as land ownership and family disputes.

The 2022 US report<sup>35</sup> also states that community courts presided over by elected local administrators are widely used in rural areas, where citizens are encouraged to settle less serious cases outside the court system.

#### (4) Measures relating to Access to Justice

#### 1) Constitution

Article 14 of the 1997 Constitution provides for equality under the law.

# 2) National Policy

No policy or plan for access to justice is considered to exist at this stage.

# (5) Jurisdiction and Organisation on Access to Justice

In Eritrea, the National Union of Eritrean Women (NUEW), established in 1979 with the support of the Eritrean People's Liberation Front (EPLF), is responsible for access to justice.

# (6) Legal Aid Overview

Legal aid initiatives by the government are unknown. The Eritrean Women's Union provides counselling and referrals to legal institutions.

# 2.6.5 National Judicial Systems (Ethiopia)

Ethiopia is a federal state that adopts a statute-based legal system. On the other hand, procedural law influenced by the case law system is also adopted.

#### (1) Organisational Structure

Organisations coexist in the federal and state judicial systems, with The House of People's Representatives having supreme authority in the judiciary in the federal judicial system, under which the following bodies exist:

- Senate (The House of Federation)
- The MOJ
- The Federal Police Commission
- The Federal Prison Commission

Based on dispute resolution mechanisms under the customary law of the Saho people. Abdulkader Saleh Mohammad and Nicole Hirt, 2015, "Conflict Resolution and Customary Law in Contemporary Eritrea: Case Studies of the Saho Community".

https://www.state.gov/reports/2022-country-reports-on-human-rights-practices/eritrea/

In the state judicial system, The State Legislature has supreme authority in the judiciary, under which the following bodies exist:

- The State Executive
- The State Judicial Bureaus
- State Police and Prison Commissions

# (2) Justice System

Both the federal and state courts have a three-trial system. In the federal judicial system, the Federal Supreme Court is in Addis Ababa, the capital, and the High Courts are in the five provinces. At all levels, the Federal Court is divided into three divisions: civil, criminal and labour. In addition, the Federal Supreme Court exercises jurisdiction over state supreme court decisions where there is a fundamental error of law. Also, in the state judicial system, a supreme court exists in each state capital. State courts have jurisdiction within the scope of state law.

Otherwise, the capital Addis Ababa has its own court system (Municipal Court). There is no Supreme Court, which consists of only a first instance court and an appeal court. Addis Ababa has also established Social Courts, which deal with property and financial cases of up to BRL 5,000.

The Constitution recognises religious and customary law, and Shari'ah law courts have been established in the federal and state judicial systems, respectively. Shari'ah law courts are also required to follow the same procedures and processes as general courts.

# (3) Conciliation

#### 1) Conciliation

The Civil Code and the Civil Procedure Code originally provided for a public conciliation system. However, as there were inadequacies, such as provisions on procedures for a wide variety of cases, additional laws were enacted to supplement them. Examples include the Arbitration and Conciliation Working Procedure Proclamation 1237/2021, the Investment Proclamation No. 1180/2020 and the Organisation of Civil Societies Proclamation No 1113/2019".

A mediation system is also in place for criminal cases. In The Mediating Criminal Matters Directive 1/2020, it is stipulated that negotiations can take place between the suspect and the victim to avoid prosecution only for custodial offences.

#### 2) Mediation and Reconciliation in Informal Justice

Informal mediation systems exist, such as customary dispute resolution, which is based on customary law. Although constitutionally inapplicable to criminal cases, customary and religious institutions are entitled to deal with personal and family matters if the disputants agree to have their decisions taken by these institutions.<sup>36</sup> Although not constitutionally recognised, they are widely used, particularly in

https://www.accord.org.za/ajcr-issues/ethiopian-customary-dispute-resolution-mechanisms/#:~:text=The%20Ethiopian%20customary%20 dispute%20resolution%20mechanisms%20have%20values%20that%20resonate,restitution%20or%20compensation%2C%20and%20reintegration.

rural areas, and some literature suggests that they are gaining support for their ability to control dispute resolution based on customary law, particularly in areas where a culture of retaliation exists.<sup>37</sup>

# (4) Measures relating to Access to Justice

# 1) Constitution

Article 37 of the Constitution provides for the right of access to justice.

# 2) National Policy

For a long time, Addis Ababa University Faculty of Law was the only legal education institution, but since 1999 other public universities have been established and legal clinics have started providing legal aid services in some law schools.

# 3) Access to Justice Challenges

With regard to improving access to justice in Ethiopia, the following three areas have been identified through the research as being in high need of improvement. Details of the challenges in each of these areas and the status of the response are summarised in Table 2-18.

Table 2-18 Overview of Access to Justice Challenges and Responses in Ethiopia

Cha	allenge	Status of Response
Introduction programmes integration cooperation v	juvenile justice of correctional aimed at social (Probation) and vith skills education or alternatives to	In the field of juvenile justice, relevant institutions such as the Public Defenders Office (courts), the MOJ, bar associations and criminal NGOs (Justice for All) are introducing Probation, working with rehabilitation centres for social integration and skills education programmes. There is a prominent level of interest in the implementation of these programmes.
	GBV response (e.g.,	In the area of justice concerning women, the following initiatives have been undertaken:
women's partic	ensic) and promoting cipation in the justice ning women officers)	Collaboration with the Ministry of Gender (MOG) and MOJ in the OSC is underway, particularly with MOJ, which is expected to improve the quality of Forensic related to GBV.
		The Association of Women Lawyers has established a GBV hotline with support from Europe and the United States, which provides support to victims and conducts awareness-raising activities.

Source: Prepared by the Survey Team

#### (5) Jurisdiction and Organisation on Access to Justice

The Ethiopian government provides legal aid services through the Office of the Public Attorney and other local justice organisations. In addition, the Ethiopia Human Rights Committee (EHRC), an independent body established under the Ethiopian Federal Constitution, provides legal aid services through 111 free legal centres across the country. Other organisations providing legal aid services include the following.

- Ethiopian Lawyers Association (ELA) (the Ethiopian Bar Association)
- Public Defenders' Office in the jurisdiction of the court (Public Defenders' Office)
- African Alliance of Law Faculties Addis Ababa University (AALF-AAU)

Endalew Lijal, 2014 "Ethiopian customary dispute resolution mechanisms: forms of restorative justice?"

- GBV OSCs
- NGOs
  - Children's Legal Protection Centre (CLPC) under the African Child Policy Forum
  - > Ethiopia Law Association
  - Ethiopian Women Lawyers Association (EWLA)
  - Action Professionals' Association for the People (APAP)
  - African Network for the Prevention and Protection Against Child Abuse and Neglect (ANPPCAN)
  - ➤ Justice for All (policy advocacy NGO for criminal justice access)

# (6) Legal Aid Overview

The only legal aid mandated by current law is pro bono work by bar licence holders. Specifically, the Federal Courts Advocates Licensing and Registration Proclamation and the Rules of Conduct for Federal Court Attorneys provide for this. On the other hand, the system is not well developed, and in practice pro bono work is conducted only in serious cases. Otherwise, NGOs mainly provide free legal counselling.

# 2.6.6 National Judicial Systems (Kenya)

# (1) Judicial System

Kenya's judicial system consists of a dual structure of common law/equitable law system based on the Common Law system of the former sovereign state, the United Kingdom, and customary law. The conflict resolution with the use of customary law and alternative dispute resolution is recognised in the Constitution (Article 159(2) and (3) and Article 189(4) of the 2010 Constitution allow for "alternative dispute resolution mechanisms" as long as they do not conflict with the Constitution) and have a significant influence on Kenyan society.

In urban areas, court-based formal justice<sup>38</sup> is also used to some extent, but in rural areas, the distance to the courts and the lack of sufficient numbers, the time-consuming and expensive procedures, the lack of knowledge of formal justice among the population, and the social and cultural preference for settlement through discussion between the parties, have led to the use of informal justice (Alternative Justice System, AJS)<sup>39</sup> as an approachable option for citizens, as stated in the Constitution above. The informal justice system is enshrined in the Constitution, as mentioned above, as a familiar presence for citizens, and mediation, reconciliation and arbitration (in the business sector) have been established throughout the country. The bearers are sheikhs and chiefs, chief's councils, religious leaders (churches, mosques, etc.) and local authorities. They are used in a complementary way to Formal Justice, but there are areas, such as GBV and children's rights, where the AJS is not appropriate and therefore Formal Justice intervention is required.<sup>40</sup>

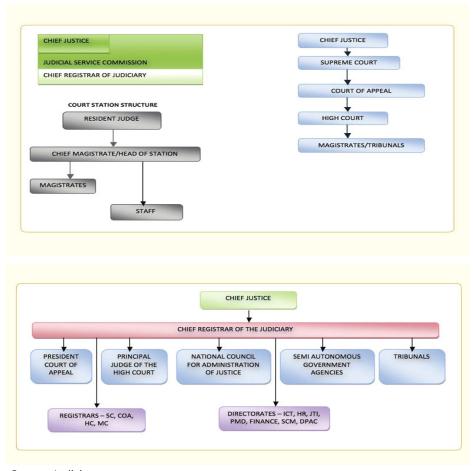
Formal justice refers to formal state-based justice systems and dispute resolution procedures, including civil and criminal justice, and including National Police Service, prosecution, courts and detention measures (see: Peace Building Initiative, http://www.peacebuildinginitiative.org/index8696.html?pageId=1812#\_ftn3).

<sup>39</sup> Informal justice refers to justice and dispute resolution mechanisms (customary and informal justice) that operate outside formal institutions such as state-based laws and courts (see: IDLO, https://www.idlo.int/what-we-do/access-justice/customary-informal-justice).

<sup>40</sup> JICA, 2022, Information Collection Survey on Improving the Access to Justice and Establishing the Network in African Countries: Final Report.

# (2) Organisational Structure

The organisational structure of Kenya's judicial institutions is shown in Figure 2-4.



Source: Judiciary,

https://judiciary.go.ke/overview/#:~:text=In%20Kenya%2C%20the%20courts %20under,heads%20of%20the%20respective%20 INSTITUTIONS (28 January 2025.viewed )

Figure 2-4 Kenya's Judicial System Diagram

# (3) Justice System

Kenya's court system includes the Supreme Court, the Court of Appeal and the High Court (Superior Court), as well as the Court of Security Appeal and the Islamic Law Court (Lower Court).

The public court system is based on the 2010 Constitution and consists of four levels: 1) Supreme court, 2) Court of Appeal, 3) High Court and two special courts, the Industrial court for labour cases and the Environmental and Land court for land and environmental disputes. The lower courts are 4) Magistrate courts<sup>41</sup>, which are divided into approximately five levels depending on the amount of the case but are responsible for almost all civil and criminal cases. There are also military courts (Court Martial) and Islamic law courts (Kadhi courts) for the military; according to data for 2019-2020, 42 higher courts have been established.<sup>42</sup> Mobile courts, where security magistrates go to the local division, are also functioning. Personnel matters are handled by the Judicial Service Commission.

<sup>41</sup> https://judiciary.go.ke/magistrate-courts/

<sup>42</sup> https://judiciary.go.ke/home-2/

Note that Tribunal courts, which are quasi-judicial institutions created under the law, do not handle criminal cases, but cases in limited areas such as political and environmental tribunals, sports, HIV/AIDS, public-private partnerships (PPP), traffic licencing and judicial education. There is also a court dedicated to GBV cases.43

#### Conciliation (4)

The 2010 Constitution specifies Alternative Dispute Resolution Mechanisms (Article 159(2) and (3) and Article 189(4)). In addition, the Civil Procedure Act Kenya encourages the use of pre-trial and out-of-court proceedings.

#### 1) Conciliation

Court-annexed mediation has been initiated. When a new case arises, it is first considered whether it should be referred to mediation, and if it is, the mediation agreement has the same effect as a court order. Lawyers can be appointed at the time of mediation, but they cannot represent the parties, and it is the parties who make the mediated agreement. If no agreement is reached, the case is sent to court. For mediated screening, disputes involving emotions, such as family disputes (e.g., divorce), labour cases and some civil cases, have a pre-mediation process and fall under the jurisdiction of the Deputy Registrar of Kenya under the High Court. Court mediators can qualify after undergoing training at the Mediation Training Institute (MTI) and completing a prescribed number of hours (usually 50 hours) of pro bono work.

#### 2) **Mediation and Reconciliation in Informal Justice**

In Kenya, mediation and reconciliation are carried out by the organisations listed below.

Table 2-19 Overview of Informal Justice Delivery in Kenya

Organisation	Function
Chiefs, Chief's Council	It plays a significant role in conflict resolution, particularly in family disputes.
Religious leader (Head of church/mosque)	It plays a role in conflict resolution for the local population. There are also religious organisations that unite religious leaders, such as the National Council of Churches of Kenya (NCCK) for Christian churches, the Supreme Council of Kenyan Muslims (SUPKEM) for Muslims, and the Inter-Religious Council of Kenya (IRCK) as a coordinating body between different religions.  Some religious organisations work with the LSK to run legal aid clinics.
Customary law by ethnic rule	Kenya is home to more than 40 different ethnic groups, often adjudicated according to ethnic-specific rules.
Nyumba Kumi	The system is based on neighbourhoods forming "neighbourhood associations" to solve mainly criminal cases. The purpose is to maintain public order and is unpaid, but legislation to reward them is being discussed. <sup>44</sup>
Paralegal	They are legal aid providers approved by the Legal Aid Act 2016 and provide legal assistance in the community, including mediation, legal advice, legal information and assistance with documentation, as well as support for judicial proceedings in the courts.

Source: Prepared by the Survey Team

https://judiciary.go.ke/sexual-and-gender-based-violence-sgbv-courts/

TUKO. "Kenya's Village Elders to Get Ksh 7,000 Monthly Under Nyumba Kumi, New Proposal", February 13, 2024 economy/money/537745-kenyas-village-elders-ksh-7000-monthly-nyumba-kumi-<a href="https://www.tuko.co.ke/business-">https://www.tuko.co.ke/business-</a> proposal/>.

# (5) Measures relating to Access to Justice

#### 1) Constitution

Articles 48 and 159(2) of the 2010 Constitution of Kenya refer to the promotion of access to justice.

# 2) National Policy

In the National Action Plan on Legal Aid, 2017-2022, the focus areas of the House Plan include the following: enforcing of legal aid, improving access to justice through legal aid enforcement, improving legal literacy, establishing partnerships with legal aid providers, establishing sustainable mechanisms of legal aid, and integrating legal awareness-raising activities and legal aid into social welfare services.

In the said plan, "promotion and institutionalisation of paralegals" is mentioned (together with the promotion of the use of Alternative and Traditional dispute resolution) in the Action Plan (A.iii) and as Strategic Objective 4 based on it. The strengthening of paralegal functions is also mentioned, with the design of a training system, setting training and standards to ensure quality, and ensuring the number of trained paralegals as a strategic objective (Strategic Objective 4). It is also noted in Strategic Objective 3 iii that paralegals, together with community-based legal aid centres, are effective in providing justice information.

The Supreme Court is pursuing a 10-year initiative called Social Transformation Through Access to Justice (2023-33)<sup>45</sup>, which aims to strengthen the capacity of judicial officers, ensure public confidence, achieve a financial base, protect the rights of vulnerable groups and provide quality justice. There is also the Alternative Justice System (AJS) Policy, a non-court dispute resolution system policy to promote the AJS.

#### 3) Legal Aid Act 2016

The Act is enacted under Articles 48 and 159 of the Constitution. The LSK was reportedly influential in the enactment of the Act. The National Legal Aid Service (NLAS) was established under the Act, which also provides for legal aid procedures for civil and criminal cases, children's cases, constitutional cases and public interest cases. In the Act, "Accredited Paralegals" are listed among the legal aid providers (Article 2).

#### 4) Access to Justice Challenges

The following section summarises the challenges of access to justice in Kenya and the state of response.

#### ① Response to "slow"

In SGBV and children's cases, fast-track courts have been established to speed up hearings. In addition, efforts are being made to eliminate delays in court proceedings using informal justice (AJS). However, limitations in terms of infrastructure development, lack of human resources, budgetary constraints and capacity to deal with technology have been identified in promoting efficiency through digitisation.

<sup>45</sup> https://www.judiciary.go.ke/wp-content/uploads/2023/07/SOCIAL-TRANSFORMATION-THROUGH-ACCESS-TO-JUSTICE.pdf

#### 2 Response to "far away"

Mobile courts (mobile courts) are in operation, catering for areas where access to judicial services is geographically difficult. However, the frequency and scale of mobile courts are not sufficient and further expansion is required.

#### 3 Response to "expensive"

Efforts are being made to address the issue of high judicial costs by improving legal aid. Specifically, support is being provided through pro bono assistance and the use of paralegals, but there are still challenges in the adequacy of legal aid.

In addition, regarding digitisation, which is expected to be a solution to the "slow" and "distant" situations, limitations have been identified in several factors, such as infrastructure, human resources, budget and capacity to deal with technology. Therefore, a comprehensive system needs to be put in place to improve access to justice through digitisation. The Court Users' Committee (CUC) exists as a mechanism to promote cooperation among justice actors and is widely prevalent at county level. However, there is a need to strengthen the functions of the CUC and to examine effective ways of operating the CUC, including in collaboration with local administration.

In addition, in terms of justice support for young people, the justice sector played a role in supporting young people's participation in society from the side by raising awareness of their legal rights and supporting their arrests during the demonstrations against the Budget Bill in June 2024, which were led by young people. Such activities have contributed to strengthening access to justice.

Assistance to those who are placed outside the framework of access to justice is also a challenge. As part of the development of a working environment compatible with International Labour Organisation (ILO) conventions, labour law reform is required, including protection of the rights of migrant workers. The development of such legislation is expected to further improve access to justice.

#### (6) Jurisdiction and Organisation on Access to Justice

Under the Legal Aid Act 2016, the NLAS was established under the umbrella of the MOJ; The NLAS brings together the East African legal aid delivery network, while it provides assistance to vulnerable groups such as women, children, PWDs and those in financial need. The NLAS is also looking to become an independent organisation (Agency) in the future.

In addition to the Judiciary and Parliament, the Kenya Law Reform Commission (KLRC), Kenya Prisons Service (KPS), Kenya Police Service, Office of the Director of Public Prosecutions (ODPP), Probation and Aftercare Service (PACS) and Kenya National Commission on Human Rights) are working to improve access to justice in their respective areas. In addition, relevant agencies for legal aid include the following:

- National Legal Aid Service (NLAS)
- National Anti-Corruption Campaign Steering Committee
- Directorate of Legal Affairs, Office of the Attorney General
- Victim Protection Board
- Governance, Justice, Law and Order sector

- Council for the Administration of Justice
- Court Users' Committee (CUC) and Children Court Users' Committee (CCUC)

# (7) Legal Aid Overview

As mentioned above, NLAS provides legal aid assistance to vulnerable groups. This includes free legal advice and representation in civil and criminal cases, children's cases, constitutional cases and public interest cases, involvement in alternative dispute resolution (ADR) and assistance with ADR procedures, psychosocial counselling and facilities for e-court (Mombasa, Kisumu, Eldoret, Nakuru and Nairobi), among other things.

In accordance with the Legal Aid (general) regulations 2020, beneficiaries submit a format. The legal aid provider pays the cost of receiving the credit to the NLAS. The cost paid by the beneficiary varies from one legal aid organisation to another, with the Women's Bar Association (FIDA) charging KES 500 (approximately USD 4.6), which may be waived depending on economic circumstances. The criminal defence system (Article 157 of the Constitution) is under the jurisdiction of the Office of the ODPP.

#### 2.6.7 National Judicial Systems (Sudan)

Case law and Islamic law coexist in Sudan, influenced by the period of joint British-Egyptian rule. Among other things, they provide for the independence of the judiciary.

# (1) Organisational Structure

The judicial authority, an independent body, is responsible for the legal sector. The judicial authority is independent from any of the following other justice-related bodies:

- the Sovereignty Council
- the Transitional Legislative Council
- the Transitional Cabinet

#### (2) Justice System

A hierarchical judicial system has been established with the National Supreme Court at the top. Otherwise, the following courts are established under the Civil Procedure Act 2003 under the Superior Courts.

- National Court of Appeal
- General Civil Court
- Magistrate's Court
- City and country courts

Other constitutional courts have been established and are responsible for the constitutionality of laws and the protection of rights and freedoms, as well as the trial of constitutional issues. The Military Court exercises jurisdiction over breaches of military law by members of the Armed Forces, The Rapid Support Forces, police and intelligence services.

According to interviews with the JICA Sudan office, due to the current situation in Sudan, government agencies have moved to Port Sudan and courts are functioning in the vicinity of Port Sudan.<sup>46</sup>

# (3) Conciliation

# 1) Conciliation

The Mediation Act 2016 (The Sudanese Arbitration Act 2016) provides for public mediation. First, the matter is referred to mediation by agreement of the two parties (Article 12). After referral, the parties each appoint an equal number of mediators (Article 14(1)), and a hearing is held before a decision is made (Article 26). The decision is binding (Article 41).

#### 2) Mediation and Reconciliation in Informal Justice

Traditional methods of conflict resolution and reconciliation, such as the Judiya (traditional mediation councils), payment of Diya (collective compensation) and regional courts, for example, in Sudan are seen as historically central to some Sudanese cultures. However, challenges were also cited, including the weakening of their influence as of 2020 and concerns about promoting the participation of women and other marginalised groups.<sup>47</sup>

# (4) Measures relating to Access to Justice

#### 1) Constitution

Article 12 of the 2022 Transitional Constitution provides for equality before the law.

# 2) National Policy

At this stage, no law, system or plan providing for legal aid is considered to exist in Sudan. In 2017, the MOJ drafted the Legal Aid Bill with the support UNDP. As of October 2019, the Bill was being debated in the Cabinet and was expected to be sent to Parliament for passage. However, according to information in August 2021, deliberations were still ongoing and to date, no information on the passage of the bill has been made public. Despite that, in August 2021, the MOJ mentioned the need to establish a legal aid mechanism.

#### (5) Jurisdiction and Organisation on Access to Justice

In Sudan, the following organisations have jurisdiction over access to justice.

- The MOJ
- Al-Mutawinat Group
- People's Legal Aid Centre (PLACE)
- Sudanese Defenders Centre for Legal Aid (SDCLA)

#### (6) Legal Aid Overview

The Al-Mutawinat Group provides legal aid services to women, as well as paralegal training for community leaders. On the other hand, the People's Legal Aid Centre (PLACE) provides free legal

<sup>&</sup>lt;sup>46</sup> From the interview with the JICA Sudan Office.

https://redress.org/wp-content/uploads/2020/08/Policy-Briefing-on-TJ-in-Sudan.pdf

aid services to vulnerable groups. Sudanese Defenders Centre for Legal Aid (SDCLA) has a wide range of initiatives including legal representation, law reform advocacy, legal education and capacity building in the community.

# 2.6.8 National Judicial Systems (South Sudan)

According to the Constitution, South Sudan's judicial system adopts English common law. In practice, however, it has a dual structure of statute law and customary law.

# (1) Organisational Structure

The Ministry of Justice and Constitutional Affairs (MOJCA) is responsible for the legal sector. Other institutions involved in the judiciary include the Judicial Association.

The Judicial Association is an organisation of lawyers and is considered to be autonomous, with its president voted through elections within the association. No details on the Transitional Legislative Assembly, including its activities, could be found. But it was established under the 2018 Peace Agreement and is believed to be active in areas such as peacebuilding, economic development and development.

#### (2) Justice System

There are two court systems in the country, based on statute law and customary law, respectively. Urban areas tend to be based on the statute law court system and rural areas on the customary law court system, although there are many areas where both systems coexist. Even where they co-exist, customary law courts are supposed to follow the statutory court system. However, the relationship between the two courts is ambiguous, partly because customary law courts are established under the Local Autonomy Act.

The courts comprise a hierarchy with the Supreme Court at the top. The Courts of Appeal are the next highest courts, under which are the High Courts and the County Courts. The High Court is the court of first instance in murder cases. In addition, all regions are required by law to have district courts, which have jurisdiction over cases involving imprisonment of less than seven years and fines of up to 5,000 SSP. However, due to lack of resources, some regions do not have local courts at this stage. In some cases, further lower courts or dispute resolution bodies have been established where necessary.

#### (3) Conciliation

# 1) Conciliation

There is information that The Arbitration Act came into force in 2009<sup>48</sup>, but details are not available as the original text of the Act is not publicly available. Arbitration is positioned as a dispute resolution system outside the public court system and disputes are referred by agreement of both parties. Decisions reached through arbitration are binding. Other labour courts specialising in labour and employment relations include arbitration-like procedures in their court processes.

<sup>48</sup> https://www.rivermate.com/guides/south-sudan/dispute-resolution

#### 2) Mediation and Reconciliation in Informal Justice

The literature review confirms that as of 2013, after the separation from Sudan, traditional dispute resolution based on customary law played a significant role, and was used a lot, especially in family law and criminal cases.<sup>49</sup>

During the field survey, the actual operation of the law was confirmed, and it was found that dispute resolution using customary law by chiefs and others is still widely practised in local departments, and that there is a parallel relationship between the Paramount Chief, who operates customary law, and the head of local government (Governor), who operates national law.<sup>50</sup> While the use of customary law is seen as essential for extending access to justice to rural areas, customary courts are inherently without jurisdiction over GBV, child-related violence (CRV) and sexual offences in general. It was also noted that although the same provision is made for mobile courts not to try these offences, there have been cases where they have been tried in practice.<sup>51</sup> It was also found that although training is provided in Juba that GBV reported to the police should be tried under national law, there are cases outside of Juba where these cases are tried under customary law.<sup>52</sup>

# (4) Measures relating to Access to Justice

# 1) Constitution

Article 14 of the 2011 Constitution provides for equality before the law, Article 19 for the right to a fair trial and Article 20 for the right to sue.

# 2) National Policy

No national policy could be identified, but there is a Judicial Reform Committee (JRC), and UNDP and the United Nations Mission in South Sudan (UNMISS) are also assisting in the development of an Access to Justice Policy.<sup>53</sup>

#### 3) Access to Justice Challenges

The general access to justice challenges in South Sudan can be organised as follows:

# ① "Distant": The challenge of physical regional disparities

In order to address regional disparities, mobile courts are in operation; each one lasts for 30 days, but only 3-5 cases are conducted per year, which means that judicial services are not well served.

#### 2 "Expensive": Legal aid challenges

Legal aid, which is mandated by the Constitution, is used in criminal cases. However, challenges at the investigation stage still exist and suspects and victims continue to lack access to appropriate judicial services.

<sup>&</sup>lt;sup>49</sup> Herbert Smith Freehills, 2013, "Alternative dispute resolution in Africa (Part 6)".

<sup>&</sup>lt;sup>50</sup> From interviews with South Sudan local government (Pibor Governor).

From the interview with the Ministry of Justice, South Sudan.

From the interview with National Police Service, South Sudan.

From the interview with UNDP South Sudan.

#### **3** "Late": Challenges for court proceedings

The GBV Court and the Juvenile Court were established in 2021 with the aim of providing a rapid response. However, they are not yet fully operational, with only two specialised judges assigned to each. This has created an urgent need for increased staffing and capacity building.

In the criminal area, a Special Protection Unit has been set up to deal with youth crime, including GBV and drug offences. It provides assistance through the provision of Safe Space for victims, training for female officers and legal aid.

One of the general challenges in the justice sector in South Sudan is the lack of coordination with stakeholders, including communities, which limits the effectiveness of assistance. Another problem is that judicial services and human rights activities are not sufficiently widespread outside the capital, Juba. In addition, it has been noted that that structural reforms in the security sector, including the deployment of police officers with human rights training outside Juba and reforms including special protection units are needed.<sup>54</sup>

# (5) Jurisdiction and Organisation on Access to Justice

The MOJCA lists only the South Sudan Law Society as a provider of free legal aid services.

# (6) Legal Aid Overview

The South Sudan Law Society provides free legal aid services to the poor and marginalised in cooperation with advocacy groups. The Max Planck Foundation also provides financial assistance to ensure access to justice in South Sudan. Specifically, it is working to strengthen dispute resolution functions in the lower courts through capacity building and education on access to justice.

# 2.6.9 National Judicial Systems (Somalia)

Since the collapse of the regime in 1991, the government has not been able to exercise effective control over the entire country. As a result, although a formal justice system exists, the reach of the system is limited. On the other hand, in areas controlled by Al-Shabaab, which has executive control over some regions of Somalia, the justice system based on Islamic law established by Al-Shabaab is widely used.

# (1) Organisational Structure

The MOJCA of Somalia is divided into three departments: Department of Legal Affairs and Agreements, Department of Human Resource Management and Judiciary Affairs, with the functions shown in the Table 2-20.<sup>55</sup>

<sup>&</sup>lt;sup>54</sup> From the interview with National Police Service, Juba, South Sudan.

<sup>55</sup> https://moj.gov.so/what-we-do/

#### Table 2-20 Main Functions of the MOJCA of Somalia

## The MOJCA of Somalia<sup>56</sup>

- Implementing what is enshrined in the Constitution and actively upholding the constitutional rights of all Somali citizens
- · Encouraging all public stakeholders and Somali citizens to recognise and practise the Constitution
- Increased provision of efficient and effective justice services to users
- Strengthen coordination, transparency and inclusiveness with all stakeholders
- Representation of the Government in civil proceedings for and against the Government
- Performing legal advisory services, including perusal and clearance of contracts and treaties
- Drafting of bills and legal instruments
- Regulation of the legal profession and legal education in Somalia

Source: Prepared by the Survey Team

## (2) Justice System

According to the 1979 Constitution, the public court system is a four-trial system, with the Supreme Court at the top, followed by the Court of Appeal, Regional Court and District Court. However, it is the Islamic legal court system of Al-Shabaab that actually functions. This court system covers a wide range of cases, with 80% of disputes over land being adjudicated by the Islamic law court system. It also exercises jurisdiction over other cases such as extortion, corruption and illegal arrests.

## (3) Conciliation

The ADR centres set up by the MOJ are responsible for mediation. The cases covered are limited to civil cases to misdemeanours. The mediation system is unique in that it combines the public system with customary law, informal mediation. For example, mediators include elders and Shari'ah jurists (Sheikhs) in the traditional Somali legal system; Xeer, and in some cases Xeer and Shari'ah law are also applied. On the other hand, at least two women are also appointed as mediators.<sup>57</sup> Other informal justice solutions include informal mediation in the community and reconciliation, and UNDP has a project to bring the informal justice sector and the formal sector together.<sup>58</sup>

#### (4) Measures relating to Access to Justice

Access to justice is poorly guaranteed in Somalia, and the United States Agency for International Development (USAID), the European Union (EU), the United Nations Office for Project Services (UNOPS) and others are working on projects to improve access to justice through training and capacity building of community-based "justice promoters" (similar to paralegals).<sup>59,60</sup> It should be noted that Somaliland constitutionally grants everyone the right to sue and defend, and that everyone has the right to initiate proceedings before a competent court in accordance with the law.<sup>61</sup> Litigation can also be initiated on children's rights.

The government agency responsible for upholding the rule of law, as well as protecting and upholding human rights.

<sup>&</sup>lt;sup>57</sup> IDLO, 2021, "Accessing Justice: alternative dispute resolution in Somalia (Summary Handout)".

From the interview with UNDP Somalia.

https://www.usaid.gov/somalia/news/expanding-access-somalia#:~:text=Access%20to%20justice%20is%20even,'%20(similar%20to%20 paralegals).

<sup>60</sup> https://www.unops.org/news-and-stories/news/supporting-access-to-justice-and-increasing-stability-in-somalia

https://lifos.migrationsverket.se/dokument?documentAttachmentId=42092#:~:text=Somaliland's%20Constitution%20confers%20the%20rights,litigate%20the%20rights%20of%20children.

#### 1) Constitution

Chapter IV of 1979 (under Article 96) contains the Principles of Justice Article, but access to justice is not explicitly mentioned.

## 2) National Policy

A pilot programme implemented by Pact and the American Bar Association Rule of Law Initiative for a five-year period from 2018 to 2023 include the EAJ Project.<sup>62</sup> The project, based on USAID support, emphasised the lacks legal knowledge and empowerment, multiple and overlapping legal pathways in Somalia and assisted Somalis to adopt the justice system.

# (5) Jurisdiction and Organisation on Access to Justice

The organisation on access to justice was not identified in the literature review.

## (6) Legal Aid Overview

No publicly available information on legal aid overviews was available in the literature review.

## 2.6.10 National Judicial System (Uganda)

Uganda's judicial system is heavily influenced by the English legal system and incorporates case law, equity and customary law in addition to codified law. However, customary law is considered legally binding to the extent that it does not contravene codified law.

## (1) Organisational Structure

The main judicial structures were established by the 1995 Constitution. The MOJCA is responsible for its general direction, and there are other judicial structures as shown in the Table 2-21.

## Table 2-21 Judicial Organisation in Uganda

The Judiciary	Uganda Registration Services Bureau
Judicial Service Commission	Uganda Human Rights Commission
The Law Reform Commission	The Law Council
The Electoral Commission	The Law Development Centre
The Uganda Land Commission	

Source: Prepared by the Survey Team

#### (2) Justice System

The independence of the judiciary is enshrined in the Constitution and forms a hierarchical judicial system with the Supreme Court at the top. In addition to having jurisdiction over cases appealed from lower courts, the Supreme Court is the court of first instance in presidential election cases. Below it is The Court of Appeal. It has jurisdiction over cases appealed from the High Court of Appeal, as well as over questions of interpretation of the Constitution. The High Court has eight divisions: Civil, Commercial, Family, Land, Criminal, Anti-Corruption, International Crimes, Execution and Bailiff.

https://www.usaid.gov/somalia/news/expanding-access-justice-somalia#:~:text=The%20EAJ%20project%20was%20a,multiple%20and%20 overlapping%20legal%20pathways.

Of these, the civil and criminal divisions are being decentralised and have adopted the format of a circuit in 12 cities in Uganda.

There are further lower courts in the civil and criminal divisions, known as Magistrates Courts. The Magistrates Courts are further divided into three levels, from the top to the bottom: Chief Magistrates, Magistrates Grade I and Magistrates Grade II. Chief Magistrates are responsible for 82 regions in Uganda. Below the High Court are the Islamic Law Courts and the Courts of Appeal, which are quasi-judicial institutions, in specific areas of litigation.

A court system that falls outside the above hierarchy is the military tribunal. If a death sentence or life imprisonment is imposed by a military court (Martial Appeal Court), the supreme body of the court, it can be appealed to the Supreme Court. There are also Local Council Courts in each town, village or other regional units. Judges of local courts are appointed either by the President or by Parliament on the recommendation of the Judicial Service Commission.

## (3) Conciliation

### 1) Conciliation

Several Ugandan laws provide for a public mediation system.

The Courts Act (The Judicature Act) provides in sections 26 and 32 that the High Court may entrust specially appointed mediators with matters other than criminal cases. In such cases, the report submitted by the mediator is adopted in whole or in part by the High Court and is legally binding as a judgement of the High Court.

In addition, Article 12 of The Civil Procedure Rules provides for a dispute resolution procedure in civil cases before a trial by the court. When examined in conjunction with the subsequent articles, these dispute resolution procedures are regarded as Alternative Dispute Resolution. In addition, the court may issue an order to submit a case to arbitration under Section 47.

The Arbitration and Conciliation Act sets out specific procedures for these conciliation systems. In addition, The Centre for Arbitration and Dispute Resolution (CADER) was established under Article 67, contributing to the development of alternative dispute resolution.

## 2) Mediation and Reconciliation in Informal Justice

According to HiiL's 2016 report<sup>63</sup>, the use of formal legal sources remains low in Uganda, with most people tending to turn to social networks and local council courts (LCCs) for legal information and advice. The field survey confirmed that informal justice within communities is still widely used in rural areas, while at the same time the backlog of cases in formal justice has not been eliminated. In response to this situation, it was found that the courts and the MOJ have identified the use of the informal justice sector as a priority and are striving to the issue.<sup>64</sup>

https://www.hiil.org/wp-content/uploads/2018/07/Uganda-Mini-Folder\_2016.pdf

From the interview with JLOS, Uganda Court.

## (4) Measures relating to Access to Justice

#### 1) Constitution

In the Constitution, Article 21 and Article 126(2)(a) provide for equality in justice. Access to justice for refugees is also guaranteed in the Refugee Act 2006 by Article 29(1)(h).

## 2) National Policy

There are various public and private initiatives for legal aid services: the Poor Persons Defence Act, 2000 and The Advocates (Legal Aid to Indigent Persons) Regulations, 2007 provide for legal aid services; while law students provide legal aid services at legal development centres under The Advocates (Student Practice) Regulations, 2004.

## 3) Access to Justice Challenges

The challenges and state of response to general access to justice in Uganda can be summarised as follows.

## ① Dealing with the "distant": Decentralisation and strengthening local services

Decentralisation and strengthening of local services are underway to address physical access challenges.

- Through decentralisation, attempts are being made to promote access to justice on a constituency basis. In addition, OSCs are being established, and efforts are being made to improve convenience for users by centralising justice services.
- Support structures are being established to address specific needs through the provision of paralegals, a toll-free service for SGBV and a Child and Family Protection Unit (CFP) for children and minors set up within the police.

#### ② Dealing with "late": Speeding up and streamlining court proceedings

In order to improve delays in court proceedings, the following initiatives are being taken by judicial institutions.

- In collaboration with local government, decentralisation is being promoted, and judicial services are being strengthened at the local level.
- The aim is to speed up court proceedings by increasing the number of judges and training them as part of staffing and capacity building of judges.
- Alternative dispute resolution (ADR) is being expanded by formalising the mediator system and using ADR to eliminate the backlog of court cases.
- The incorporation of plea bargains and diversion is intended to speed up and simplify the handling of cases. However, it has been pointed out that this may lead to conflicts with the protection of human rights in criminal matters.
- The case management system has been restructured to ensure efficient trial management.
- Through enhanced public relations and sensitisation activities, the organisation assists users to access justice services appropriately.

## **3** Responding to "expensive": The challenges of legal aid

The following initiatives have been taken to address the challenges of high justice costs.

- A legal aid bill was drafted with international support from Austria and other countries but has not been implemented due to lack of funds and other reasons.
- Efforts are being made to provide legal aid to residents through mobile clinics.

The MOJ has also identified ADR as a priority and is working to speed up and improve the efficiency of judicial services through the use of mediation and arbitration. This initiative is part of the coordination of judicial institutions through the Justice, Law and Order Service (JLOS).

## (5) Jurisdiction and Organisation on Access to Justice

The relevant organisations for legal aid in Uganda are listed in Table 2-22.

Table 2-22 Legal Aid Implementing Agencies in Uganda

Public institutions	Civilian organisation
<ul> <li>The Justice Centres Uganda</li> <li>The Uganda Human Rights Commission</li> <li>The Local Council Courts (LCCs)</li> <li>The Uganda Law Council</li> <li>Justice, Law and Order Service (JLOS)</li> </ul>	Uganda Law Society (ULS) Law Clinics Independent Legal Aid Service Providers

Source: Prepared by the Survey Team

## (6) Legal Aid Overview

Each of these legal aid services is still operating independently. In light of this, the establishment of a comprehensive framework on a national scale was established in 2012 as a future policy.

In 2022, the Committee on Legal and Parliamentary Affairs proposed the Legal Aid Scheme (The National Aid Bill) to Parliament. The content of the bill was to provide legal aid services to vulnerable, poor and marginalised groups. Specifically, it included legal advice and representation, legal education as well as out-of-court dispute resolution assistance. These services were to be provided free of charge to those who were found eligible for assistance after an assessment of applicants' financial situation and other factors.

However, the above-mentioned legal aid system was largely dependent on the government budget. Article 93 of the Constitution stipulates that proposals that make use of the government budget must be submitted by the government. Based on this article, it was decided by Parliament in 2023 that the case would be referred back to the Law and Parliament Committee.

It should be noted that the Organisation Internationale de Droit du Développement (IDLO) with the Uganda Law Society (ULS) as implementing partner, carried out "Strengthening Access to Justice for Vulnerable Groups in Uganda" (grant amount: UGX 1,861,338,321; duration: from July 2020 to December 2022). It conducted awareness-raising campaigns aimed at strengthening access to justice for marginalised and vulnerable groups in Kabale, Masindi, Kabarole, Gulu, Jinja and Kampala, with legal aid clinics providing quality legal aid services such as legal advice, counselling, alternative dispute resolution and court representation to vulnerable groups.

Local Council Courts exist in towns, villages and other regional units. Local court judges are appointed either by the President or by Parliament on the recommendation of the Judicial Service Commission.

## 2.7 Summary of Political, Social and Economic Overview of the Horn of Africa Region

This chapter provides an overview of the political, social and economic situation in the Horn of Africa, summarising the main challenges facing the region. These challenges are compounded by factors such as the impact of conflict and climate change, including drought, which are characteristic of the Horn of Africa, the large land area and large nomadic population, and the widespread use of customary law, which leads to restrictions on access to public justice. This has a serious impact on the livelihoods of vulnerable groups such as women and youth and contributes to social and economic vulnerability.

#### (1) Economic Situation

Economic growth in the Horn of Africa region has stagnated due to chronic political instability and conflict in many countries. In particular, the agro-pastoral-based economic base is strongly affected by climate change, and disasters such as droughts and floods frequently lead to food crises and disruption of livelihoods. Furthermore, the low labour participation and limited formal employment opportunities of young people and women make it difficult for them to become economically independent. This makes the position of women and youth vulnerable, as young people are exposed to the risk of radicalisation and women are excluded from economic activities.

## (2) Legislation and Policies on Women (WPS) and Youth (YPS)

The development of laws and policies related to women and youth varies widely from country to country, but one point to note is that both the regional structures of AU • IGAD and the target countries lag behind in the development of policies and institutions related to youth compared to women. In addition, the implementation of laws on the protection of women's and youth rights is inadequate, and the legal system is in a disfigured state.

#### (3) Cause of Instability

Long-standing conflicts and political instability in the Horn of Africa have left entire societies in instability. The rise of armed groups, ethnic conflicts and political turmoil have led to a deterioration in security and stagnation of economic activity. This limits the participation of young people in society and increases the risk of vulnerable groups being exposed to violence.

#### (4) Economic Indicators

The slowdown in GDP growth and the stagnation of the labour market have made it difficult for young people and women to secure employment opportunities. Young women are particularly restricted in their participation in economic activities, also linked to social practices that prioritise child marriage and care work. The fragile industrial base in the Horn of Africa also limits the number of large and medium enterprises that can absorb youth employment, resulting in a fragile employment situation, including in private businesses and the informal sector.

#### (5) Social Development Indicators

Education and health services remain low in the Horn of Africa in general, although there are wide disparities across regions and social strata, and vulnerable groups are not adequately supported. Due to patriarchal social practices, gender differences in education levels are observed in all countries. Lack of educational opportunities also limits young people's future options and is a factor in social insecurity. In addition, inadequate maternal and child health care and the prevalence of violence against women pose a serious risk to the lives of women and children.

## (6) Judicial System and Access

There are wide differences in the development of justice systems from country to country, but all the target countries either rank low in the world in terms of indicators of the rule of law or have problems with the lack of publicly available information. Although there are significant differences in the state of the justice system from country to country, access to justice services is extremely limited in rural areas in all the target countries. As a result, when women and youth are victims of GBV and human rights violations, they have limited access to legal assistance and are more likely to suffer serious harm. Strict policing for security reasons also contributes to the situation, making it difficult for women and young people's voices to be heard, for example in political participation.

# Chapter 3 The Current Situation and Challenges of WPS for Women in the Horn of Africa

WPS in the Horn of Africa<sup>65</sup> is a critical issue in the current context of long-term conflict, political instability and the severe prevalence of GBV. There are many instances of strategic use of violence against women in the region, and women's peacebuilding and political participation is extremely limited due to social customs and patriarchal influences. Furthermore, access to education and public services is limited in rural areas, further increasing women's vulnerability. In response to this situation, effective promotion of the WPS agenda is key to achieving regional stability and gender equality. This chapter examines and organizes the situation surrounding women in the eight target countries through the WPS framework.

## 3.1 Initiatives related to WPS within the African Region and the Horn of Africa

#### 3.1.1 AU

In its Constitutive Act of the African Union adopted in 2000, the AU promotes gender equality as one of its founding principles and emphasises the need for gender perspectives to be integrated into all AU processes. Since then, the AU has continued to develop various regional frameworks to promote WPS, in line with UNSCR 1325 and related resolutions adopted in the same year.

The AU launched the Continental Results Framework (CRF) in 2018 with the aim of assessing the implementation of the WPS in each Member State and within the AU structures. The indicators are also reflected in the plans for WPS of regional structures within the AU, as in the IGAD evaluation indicators.

In addition, with the expansion of activities related to gender equality and WPS within the AU, the following organisations and positions have been established as shown in Table 3-1. For WPS, the Department of Political Peace and Security is the lead agency, while policies and planning related to components such as GBV and women's empowerment are led by the Women, Gender and Youth Directorate (WGYD).

<sup>-</sup>

According to UN Women', the key words that characterise the WPS challenges in the Horn of Africa region are (i) increase in conflict, (ii) inter/intra-ethnic conflict, (iii) political tension/ elections, (iv) terrorism and violent extremism, (v) youth bulge, (vi) human migration, (vii) transnational conflicts and their spillover effects (viii) climate change, (ix) social exclusion and marginalisation, (x) humanitarian emergencies, (xi) human trafficking, (xii) competition for resources, (xiii) regional dynamics, (xiv) fragile institutions and (xv) opposition to gender equality and women's empowerment.

Table 3-1 Organisations related to WPS within the AU

Name of Institute	Year of Establishment	Summary	
Women, Gender and Youth Directorate (WGYD)	2000	An organisation that aims to lead, guide, advocate and coordinate the AU's efforts in promoting gender equality, development, and the empowerment of women and youth; develops programmes and projects based on policies and frameworks adopted by the AU Member States.	
Department of Political, Peace, and Security	2018	<ol> <li>The department aims to promote peace, security, governance and democracy throughout Africa, and the organisation is responsible for the following:         <ol> <li>Conflict prevention and resolution: support efforts to prevent conflicts across Africa and resolve them peacefully when they do occur</li> <li>Co-ordination of peacekeeping operations: managing peacekeeping missions and developing strategies for stabilisation</li> <li>Supporting democracy and elections: promoting free and fair elections and strengthening governance in African countries</li> </ol> </li> <li>Protection of human rights: protecting the rights of all citizens, including women and young people, to an equal society</li> <li>Support reconciliation and reconstruction: promote reconciliation and stabilisation in post-conflict societies to achieve sustainable peace</li> </ol>	
WPS Envoy	2014	The position was established to ensure that the voices of women and children affected by conflict are heard and to advocate for women's legitimate participation and contribution to conflict resolution and peacebuilding.	
Network of African Women in Conflict Prevention and Mediation (Fem Wise)	2017	It aims to strengthen the role of women in conflict prevention and mediation efforts by providing a platform for strategic advocacy, capacity building and networking.	

Source: Prepared by the Survey Team from AU website.

## 3.1.2 IGAD

IGAD is promoting the WPS in line with the framework set out by the AU, and in its Regional Action Plan (RAP) 2023-2030, it presents seven priority themes for the WPS, as shown in Table 3-2. These seven themes are aimed at achieving the fifth pillar of the WPS, which is the four pillars of the WPS plus the pillar on emerging threats. The approach to their achievement takes into account both the five pillars of the WPS plus the new pillar and the priorities of the IGAD Peace and Security Strategy.

Table 3-2 Seven Priority Themes in the RAP 2023-2030

Item	Priority Themes	Contents	Reminder to Member States
Participation	Conflict Early Warning and Response Mechanism [CEWARN]	IGAD's Peace and Security Initiative, tasked with data collection, analysis and dissemination	Strengthen the capacity of IGAD and local monitors to support the production and use of data collection and analysis on gender     Include women and civil society networks in consultations and data collection
	Conflict-related Sexual and SGBV	Identified as a priority area in the IGAD Gender Strategy and Peace and Security Strategy	<ul> <li>Ensure that SGBV is considered in a wide range of IGAD interventions, including prevention and response</li> <li>IGAD can coordinate with Member States, UN agencies and civil society actors to promote the developing SGBV regional initiative.</li> <li>IGAD can support data collection, research and analysis on the nature of SGBV in cross-border conflicts, identify entry points to support prevention, mitigation and response, and complement national efforts.</li> </ul>
	IGAD Preventing and Countering Violent Extremism (P/CVE)	Coordinate collective and proactive regional engagement to prevent and counter the security threats posed by radical ideologies and violent groups	<ul> <li>Analysing gender dynamics in CVE and identifying ways to prevent the involvement of women and girls</li> <li>Understand the distinct roles that women and girls can play in CVE initiatives, particularly in police activities and support services at community level</li> </ul>
Prevention	IGAD Security Sector Programme	Facilitate regional cooperation, coordination and capacity building on the illicit distribution of small arms and light weapons (SALW) to advance the AU Master Roadmap for gun control in Africa by 2030	<ul> <li>Integrating gender into policy and programme design and implementation</li> <li>Identify and articulate cross-cutting issues, in particular the linkages between SALW and the WPS agenda and SGBV</li> </ul>
Protection	Mediation Support Unit (MSU) of Peace Diplomacy	Mediation activities to provide support for such interventions, such as preventive diplomacy and mediation	Seek to increase women's participation in peace and post-conflict processes across the region, including on IGAD rosters, envoys and committees
Relief and recovery	Disaster risk management	IGAD's Disaster Risk Management Strategy focuses on strengthening disaster preparedness, mitigation and resilience in the IGAD region	<ul> <li>Collaborate with relevant UN agencies to integrate gender into the Sendai Framework for DRR</li> <li>Ensure the DRM strategy and accompanying actions include gender considerations</li> <li>Understand the differentiated impacts of climate change and disasters on women and men</li> </ul>
WPS in emerging security threats	Migration and displacement: the IGAD Migration Programme	Focus on promoting durable solutions to refugee and forced migration in the region and facilitating safe, orderly and regular migration	Ensure the active participation of women and young women in refugee/displaced community groups, especially in decision-making processes affecting the local community     Ensure displaced women and young women have equal access to support, assets and services related to health, education, livelihood, etc.

Item	Reminder to Member States		
	Increase women's participation to create gender balance across the WPS agenda  Provide to bailed a sixty of facility and the sixty of the sixty		
	<ul> <li>Provide technical assistance for integrating a gender perspective into policy, strategy, programme and intervention design</li> </ul>		
Other	Increase the collection and analysis of gender disaggregated data		
	• Evaluate to understand the differentiated impact on men and women in relation to peace and security challenges		
	<ul> <li>Strengthen partnerships involving the UN, regional and international organisations</li> </ul>		

Source: Prepared by the Survey Team from RAP on WPS for the IGAD Region 2023 - 2030.

In addition to these priority themes, IGAD's RAP also set outcome targets and indicators based on the aforementioned AU's CRFs to assess the implementation of the WPS. IGAD monitors Member States' progress on the outcome targets and indicators. These monitoring indicators were undergoing a review in the context of IGAD's Member States as of January 2025, due to the high burden of monitoring given the capacity of IGAD Member States.<sup>66</sup>

In addition, IGAD has the bodies listed in Table 3-3 as mechanisms for coordinating the activities related to the WPS mentioned above.

Table 3-3 IGAD's Coordination Mechanisms for WPS

Level	Characteristics and Roles		
Secretariat level	• The RAP is under the overall guidance and coordination of the IGAD Gender Department at Secretariat level.		
Regional level	<ul> <li>At the regional and Member State level, the WPS commitments will be strengthened for efficient implementation as well as monitoring reporting support through a coordination platform for knowledge exchange, mutual learning and experience sharing among Member States.</li> <li>IGAD Women, Peace, and Security Forum (IWPSF) was launched in 2013. It was agreed to establish a Women and Peace Forum Board of Directors consisting of three members from each IGAD Member State, representing the executive, legislative and civil society. The IWPSF Board utilises available resources and capacities to develop ways and means to identify the role of intercultural cooperation in achieving just and sustainable peace, in cooperation as far as possible with the IGAD Secretariat, IGAD Member States, the AUC and UN agencies. This operation is also supported by the IGAD Secretariat, which is tasked with developing a strategic and funding plan.</li> <li>IGAD's challenges in dropping the RAP include national level WPS focal points, Civil Society Organisations (CSOs), traditional leaders, private sector, youth and religious organisations, FemWise, AWLAN, academic societies, IGAD's divisions, etc., as well as the technical Task Force for the RAP that should be strengthened for effective implementation.</li> </ul>		
Strategic level	<ul> <li>At the strategic level, the IWPSF, regional CSOs, the Department of Peace Operations and relevant AU departments come together to provide strategic oversight and policymaking.</li> <li>The WPS Forum, including MSs, CSOs, DPs, AWLAN and AUs, is important for further strengthening enforcement.</li> </ul>		
Technical level	WPS focal persons in Member States, regional CSOs, IGAD Peace Forums and IGAD Youth Peace Forums facilitate the implementation and monitoring of the RAP.		
National level	At the national level, the National Steering Committee has recognised the importance of strengthening the implementation of the RAP.		

Source: Prepared by the Survey Team based on IGAD data

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<sup>&</sup>lt;sup>66</sup> From the Interview with IGAD Gender Unit.

## 3.1.3 Situations in the Eight Countries in the Horn of Africa

## (1) Status of WPS-NAP Development

NAPs are important tools for translating international WPS commitments into concrete action at the national level. As described in the main resolutions pertaining to WPS in Chapter 1, the UNSC encourages Member States to formulate and develop NAPs, which are supposed to identify activities, priorities and responsibilities for a specific period of time and indicates the allocation of the resources needed to implement the WPS agenda.

The status of the development of NAPs in the target countries of the Survey is shown in Table 3-4. Currently, Kenya, Somalia and Uganda are the three countries that have developed effective NAPs, and these three countries are also in the process of developing LAPs. Djibouti is in the process of formulating one. While Ethiopia and South Sudan are awaiting government approval for developing their respective NAPs, but the approval process has taken several years.

Table 3-4 Status of WPS-NAP Development and Targets for the Four Pillars in the Eight Countries of the Survey

Country	WPS-NAP Maintenance Status	Goals of the WPS Four Pillars in the NAP		
	2017 « Plan d'action national pour la mise en œuvre de la résolution 1325 (2000) et des résolutions connexes	Participation	Increase effective women's participation in all issues pertaining to peace and security	
	du Conseil de sécurité des Nations Unies sur la Femme et la Paix » (in French) was formulated and	Prevention	Prevent all SGBV, including abuse and exploitation	
Diibanti	<ul> <li>published.</li> <li>UNDP and USAID are taking the lead in supporting the development of a second NAP in 2025.</li> </ul>	Protection	Increase the ownership of women and girls by preventing violence, addressing impunity, providing access to justice and ensuring relevant support services	
Djibouti	<ul> <li>Based on gathered information, there is information that in June 2022, participants that included members of the Djibouti Ministry of Women and Family (MOWF), the Combined Joint Task Force - Horn of Africa (CJTF-HOA) and the US Embassy in Djibouti, used the occasion to launch an update of the WPS-NAP for Djibouti.<sup>67</sup></li> </ul>	Relief and Recovery	No mention on relief and recovery	
Eritrea	Unformulated	-		
Ethiopia	• The Ministry of Women and Social Affairs (MOWSA) drafted the NAP in a working group consisting of UN Women and relevant ministries It was being reviewed within the Ethiopian government as of February 2025.	-		
Kenya	<ul> <li>The "Kenyan National Action Plan (II) for the Advancement of United Nations Security Council Resolution 1325 on Women, Peace and Security 2020 -2024" was developed and published in 2020.</li> <li>As this is the final year of the second NAP, a review is being conducted by the relevant bodies. A working committee has also been set up to develop a third NAP in late 2025 and is working in parallel with the review of the second NAP.</li> <li>Mental health, addressing climate</li> </ul>	Participation	Increase the participation and effective engagement of women at all levels of decision-making in peace, security, and disaster management	
		Prevention	Strengthen the prevention of conflict and all forms of violence against women, girls and vulnerable groups through gendersensitive institutional, structural and social transformation	
		Protection	Protect women, girls and other vulnerable groups, including migrants, refugees and IDPs in all forms of conflict and violence, including access to justice and redress	
	change and digitalisation will be the main focus of the third NAP. New initiatives are also planned, including the establishment of SGBV courts and the piloting of a comprehensive support centre called Policare. 69	Relief and Recovery	Ensure that women and girls have the capacity to be effectively involved in all relief and recovery efforts and have access to services in humanitarian settings, including disasters and crisis situations	

<sup>67</sup> https://www.usar.army.mil/News/News-Display/Article/3029945/us-military-djiboutians-champion-women-peace-and-security-at-co-hosted -event/

From the interview with UN Women Kenya and the Kenya Gender Technical Working Group.

<sup>&</sup>lt;sup>69</sup> From interviews with UN Women Kenya and State Department of Gender.

Country	WPS-NAP Maintenance Status	Goals	of the WPS Four Pillars in the NAP
	The "Somalia National Action Plan for the Implementation of the Somali Women's Charter and United Nations Security Council Resolutions (UNSCR)1325 on the Women, Peace and Security Agenda (2021-2025)" was developed in 2021.	Participation	Encourages women's active participation in politics and ensures that men and women play equal roles in national and local administration, as well as in independent commissions, and also aims to ensure that women play a vital role in the reconstruction of post-conflict societies and promote reconciliation and peace
Somalia	<ul> <li>The plan has been developed with the help of national and international consultants and through national consultations and</li> </ul>	Prevention	Ensure justice for all, prevent violent extremism (PVE) and build resilience to climate change
	focus group discussions.	Protection	Strengthen human rights protection and security and eradicate SGBV
		Relief and Recovery	Promote women's economic empowerment (access and ownership of resources and opportunities for entrepreneurship and economic activity) and inclusive innovation
	• The "South Sudan National Action Plan 2015-2020 on UNSCR 1325 on Women, Peace and Security and	Participation	Increase women's participation as leaders in state-building and reconstruction processes, including SSR
	Related Resolutions" was developed and published in 2015.	Prevention	Prevent all forms of SGBV Prevention-focused SSR implementation
South Sudan	<ul> <li>As of December 2024, the Republic of South Sudan's draft of the second National Action Plan UNSCR 1325 on Women's Peace and Security by the Ministry of Gender, Children and Social Welfare (MGCSW) and UN Women was in the process of being approved by the Council of Ministers. The government's financial difficulties are said to be the main reason for the lack of prospects for implementation.<sup>70</sup></li> <li>Localisation has been recognised as important in the process of developing the second NAP.</li> </ul>	Protection	Develop and implement a legal framework protecting the rights of women and girls  SSR staff to be trained on women's rights  Health and other basic services becoming more accessible to women and girls
		Relief and Recovery	Integrating gender into DDR, reconstruction, and development assistance Develop laws and policies that promote women's equal access to economic employment
	The "National Action Plan For the implementation of the UN Security Council Resolution 1325 on Women, Peace & Security 2020 – 2022" was developed and published in 2020.	Participation	Ensure effective participation of women in political, legislative and peacebuilding SDG processes and increase their presence in national decision-making positions
Sudan		Prevention	Develop gender-sensitive policies, laws, and legislation, including implementation of UNSC Resolution 1325, ensuring accountability for women's rights and promoting social responsibility to combat violence against women
		Protection	Enforcement of laws ensuring protection of women and girls and access to services, particularly for survivors of violence, including judicial and reproductive health and reintegration support
		Relief and Recovery	Include women in the design and implementation of DDR, relief, and recovery programmes

<sup>&</sup>lt;sup>70</sup> From the interview with WIPC in Uganda

Country	WPS-NAP Maintenance Status	S-NAP Maintenance Status Goals of the WPS Four Pillars in the NAP		
Uganda	<ul> <li>2025" was developed and published in 2021.</li> <li>A Mid-term Review of the third NAP is underway.<sup>71</sup></li> <li>UN Women, UNDP and the MOG are collaborating in the implementation of the NAP. A Gender Mainstreaming Operational Plan has been developed by the Ministry of Defence (MOD), MOJ and the</li> </ul>	Participation	Promote meaningful women's participation at all levels in leadership and governance	
		Prevention	Prevent all forms of violence and promote peace within families, communities and between countries	
		Protection	Strengthen the structures and coordination mechanisms that implement the WPS agenda	
		Relief and Recovery	Strengthen women's capacities and resilience to prevent and mitigate natural and human-made disasters and achieve sustainable livelihoods for women	

Source: Prepared by the Survey Team based on information from the following: Centre for Women, Peace, Security; The University of Sydney; IGAD; UN Women; CEDAW; ESCWA; UNFP; UN Women; UNDP; JICA; NGEC; AfDB and NAPs in various countries.

## (2) Status of WPS-RAPs in the Target Countries

In countries that have renewed their WPS-NAPs several times, such as Kenya, Uganda and Somalia, the initial NAPs were limited to the initiatives by the central government only and these failed to reach regional and rural areas, which are vulnerable to conflict, such as border disputes, and where patriarchal social practices are more prevalent than in urban areas. In the second and third NAPs, while maintaining the philosophy of the WPS, the focus is on "localisation", where the content of the objectives and pillars of the initiatives are tailored to the local context, and the formulation of LAPs is underway.

Through the development of the LAP and the implementation system, the views of women from various positions are collected when identifying the current situation and challenges in the four pillars of the WPS, and systems and structures are being developed to actively involve women's groups in training women's CSOs in leadership, conflict mediation and early warning activities. These planning processes themselves are recognised as important activities as they create the groundwork for meaningful participation of women at the regional level for peace and stability in the region.

Below are some of the initiatives to develop and implement LAPs in Kenya, Somalia, and Uganda.

#### 1) Kenya

In Kenya, the NAP for WPS currently being developed focuses on localisation, and the LAP formulation process has progressed in 33 counties, of which 18 counties have developed LAPs. In Kenya, the Ministry of Gender (MOG) is responsible for developing LAPs, and UN Women is supporting the development of LAPs by members of working groups composed of county community leaders, police, women's groups, CSOs and members from various sectors. The plan has promoted networking among women in the community and their participation in peacebuilding activities. The development of the plan has led to progress in strengthening multi-sectoral cooperation with police and CSOs. On the other hand, the following challenges have been identified in the formulation and implementation of the LAP.<sup>72</sup>

<sup>71</sup> From the interview with Ministry of Gender, Uganda.

From the interview with UN Women Kenya and Ministry of Gender, Kenya.

- ① Diverse challenges across regions: The different problems faced in each county require a LAP that is specific to the region. As an example, low literacy is an issue in Tana River County and conflicts related to livestock theft are considered a challenge in Baringo County.
- ② Lack of funding and resources: There is no clear budget allocated for WPS in the Kenyan government, and at the local level, municipalities have to develop their own budgets, leaving them highly dependent on external support.
- ③ Socio-cultural barriers: Lack of participation of women and youth in decision-making processes, in particular cultural practices, and lack of educational opportunities, are major obstacles. It has also been observed that gender mainstreaming is still not fully developed in some areas.
- ④ Lack of representation of young people: In particular, young women are under-represented, and there is a need for more integrated efforts with the YPS in the future.

#### 2) Somalia

Somalia has developed LAPs for the WPS in all six Federal Member States (Table 3-5). The LAPs were developed by the Women, Peace, and Protection Joint Programme (WPP), implemented by UN Women, UNDP, and United Nations Assistance Mission in Somalia (UNSOM), as discussed below. The Ministry of Family and Human Rights Development (MOFHRD)<sup>73</sup> became the ministry in charge of developing the LAPs, and they were formulated in cooperation with the local government.

The basic structure and objectives of each state's LAPs conform to the NAPs, but they set their own activities and targets according to the challenges and priorities of their respective regions. For example, promoting the inclusion of PWDs, who are the most vulnerable among women, and aiming for a 50:50 gender ratio in areas where women are underrepresented. In addition, the plan development involved local people, traditional leaders, and religious leaders through workshops to ensure ownership and sustainability at the local and community levels. In the process of plan development and implementation, capacity building is being provided to women's networks and CSOs.

Table 3-5 List of LAPs in Somalia<sup>74</sup>

State	Name and Duration of LAP
Banaadir	Banaadir Regional Administrative Action Plan UNSCR 1325 (BRA AP) 2022 -2026
Punt Land	Punt Land Local Action Plan for the Implementation of the Somali Women's Charter and UNSCR 1325 on Women Peace and Security
Jubbaland	Ministry of Women Family Affairs and Human Rights-Jubbaland State of Somalia Draft Local Action Plan for the Implementation of United Nations Security Council Resolution 1325 2022-2026
Southwest	2024-2028 Southwest State of Somalia Local Action Plan on Women Peace and Security
Galmudug	Localised Galmudug State Action Plan for the Advancement of United Nations Security Council Resolution 1325 on Women, Peace, and Security
Hirshabelle	Hirshabelle Localised Action Plan under WPS Project

Source: Prepared by the Survey Team

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The original name at the time of the programme implementation was the Ministry of Women and Human Rights Development.

<sup>74</sup> UNDP Somalia, UN Women Somalia and UNSOM, 2024, End-Term Evaluation of the Women Peace and Protection Joint (WPP) Programme, Final Evaluation Report.

## 3) Uganda

Uganda is implementing its Third National Action Plan (NAP III) covering the period 2021-2025, as part of which LAPs are being developed at the local level. As of February 2025, 15 local authorities have developed LAPs, with particular emphasis on conflict-prone areas such as the Democratic Republic of Congo and border areas with South Sudan. LAPs are designed to address the specific challenges of each region.

In Uganda, the formulation and implementation of the LAP is led by the Gender, Labour, and Social Development (MGLSD), in collaboration with local government and CSOs. In particular, organisations such as UN Women, Coalition for Action on UNSCR 1325 (COACT1325), Women's International Peace Centre (WIPC) and Care International Uganda provide funding and technical support. Local authorities are also encouraged to allocate 1% of their budgets to WPS activities, and initiatives for budget allocation have been identified in six counties.

In Uganda, efforts are being made to raise awareness and promote understanding of the concept of NAPs among the rural population by producing cartoon-type NAP overview materials (Figure 3-1) for residents with low level of education, as well as NAPs translated into local languages.



Figure 3-1 Excerpts from the Ugandan NAP's Commentary for Citizens

On the other hand, several challenges exist in the formulation and implementation of LAPs.

- ① Lack of funding: Many local authorities lack funding and are unable to implement all the priorities of the LAP. They also tend to be more dependent on donor support, making sustainability a challenge.
- ② Gender norms and socio-cultural barriers: Women and youth participation in decision-making processes is constrained. In particular, patriarchal social norms inhibit women's participation.

- 3 Lack of capacity of local authorities: Monitoring and evaluation mechanisms at the local level are not well developed, making it difficult to properly track the implementation of LAPs.
- ④ Impacts of climate change: Climate change, including floods and droughts, is increasing the vulnerability of women and children, which places an additional burden on LAP implementation.

# 3.2 Women's Participation in Decision-Making at All Levels in All Processes, including Conflict Prevention, Peacebuilding and Reconstruction (Participation)

In the aforementioned CRF of the AU's WPS and IGAD's WPS-RAP, indicators of women's participation in all decision-making processes of conflict prevention, peacebuilding, reconstruction, etc., include heads of ministries such as ministers and secretaries, heads of government such as governors, mayors, and parliamentarians, security sector officials such as police and judiciary, and diplomatic personnel etc. are set as the percentage of women in these positions. The target countries of the Survey have been monitoring and reporting to the AU and IGAD on women's participation in accordance with the said framework.

#### 3.2.1 Current Situation Regarding Women's Participation in Decision-Making

As organised in Table 3-4, the target countries in which the NAPs for WPS are developed also aim at women's participation in politics, administration and other decision-making positions, following the indicators of the AU and IGAD, and therefore the degree of participation in administrative and political positions related to these, and the percentage of women in professional positions, are summarised in Table 3-6 as the current status of participation.

In the target countries, women's participation is promoted through the introduction of a quota system for civil servants and decision-making positions, although there are differences in whether this has been legislated or not. However, it has been pointed out that in many cases, elected women are only "present" and are not able to "participate meaningfully", such as influencing decision-making.

Table 3-6 Overview of Women's Political Participation in the Eight Target Countries of the Survey

	Global Gender Gap Report		
Country	2024	Voluntary National Review on SGDs	Others
Djibouti	No data	<ul> <li>Percentage of women in the government established after the 2021 presidential election</li> <li>Number of female ministers: 2 → 6</li> <li>Percentage of female parliamentarians: 11% in 2013 → 26% in 2018</li> <li>* Due to the increase in the quota of women on the electoral roll from 10% to 25% and the introduction of 20% proportional representation in the 2018 parliamentary elections</li> <li>Women staff in parliamentary deliberative bodies</li> <li>1 female secretary in the Office of the Speaker of Parliament</li> <li>2 female chairpersons of special committees</li> <li>2 female chairpersons</li> <li>7 women's reporters</li> <li>Percentage of female councillors in local government deliberative bodies</li> <li>10% in 2006 → 31% in 2022</li> <li>Percentage of women in the justice sector</li> <li>70% of judges were women (2019).</li> <li>Two female presiding judges were appointed in two courts in Djibouti and Barbara.</li> <li>Three investigative magistrates were women,</li> </ul>	Peacekeeping personnel deployed 207 international police to UN peacekeeping missions, of whom 27 were women. 75
Eritrea	No data	and women were also appointed as prosecutors and members of the Constitutional Council.  Proportion of women in the labour market  • Approximately 51% of the total formal workforce  • Women in management positions account for about 46% of the total management  Percentage of female member of parliaments (MPs)  • 22% of parliamentarians  • 29% of local council members  Percentage of women in the public administration sector  • Percentage of female ministers:  18% in 2002 → 24% in 2017  • Directorates and head of department:  0% in 2002 → 26% (Director General) and 10.6% (Head of Department) in 2017  • One woman out of the six regional governors  Percentage of women in the justice sector  • 22% of High Court judges  • 14% of district court judges  • Around 36% of prosecutors  • 37% of elected community court judges	

https://peacekeeping.un.org/sites/default/files/05\_missions\_detailed\_by\_country\_62\_may\_2023.pdf

Country	Global Gender Gap Report 2024		Voluntary National Review on SGDs	Others
	Economic Participati	ion	Percentage of female MPs	In conflict-
	Indicator	Order	• 42% of MPs (2021)	affected areas, the gender gap, which had been
	Labour participation rate	90 <sup>th</sup>	Percentage of women in the public administration sector	
	Estimated income	59 <sup>th</sup>	• Percentage of female ministers: 50% (2018) → 36% (2021)	narrowing over
	Parliamentarians, senior officials, and managers	109 <sup>th</sup>	Main female leaders.  • Head of a state	the past decades, is reported to be widening.
	Professionals and technical staff	121 <sup>st</sup>	Chief Justice of the Supreme Court     Chairperson of the National Electoral Board of     Ethiopia (NERE)	In Tigray, the proportion of
Ethiopia	Political Empowerm	ent	Ethiopia (NEBE)	women in decision-
	Indicator	Order		making and
	Percentage of women in parliament	22 <sup>nd</sup>		leadership positions fell from 48% in the pre-war
	Percentage of women in cabinet ministers	31 <sup>st</sup>		period to less than 5% in the post-war
	Years in office of female heads of state in the last 50 years	35 <sup>th</sup>		period. <sup>76</sup>
	Economic Participation		Percentage of female MPs	Support from
	Indicator	Order	• MP: 23.5%	UN Women
	Labour participation rate	37 <sup>th</sup>	Local government:     7 out of 47 county governors (14.9%)     8 out of 47 county deputy governors (17%)	and other donors for human
	Estimated income	6 <sup>th</sup>	• Senators: 21 of 67 (31.3%)	resource
	Parliamentarians, senior officials, and managers	9 <sup>th</sup>	• 718 of 2,166 county councillors (MCAs) (33.1%)	development has increased the proportion of women on
	Professional and technical staff	104 <sup>th</sup>		peace committees
Kenya	Political Empowerm	ent		from 14% (2013) to 34%
,	Indicator	Order		(2023). <sup>77</sup>
	Percentage of women in parliament	85 <sup>th</sup>		
	Percentage of women in cabinet ministers	45 <sup>th</sup>		
	Years in office of female heads of state in the last 50 years	80 <sup>th</sup>		

UN Women (2023) Rapid Gender Assessment Final Report (Afar, Amhara, Oromia, Somali and Tigray Regions).
 https://africa.unwomen.org/en/stories/feature-story/2023/07/cooling-northern-kenyas-conflict-hotspots

Country	Global Gender Gap Report 2024	Voluntary National Review on SGDs	Others
Somalia	No data	Somalia has not yet held direct elections voting is limited to 329 members of the Hou Representatives and the Senate. The quota sy targets 30%. As of 2022, 54 of the 275 seats i House of Representatives, or 20%, were he women.  In Somalia, only two of the 294 judges in country are women, and women are not represented in the justice sector. <sup>78</sup>	ise of vstem in the ld by
	No data	National policy provides for at least 35% fe quota in the civil service. Currently, 32.4% or servants are women and 28% of parliamentar Percentage of women in senior govern management and decision-making positions	f civil ians. <b>ment</b>
		<ul><li>Ministerial aide</li><li>Vice-Chairman of the Commission</li></ul>	7% 36%
		Chairperson of the Commission	19%
		Deputy Minister	10%
		Minister	24%
		Presidential aide	0%
		Vice-President	20%
		Percentage of women in government manage positions	ement
South		Deputy Directors	16%
Sudan		Directorate	15%
		Deputy Director General	21%
			14%
			17%
		Undersecretary	8%
		Percentage of women in the justice sector of government	of the
		Legal Advisors	85%
		1	88%
		]	87%
		1st High Court Judges	6%
		, ,	38%
		High Court Judges	5%
		Appeal Court Judges	0%
		Supreme Court Judges	0%

From the interview with UN Women Somalia.

Country	Global Gender Gap 2024	Report	Voluntary National Review on SGDs	Others
Sudan	Economic Participation		The Voluntary National Review (VNR) is being	
	Indicator	Order	prepared in 2022, but it does not contain progress on women's managerial and professional positions	
	Labour participation rate	143 <sup>rd</sup>	or political participation, as in other countries.	
	Estimated income	142 <sup>nd</sup>		
	Parliamentarians, senior officials, and managers	112 <sup>th</sup>		
	Professional and technical staff	93 <sup>rd</sup>		
	Political Empowerment			
	Indicator	Order		
	Percentage of women in parliament	-		
	Percentage of women in cabinet ministers	127 <sup>th</sup>		
	Years in office of female heads of state in the last 50 years	80 <sup>th</sup>		
	Economic Participation		Percentage of female parliamentarians	
	Indicator	Order	34% (but only 16 of the 189 female MPs were directly elected)	
	Labour participation rate	20 <sup>th</sup>	Percentage of female local councillors	
	Estimated income	110 <sup>th</sup>	• 44% (2011) → 46% (2021)	
	Parliamentarians, senior officials, and managers	72 <sup>nd</sup>		
	Professional and technical staff	114 <sup>th</sup>		
Uganda	Political Empowerment			
	Indicator	Order		
	Percentage of women in parliament	45 <sup>th</sup>		
	Percentage of women in cabinet ministers	65 <sup>th</sup>		
	Years in office of female heads of state in the last 50 years	51 <sup>st</sup>		

Note: The Global Gender Gap Report covered 146 countries.

Source: Prepared by the Survey Team based on the Global Gender Gap Report and the latest Voluntary National Review of the target countries

The target countries also promote the participation of women in all peacebuilding processes in the framework of RAPs and NAPs. In addition to the aforementioned formal decision-making by government officials and others, women's participation is also promoted outside the official conflict prevention and peacebuilding framework, such as in tribal conflict resolution at the local government level and community level, etc. In order to promote WPS, the involvement of women in peacebuilding activities at the grassroot level is important.

The current status and challenges of women's participation in decision-making processes, which are worthy of special mention in each country, are summarised as follows.

## (1) Ethiopia

In Ethiopia, a symbolic initiative for women's participation in peacekeeping operations is the "Mothers for Peace" association. The association established in 2021 is based on the "Jegnit" programme to promote women's leadership. The "Jegnit" programme selects influential women from across Ethiopia for each region and developed them as regional representatives. It was developed at the initiative of the Ministry of Women, Youth and Children (MOWYC), the Ministry of Peace (MOP) and the President of Ethiopia. 79 Women leaders selected through the programme have been key members of Mothers for Peace, facilitating conflict resolution and mediation activities between local communities and working with elders and community leaders in border conflicts in Amhara and Benishangul-Gumuz Regions to propose culturally contextualised solutions. As part of conflict prevention, they have also conducted activities to educate local people on the importance of peace and awareness-raising campaigns to continue their grassroots efforts to build peace.

However, the Mothers for Peace association currently faces financial and operational challenges. In terms of finances, the main problem is the lack of funds for activities, as the association does not have a bank account, making it difficult to receive external financial support. On the operational side, the holding of general meetings to be officially recognised as an association, such as setting up offices and fundraising, has been delayed due to the inability of members to convene due to security concerns, while official records have not yet been developed, which has stalled the process. Despite the above constraints, the association has also focused on supporting the affected population in collaboration with the state government, providing psychological and material assistance to those affected by conflicts and natural disasters. Through cooperation with regional peace and security department and NGOs, the Association plays a role in laying the foundations for peace and security by providing relief supplies and deploying relief operations.

In Ethiopia, violence against women in elections (VAWiE), obstruction of women voting, harassment, assault and discrimination against women candidates occurred over the election period, according to a study conducted by UNDP in 2024.<sup>80,81</sup> Research shows that one of the main causes was gender-based prejudice and social norms. These prejudices limited women's ability to become politically active and justify violence against female candidates and supporters. In particular, there was strong

https://africa.unwomen.org/en/stories/news/2024/08/un-women-supported-study-reveals-violence-against-women-in-

<sup>&</sup>lt;sup>79</sup> From the interview with MoSWA, Ethiopia.

elections-in- ethiopia-occurs-across-the-entire-electoral-cycle

81 Although not organised in the literature, similar challenges have been identified in Kenya and Uganda through interviews in the target countries.

opposition to women taking on leadership roles, such as expressing their views in public during election campaigns, which in turn triggered acts of violence.

Inadequate legal and institutional protection also exacerbates the problem. The lack of effective policing and punishment for election-related violence creates an environment in which perpetrators continue to act without punishment. This not only excludes women from the political arena but also makes them fearful of being involved in elections themselves. Furthermore, the lack of a well-developed system of election management and monitoring also contributes to the fact that violence against women goes unnoticed. When monitoring and law enforcement agencies fail to adequately respond to acts of violence during election periods, it contributes to the perpetuation of such violence. Under these circumstances, women's political participation is severely constrained, which has a negative impact on the democratic process as a whole.

## (2) Kenya

With regard to women in peacekeeping operations, Kenya developed a gender policy in 2017 that included increasing women's participation in peacekeeping operations. It has committed to increasing the number of women in peacekeeping operations and has established the International Peace Support Training Centre (IPSTC), run by UN Women, which offers women military officers and, soldiers' courses on women leadership and community peacebuilding. As of 2023, 19% of Kenya's peace operations deployments comprised women.<sup>82</sup>

Efforts are also continuing to form women's peace networks at county level with UN Women support to train women on conflict issues and how to mitigate and respond to them, and to deploy trained women to neighbouring areas. Women have been elected to positions running peacebuilding forums and educational programmes and as chairpersons of local district peace committees, and grassroots-level efforts to train women and run youth rallies to educate them not to commit acts of violence can be seen.<sup>83</sup>

In an effort to promote young women's participation, the National Youth Service (NYS) in Kenya is actively promoting women's participation in the security sector and empowering women through a variety of programmes. The NYS aims to promote women's contributions to peacekeeping and security through comprehensive initiatives such as paramilitary training, vocational education, and leadership development. Currently, more than 5,000 of the approximately 14,000 participants in NYS's annual programmes are women, a significant increase from the previous level of around 300. This achievement is the result of initiatives such as affirmative action to encourage women's participation and improved access to technical training programmes.

NYS supports women in technical and security-related occupations, specifically providing technical training in plumbing, mechanical operations, and security work. The organisation also focuses on peacebuilding and community outreach activities to enable women to take on leadership roles. In particular, women play an important role in conflict resolution and peacekeeping operations at the

https://africa.unwomen.org/en/stories/in-the-words-of/2023/10/in-the-words-of-fleria-mukhula-i-was-born-a-peacebuilder

https://africa.unwomen.org/en/stories/in-the-words-of/2023/05/in-the-words-of-brigadier-joyce-sitienei-women-are-an-invaluable- asset-to-peacekeeping-missions-they-bring-confidence-to-the-community

local society, with female volunteers trained by NYS facilitating communication with women in conflict-affected areas to understand their specific needs and challenges, and they contribute to grassroots-level activities in peacebuilding at community level.

Furthermore, the NYS is progressively expanding opportunities for female officers to participate in UN peacekeeping operations and training. One example is the participation of female NYS officers in peacekeeping training at the Khalwa Bint Al Azwar Military Academy in Abu Dhabi in 2022. This activity demonstrated Kenya's commitment to international peace operations and promoted the participation of women in these roles. By sending female officers to such international training programmes, Kenya ensures that women receive professional training in conflict resolution, humanitarian assistance, and leadership. Such programmes also equip them with the skills they need to deal with the complexities of modern peacekeeping operations.

However, a number of challenges still exist in NYS's efforts to promote women's participation. First, cultural and gender norms contribute to the obstacles to women's advancement, and it remains particularly difficult for women to thrive in areas that are considered male-dominated. For example, physical training and the rigours of the workday pose challenges for women, and although efforts are being made to promote the use of telework for female staff raising children, the difficulty of balancing work and family life remains an issue. Improvements are also needed in the lack of accommodation and sanitation facilities for women in NYS facilities, as well as limited medical services and personnel dedicated to women. These factors have delayed the development of a safe and secure environment for women. In addition, NYS also faces a lack of funding, which makes it difficult to expand women's assistance programmes and improve facilities.

#### (3) Somalia

According to a report by the Voluntary National Review (VNR) of Somalia<sup>84</sup>, multiple challenges to achieving equal and meaningful participation for women in Somalia include lack of access to financial support, promotion of male candidates by clan leaders and political elites, and lack of connections when compared to male colleagues exist.

Meanwhile, Somali CSOs have been conducting awareness-raising activities for Somali women to address GBV and human rights violations in collaboration with local traditional elders. These programmes have encouraged women to recognise their rights as members of the community and to actively raise their voices. As a result, women are now recognised as community leaders and their views play a significant role in conflict resolution.<sup>85</sup>

In terms of peacebuilding-related activities, the WPP in Somalia, implemented by UNDP, UN Women and the UNSOM from 2021 to 2024, established 17 women's networks. The networks serve as platforms for women to participate and play an active role in mediation and reconciliation processes in local and regional communities. For example, a women-led Conflict Early Warning and Early Response Unit (CEWERU) was introduced within the network, and information sharing and alert systems were put in place to detect signs of conflict in advance and respond quickly. This process was also accompanied by awareness-raising on the role of women in cooperation with traditional and

<sup>&</sup>lt;sup>84</sup> The Federal Government of Somalia, 2022, Voluntary National Review 2022.

<sup>85</sup> https://www.c-r.org/accord/somalia/somali-women-and-peacebuilding

religious leaders in the region. In the same operation, religious leaders were trained on the importance of women's participation in peacebuilding, and activities were developed to challenge the practices of exclusion of women brought about by traditional social norms. In the women's network, capacity-building training on reconciliation and mediation was provided. This enabled network members to effectively engage in conflict resolution and mediation in their communities, strengthened the legal framework and policies to support these activities, and laid the groundwork for the recognition of women's networks as formal social actors.

## (4) South Sudan

In South Sudan, UNDP supported the JRC to ensure that women's voices were represented in its work. The JRC consulted 981 representatives (359 of whom were women) across South Sudan on issues such as redefining the judicial structure, diversity of judges and the role of constitutional courts in a federal system, which were important matters for women.<sup>86</sup> UNMISS had also conducted human resource development for peacebuilding at the local level, where 41% of all participants were women; UNMISS facilitated the Traditional Leaders Forum in Western Equatoria, where traditional leaders agreed to allocate 35% of leadership positions to women.<sup>87</sup>

South Sudan has also established state-level peace committees in partnership with the Ministry of Peacebuilding (MOP), the MOG, and the Peace and Reconciliation Commission, mainly with the support of humanitarian agencies. The committee consists of 20 to 25 members, including religious leaders, women leaders, traditional leaders, youth, and other community leaders. They are trained in basic response to conflict management, early warning, and reporting of conflict issues such as land disputes, natural resources, and local resources (water), as well as in providing psycho-social support (PSS).<sup>88</sup>

#### (5) Sudan

With regard to the participation of Sudanese women in the peace process, following the 2023 clashes between the Sudan Armed Forces (SAF) and Rapid Support Force (RSF), the Sudan Women's Dialogue Conference was organised for the international community with the support of UN Women and the AU to discuss women from different walks of life and their equal participation in the peace process, and have discussions on the development of a roadmap for peace and stability in Sudan. The outcome of the conference, the Kampala Declaration (2023), emphasised the importance of women in peacebuilding and proposed a comprehensive feminist vision for ending conflict and achieving sustainable peace. Specifically, the goal is for women to participate in peace negotiations and policymaking at a minimum rate of 50 per cent, and the legal framework for gender equality and the protection of women's rights is being strengthened. Currently, due to the significant constraints on the work of women's organisations within Sudan, UN Women provides training in Kampala, Uganda, for groups of Sudanese women CSOs that have fled outside Sudan, and from the UN Women office in Port Sudan for women CSOs that remain in Sudan. Activities are being implemented through online participation.<sup>89</sup>

<sup>&</sup>lt;sup>86</sup> UNDP, 2023, Annual Report Access to Justice, Security and Human Rights Strengthening Programme in South Sudan.

<sup>&</sup>lt;sup>87</sup> UN, 2022, Women Peace Security Highlights of UN Peace Keeping 2022.

<sup>88</sup> From the interview with IPCA, South Sudan.

<sup>&</sup>lt;sup>89</sup> From the interview with UN Women RO.

## (6) Uganda

In Uganda, various institutions and organisations have implemented training and programmes to promote women's participation in peacebuilding and conflict resolution. These efforts are particularly focused in border areas and conflict-affected regions. For example, peace committees have been established at the local government level where community members, including women, participate in peacekeeping and conflict resolution. These committees include representatives of police officers, local government officials, cultural leaders, religious leaders and CSOs. Organisations such as the Women's International Peace Centre (WIPC), a Ugandan NGO, and COACT1325<sup>90</sup> have conducted training<sup>91</sup> to develop women peace mediators. Training content includes conflict resolution methods, GBV response and how to use the Early Response Unit. In Uganda, a National CEWERU has been developed, and women peace mediators are using this system to collect and report data based on gender-based conflict indicators.

## 3.2.2 Challenges to Meaningful Participation of Women in the Horn of Africa

In the countries surveyed, the significance of women in peacebuilding and conflict resolution has begun to be emphasised, and a quota system has been established in these fields to promote women's participation and to develop women's human resources through planning activities and training. However, as described in Chapter 2, women have lower rates of school attendance and labour participation in each country, and vulnerable employment and NEET rates are higher for women. As noted at section 3.2.1, participation in the political sphere is not progressing, and the ranking of the proportion of women in technical and professional positions is particularly low in each country.

Factors that have caused to the above-mentioned lack of women's participation in decision-making include the neglect of education for girls due to social customs that favour early marriage, an over-reliance on care work, and a deep-rooted social prejudice that managerial and professional positions and occupations related to security, such as police and judicial officials, are reserved for men. In addition, in some countries, the legal system is disadvantageous to women in terms of their participation in economic and social activities. The following section summarises the legal systems and social and cultural constraints that prevent women's participation in decision-making in the target countries.

## (1) Djibouti

## 1) Legislative System

As mentioned in Chapter 2, Djibouti has ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and also ratified the Protocol on the Rights of Women in Africa (commonly known as the Maputo Protocol, 2003) under the African Charter on Human and Peoples' Rights (ACHPR) in 2005. It also ratified the Beijing Declaration 1995 and enacted a law

<sup>90</sup> COACT 1325 implements initiatives to improve women's peacebuilding skills through its Women's Leadership Programme. Specifically, the programme includes the establishment of multi-regional task forces (7-11 members) and leadership and conflict resolution training for women peace mediators and youth leaders.

The Women's International Peace Centre (WIPC) has trained 172 women and young peace mediators from conflict-prone areas such as Kotido, Moroto and Kampala. The main content is conflict monitoring, incident reporting and mediation techniques.

against violence on women in 2007. The law on quota system, which was enacted in 2018 to address the gender gap, the number of women in Parliament has increased (see 3.2.1).

However, gender imbalances in economic aspects that are not adequately covered by institutions remain a major challenge. The World Bank's assessment of eight areas (e.g., freedom of movement, freedom of choice of occupation) in Women, Business, and the Law 2024<sup>92</sup> reveals the challenges women face when doing business across the areas of remuneration, marriage, maternity/childcare and assets. Specifically, there are operations that restrict women and young people from working (Articles 111 and 112 of the Labour Code), maternity leave benefits are not 100% paid (Article 113 of the Labour Code), there are gender-based differences in inheritance and spouses' inheritance shares differ according to gender (Articles 113114, and 115 of the Family Code), as well as the fact that women are not allowed to hold patriarchal positions [Article 31 of the Family Code (Code de la Famille)]. These challenges are major barriers to women forming assets, a situation that requires improvement.

## 2) Socioeconomic Challenges

According to the Djibouti Country Gender Profile (2020) prepared by the African Development Bank (AfDB), there are intersectional inequalities against women and, although there is a progressive national legal framework, it is characterised by the fact that there are some aspects<sup>93</sup> that are not in line with international human rights conventions, particularly those on women. It notes that the underlying causes of gender inequality are the division of labour and asymmetrical social relations based on stereotypes about women and men, and the marginalisation of women. This means that men are expected to take on the role of managing household resources and decision-making, while women are expected to fulfil domestic and supportive roles. These inequalities are further exacerbated by poverty, which also has significant economic and religious consequences. The report also notes that the intersectional nature of gender inequality continues to disadvantage women, particularly those in rural areas who are less well educated and are more severely affected in terms of access to knowledge, property and power. This places women in an unequal position throughout society and consequently limits their empowerment.

## (2) Eritrea

# 1) Legislative System

Although Eritrea is a signatory to the Beijing Platform of Action (1995) in international law<sup>94</sup> and CEDAW was ratified in 1995. In domestic law, the Labour Law, the Land Reform Law and the Constitution provide for gender equality, but the Constitution itself has not been implemented, and the human rights report to the UN General Assembly in 2021 (paragraph 31) also identified a legal vacuum as a problem.<sup>95</sup> The same human rights report in 2020 (paragraph 23) also stressed the

<sup>92</sup> Economy Data (worldbank.org)

Djibouti signed the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1979, but reservations have been made on a number of important points. For example, laws on the role of the husband in the family and women's share of inheritance have been rejected for amendment because they are 'rooted in the country's higher sociocultural and religious values'.

https://evaw-global-database.unwomen.org/en/countries/africa/eritrea/2003/national-gender-and-action-plan--ngap-2003-2025

<sup>95 &#</sup>x27;Situation of human rights in Eritrea', Annual report of the United Nations High Commissioner for Human Rights and reports of the Office of the High Commissioner and the Secretary-General (12, May 2021) https://digitallibrary.un.org/record/3927715

importance of implementing and enacting the Constitution and reopening the Parliament<sup>96</sup> has been stressed.

The ministries responsible for guaranteeing women's rights are considered to be the Ministry of Labour and Social Welfare (MOLSW) and the Ministry of Health (MOH). In addition, a government-affiliated organisation, NUEW, has strong links with the current Government and is reportedly contributing to the advancement of Eritrean women.<sup>97</sup> NUEW had 200,000 members and 58 offices in Eritrea as of 2008. At the policy level, as noted in Chapter 2, a National Gender Policy and a National Gender Action Plan have been developed, and guaranteeing women's access to employment was also a goal of the I-PRSP (2004 - 2006).

## 2) Socioeconomic Challenges

According to the UNDP Eritrea Gender Equality Strategy 2022-2025<sup>98</sup>, the biggest challenge in Eritrea is the significant lack of statistical data to reveal gender issues, such as social customs, differences in hours of domestic work by gender and labour participation rates. This is due to factors such as the absence of gender-disaggregated statistics, the fact that the country has not updated its gender policy since 2004, and the fact that it has not formulated a NAP for WPS, as mentioned in previous section.

## (3) Ethiopia

## 1) Legislative System

As for the international framework, CEDAW was ratified in 1981, and the Maputo Protocol was signed in 2004. 99 In terms of domestic legislation, provisions pertaining to gender equality and affirmative action have been enacted in the Constitution, Labour Law, Revised Family Law, Labour Decree, Civil Service Decree and the Higher Education Decree.

However, gender disparities remain persistent and gender-related challenges are emerging in rural areas. For example, among traditional nomadic ethnic groups, there are some ethnic groups whose women do not have land ownership rights, and issues related to the distribution of land to widows persist. This suggests a situation where the legal framework on which employment is based is not fully developed. <sup>100</sup> Furthermore, the gender imbalance in the economic and technical sectors in Ethiopia is partly due to the lower economic literacy of women compared to men.

In the country, the Women's Bar Association operates a hotline to prevent harassment of women candidates during elections, and this initiative is considered to be important for both women's political participation and protection.

<sup>&</sup>lt;sup>96</sup> 'Human rights situation in Eritrea', Annual report of the United Nations High Commissioner for Human Rights and reports of the Office of the High Commissioner and the Secretary-General (11, May 2020) https://undocs.org/a/hrc/44/23

<sup>&</sup>lt;sup>97</sup> Historical background of one-third of the Eritrean People's Liberation Front (Eritrean Peoples' Liberation Front) being female soldiers at independence. (US Department of State, Country Report on Human Rights Practices 2015 - Eritrea, 13 April 2016).

https://www.undp.org/sites/g/files/zskgke326/files/2023-03/Final%20UNDP%20Eritrea%20Gender%20Equality%20Strategy%202022-2025 0.pdf

<sup>99</sup> https://www.maputoprotocol.up.ac.za/countries/countries-table

JICA, March 2022, JICA Africa Region: Data collection survey for employment environment surroundings the vulnerable population in the Horn of Africa.

## 2) Socioeconomic Challenges

In the agricultural sector, women's contribution is estimated to be 70~80% across the IGAD region, with women in rural Ethiopia in particular, reported to bear an extremely heavy workload around the harvest season. 101 In 2020-21, 28.2% of women aged 10 years and above were in the agricultural sector and 17.1% in the non-agricultural sector engaged in unpaid work. The government is taking measures to reduce the amount of time women spend in unpaid work, including the establishment of day care facilities within government institutions and the introduction of time and labour-saving technologies. 102

Ethiopia is also experiencing increasing difficulty in accessing resources due to the combined effects of conflict and drought conditions. Women's livelihood activities and domestic work burdens tend to increase as men migrate in search of economic opportunities or join the conflict as combatants. It has been reported that women in IDP camps engage in 12 to 18 hours of unpaid domestic work per day. 103

Ethiopia has a traditional mutual aid organisation, Idir<sup>104</sup>, which acts as a safety net within the community and provides support for community development, weddings and funerals, widows and orphans, etc., and it is customary for one head of household to be represented at the Idir decision-making meetings. However, in most cases, male heads of households are present and make decisions at the community level, which means that women have extremely limited opportunities to participate in decision-making.

## (4) Kenya

## 1) Legislative System

International legal rights include the National Gender and Equality Commission (NGEC) Act and the Sexual Offences Act, based on the ratification of CEDAW (1984). The Solemn Declaration of Gender Equality in Africa (2004) was also ratified in 2004 and the Maputo Protocol in 2010.

A study by the International Federation of Women Lawyers (FIDA)<sup>105</sup> also points out that there are aspects of customary law and out-of-court dispute resolution procedures that continue to oppress women and discriminate against them on the basis of gender. According to the National Council for Administration of Justice (NCAJ), stakeholder committees in the justice sector (Court Users' Committee) are also used in the sector on gender equality, but it is noted that their functions need to be strengthened.

#### 2) Socioeconomic Challenges

According to a report by UN Women<sup>106</sup>, despite Kenya's advanced legal system among African countries and the promotion of policies for gender equality and frameworks for affirmative action

<sup>101</sup> IGAD, 2014, IGAD Gender Strategy and Implementation Plan 2016- 2020 Volume 1: The Framework, Ethiopia Gender Affairs Baseline Report.

https://hlpf.un.org/sites/default/files/vnrs/2022/VNR%202022%20Ethiopia%20Report 1.pdf

<sup>&</sup>lt;sup>103</sup> UN Women, 2023, Rapid Gender Assessment Final Report (Afar, Amhara, Oromia, Somali and Tigray Regions).

<sup>104</sup> https://www.fmreview.org/eastoncalabria-abadi-gebremedhin/

<sup>&</sup>lt;sup>105</sup> FIDA, 2023, Annual report.

https://africa.unwomen.org/sites/default/files/2024-03/kenya policy brief country gender equality profile cgep 2024 in brief revised.pdf

towards gender equality, the underlying causes of the development challenges that women and girls face in diverse contexts are deeply-entrenched and rigid social and gender norms that position men and boys superior to women and girls have been reinforced at home and in the community.

At the Time use survey, also conducted by UN Women in 2023, shows a large gender gap in unpaid care work as a factor hindering women's economic independence in Kenya. Women spend 18.7% (4 hours 30 minutes) of their day in unpaid care and domestic work, compared to 3.6% (54 minutes) for men. For both men and women, the proportion of time spent on unpaid domestic and care work tends to be slightly higher in urban areas than in rural areas.

#### (5) Somalia

## 1) Legislative System

Rights under international law, the Protocol to the ACHPR on the Rights of Women in Africa (commonly known as the "Maputo Protocol") (2003) was signed in 2006 but has not been ratified yet.<sup>107</sup>

Somalia aimed to ratify the CEDAW (1979), through its Action Plan for the Implementation of the Human Rights Roadmap (HRRM) for Somalia (2015-2016), but it had not been ratified or signed as of 2022. The Constitution (Somalia's Provisional Constitution, 2012) provides in Article 24 (5), inter alia, that women workers shall be protected from discrimination and other forms of discrimination and that all labour laws shall comply with gender equality in the workplace. However, the lack of mechanisms to embody these equality clauses was also identified as an issue in the Draft of National Gender Policy (Draft of National Gender Policy 2015), as well as the lack of employment opportunities for women. Therefore, in the Draft Gender Policy, the strategies include increasing the proportion of women in the National Chamber of Commerce, creating a fund for women, introducing a quota system for the employment of women at decision-making and high management levels, and creating vocational training schools.

In addition, the Labour Code (1972) stipulates in Articles 3 and 70 that remuneration is equal regardless of gender, nationality and other factors. However, equality in the nature of work has not been achieved, as article 88 of the same law states that women are not allowed to do night work in industry, commerce and agriculture. The aforementioned World Bank publication called Women, Business and the Law 2024<sup>110</sup> shows Somalia scoring low, with factors contributing to low scores across all eight areas, but a particular challenge is the marriage indicator, where women cannot be heads of households in the same way as men, and their rights to divorce and remarriage are also restricted (Articles 4(2), 36(1), 22(3)(d), 23(2)(c), 48 and 50 of the Family Law Act 1975). Also, in terms of assets, a gender gap exists in inheritance rights because the Constitution prohibits laws that are not compatible with Sharia (Article 2(3)), and ratings in the area of remuneration are also low due to the aforementioned disparities in the nature of work. Maternity leave is not 100 per cent compensated (Article 91(2) of the Labour Code).

Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa | African Union (au.int)

<sup>108</sup> State and Non-State Parties to CEDAW (iwraw-ap.org)

<sup>109</sup> Draft-of-National-Gender-Policy-4.pdf (mwhrd.gov.so).

<sup>&</sup>lt;sup>110</sup> Economy Data (worldbank.org)

## 2) Socioeconomic Challenges

The Somalia Country Gender Profile (2022) prepared by AfDB indicates that in Somali society, where strong patriarchal influences persist, women's roles are traditionally limited to the home and their participation in public decision-making processes is constrained. These social norms have been identified as making it difficult for women to be involved in politics and economic activities. It is also noted that the lack of role models and mentors to encourage women's leadership contributes to discouraging women's own participation. In the political arena, women's representation remains low, particularly in Somaliland and Puntland, where the percentage of female members of parliament (MPs) is less than 1.5 %. Religious and cultural interpretations also reinforce resistance to women's empowerment and contribute to slow progress in implementing legislation and policies that advance gender equality. In addition to these challenges, the widespread prevalence of violence against women, particularly domestic and sexual violence, is a serious obstacle to women's participation in society.

#### (6) South Sudan

#### 1) Legislative System

With regard to international law, South Sudan ratified CEDAW in 2014 and the Maputo Protocol of 2003 in February 2023 after a long delay in ratification, although it was signed in 2013. In addition, in Women, Business and the Law 2024, maternity and childcare, assets and pensions are particularly under-rated in South Sudan. This is due to inadequate maternity and paternity leave systems, gender differences in spousal inheritances with regard to assets, and underdeveloped pension provisions. On the other hand, the existence of labour law provisions prohibiting discrimination and mandating equal remuneration has resulted in a relatively high rating in terms of work environment and remuneration.

In national legislation and policies, Article 16 of the 2011 Constitution enshrines women's rights and provides for gender equality, equal pay and affirmative action. In addition, the 2017 Labour Law provides for equal remuneration for work of equal value (Article 8), prohibition of discrimination based on gender (Article 6(3)(e)) and sexual harassment (Article 7). In terms of policy, the Gender Policy sets out a policy for gender equality and women's empowerment in all policies and projects in government, the private sector and civil society, and the National Development Strategy also includes a commitment to gender equality. Furthermore, R-ARCSS provides for the implementation of a quota system with 35% of the executive branch to be women (1.4.4, 1.12.2), the protection of women and vulnerable groups (2.1.10.12) and the provision of administrative services to women and widows affected by conflict (3.1.2.2).

Although the introduction of the quota system has increased the number of female staff in public office, the number of female staff at decision-making level remains low and the introduction of the system alone is not sufficient to address this issue. To improve this situation, there is a need for quality training and services for women officers. In addition, the gap between urban and rural areas is widening as female officers are shying away from working in rural areas due to security concerns, work environment issues and nonpayment of salaries by the government. <sup>111</sup> In addition, the development of management-level female officers in prisons, lack of female police role models in the

<sup>&</sup>lt;sup>111</sup> From the interview with the Ministry of Justice, South Sudan.

police<sup>112</sup> and lack of senior leadership have also been identified as challenges. On the other hand, initiatives such as the campaign against harassment have been implemented, and the R-ARCSS also specifies the creation of a Women's Entrepreneurship Development Fund (4.15.1.5).

In addition, South Sudan is a member of the East African Community (EAC) and a member of the regional support initiatives which monitor the East African Community Gender Equality and Development Bill (2016) and the Beijing Platform for Action (BpfA<sup>113</sup>) which upholds gender equality and women's empowerment.

## 2) Socioeconomic Challenges

The South Sudan Country Gender Profile (2023) prepared by AfDB notes that the political system in South Sudan is based on patriarchy and women are often excluded from public life. The proportion of female parliamentarians remains dominated by male, with only 26.2% of parliamentarians being female.

Low literacy rates and lack of educational opportunities also hinder women's political leadership. On the economic front, women's economic empowerment is also slow, with many women working in informal employment or in agriculture, where access to resources is limited and the diffusion of modern agricultural technologies to increase productivity is slow. For example, only 10% of users of farming services are women, despite the fact that approximately 80% of farmers are women. In addition, women have limited opportunities to be involved in agricultural decision-making, which reduces the efficiency and profitability of farming.

Furthermore, SGBV is a fundamental problem in South Sudan, where women and girls are particularly vulnerable. As noted in Chapter 2, the prevalence of sexual violence in conflict zones is a major factor hindering women's participation. Furthermore, there are significant gender disparities in education, with girls in particular having limited access to education (between 2010 and 2018, the total enrolment rate in secondary education was 11%, with girls accounting for only 7.7% of the total number enrolled).

#### (7) Sudan

#### 1) Legislative System

As for rights under international law, in April 2021, the Cabinet approved the adoption of CEDAW and the Protocol to the ACHPR on the Rights of Women in Africa (commonly known as the Maputo Protocol) (2003).<sup>114</sup>

In terms of freedom of movement and choice of occupation, the Muslim Personal Status Act 1991 imposes restrictions on movement and employment only for women, and there are no penalties for sexual harassment. Equal remuneration and equal work content are not achieved under labour law, and the Civil Registration Act 2001 and the Muslim Personal Law Act of Sudan (1991) provide for inequalities in terms of women becoming heads of households, marriage, divorce and remarriage.

<sup>112</sup> From the interview with National Prison Service, South Sudan.

<sup>113</sup> EASSI | The Eastern African Sub-Regional Support Initiative for the Advancement of Women

<sup>114</sup> The Maputo Protocol was signed in 2008.

This situation is also reflected in adult literacy rates (56% for women aged 15 and over; 65% for men, with large regional disparities), low female labour participation rates (29.4%) and high unemployment rates (28.8%).

## 2) Socio-economic Challenges

According to a UN Women survey<sup>115</sup>, in Sudan, social practices are traditionally strong in which women are solely responsible for domestic and care work, with 96% of women reporting that they spend more than 40 hours each week on unpaid activities such as housework, childcare, firewood and water procurement. Furthermore, 46% of women who responded to the survey in the region, South Kordofan Oblast, reported that they spend more than 80 hours per week in unpaid work. This "time poverty" significantly reduces the time women spend participating in income-generating activities, education and community activities. The survey also found that due to limitations in women's decision-making and participation in their communities, 73% of women who responded to the survey said that the local government is not aware of their needs and is not implementing policies and activities that meet their needs, and 53% of women said that they are able to influence decision-making in the communities to which they belong.

## (8) Uganda

## 1) Legislative System

As for rights under international law, CEDAW was ratified in 1985. The lack of a CEDAW report since 2010 was problematic, but it was submitted in 2017 (Inter-Parliament Union). It ratified the Maputo Protocol in 2010; the AU's Solemn Declaration on Gender Equality in Africa (SDGEA) (2004) was signed in 2004 and the report submitted in 2017. In addition, based on the SDGEA, the AU decided to create the African trust fund for women and is working with NGOs such as the African Women's Development Fund 117, which has an office in Uganda.

Uganda is also a member of the EAC and therefore a member of the Association for Women's Rights in Development (AWID), and monitoring the BpfA, which sings for women's empowerment and gender equality.<sup>118</sup>

Gender-related national legislation includes the Constitution, Refugee Law, Employment Law, National Social Security Policy, Employment Sexual Harassment Law and Inheritance Law. In addition, there are systems such as women's Rota in each electoral district, but ensuring their effectiveness is a challenge.

Despite some legal challenges, such as lack of maternity leave, Uganda scores high in Women, Business and the Law 2024 index<sup>119</sup>, which measures indicators related to women's participation in business, with a score of 83.8 points (out of 100). After the outbreak of COVID-19, the government

<sup>115</sup> UN Women, 2016, Supporting Women's Empowerment and Gender Equality in Fragile States: research brief - Sudan

<sup>116</sup> Implementing CEDAW in Uganda | Inter-Parliamentary Union (ipu.org)

Home - The African Women's Development Fund (awdf.org)

<sup>118</sup> EASSI | The Eastern African Sub-Regional Support Initiative for the Advancement of Women

<sup>&</sup>lt;sup>119</sup> Economy Data (worldbank.org)

declared its intention to provide social security to the population, including vulnerable groups, but it is said that the legal framework, policy linkages, and the work environment need to be improved.<sup>120</sup>

## 2) Socio-economic Challenges

According to a survey conducted by the Uganda Bureau of Statistics (UBOS) on violence against women, in both urban and rural areas, women are engaged in long hours of unpaid domestic work (20 hours per week), almost twice as long as men (10 hours per week), a situation which places significant time constraints on their various external activities, including economic and community activities. In Uganda, although there are differences from region to region, violence is widely accepted as an appropriate method of resolving spousal conflicts, the perception that men have the right to exercise power and control over women based on the institution of bride dowry, and the continued early marriage of girls under 18 years of age (child marriage), while the large age gap between married couples due to the late marriages of men and women is a factor that is seen as low status for women.<sup>121</sup>

In addition, a survey conducted by a research team from the Rotary Peace Centre at Makerere University on barriers to women's engagement in the police sector within the Uganda Police Force<sup>122</sup> found that the biggest challenge is domestic constraints, where women are culturally and socially expected to take on childcare and domestic roles, making their participation in peacekeeping operations have been found to be difficult. Assignment criteria also disadvantage women, requiring specialised skills such as manual vehicle driving skills, ICT skills and conflict analysis, which many women do not possess, but are perceived as male tasks by social convention, limiting the number of female police officers with these skills. Furthermore, the selection process is complex and costly<sup>123</sup>, and women police officers, especially in rural areas, have limited access to information, resulting in unequal opportunities for participation. Gender-based prejudices and stereotypes also hinder women's advancement in workplaces that are considered male-dominated.

# 3.3 Maintaining and Building Peace, Preventing Conflict and Preventing GBV and Human Rights Violations in Conflict Situations (Prevention)

## 3.3.1 Conflict Prevention

As mentioned above, FemWise-Africa was established as part of the AU's Peace and Security Architecture of the African Union (APSA) as an African-wide framework. FemWise-Africa is an African women's network in conflict prevention and mediation. The AU Peace and Security Council (PSC) approved its establishment on 13 March 2017, and it was officially set up at the AU Summit on 4 July of the same year. FemWise-Africa is a strategic organisation responsible for shaping policy

122 Rotary Peace Centre, 2023, Report on Results of the Measuring Opportunities for Women in Peace Operations (MOWIP) Assessment.

<sup>120</sup> ICRW, Rebuild Policy Brief "Expanding Social Protection to Informal Women Workers for Better COVID-19 Recovery in Uganda".

<sup>&</sup>lt;sup>121</sup> UBOS, 2022, National Survey on Violence in Uganda.

The process involves the submission of application forms, interviews and various tests (e.g., driving skills, physical competence, medical tests, etc.). Furthermore, as the selection takes place in Kampala, female police officers living in rural areas have to bear their own travel and accommodation costs, which are a financial burden. Specifically, applicants reportedly incur costs of approximately USD 530 to USD 2,100 in interviews and travelling to the training centre. These excessive costs make participation difficult, particularly for low-income female police officers, and consequently limit their access to the selection process.

and promoting women's participation in peacebuilding. The organisation, which accepts individual and institutional membership, comprises a Steering Committee, which provides strategic guidance, a Plenary Meeting and a Secretariat.

Meanwhile, IGAD has adopted a RAP under UNSCR 1325 to promote gender equality in peace and security. In response, IGAD's MSU has developed a programme to actively involve women in mediation and negotiations. As a result, women have greater influence in policy development and the implementation of peacebuilding programmes, their voices are more widely heard, and their contributions have increased.<sup>124</sup>

In terms of conflict prevention, early warning, human resource development for mediation and arbitration, awareness-raising and peace education on GBV are the main initiatives of the governments of the target countries, international organisations and donors.

## (1) Djibouti

In Djibouti, USAID had supported in developing and monitoring the NAP for WPS, and as part of this, a workshop on NAP progress and issue sharing was held in June 2024.<sup>125</sup> In the report of that event, innovative approaches by women to promote peace were discussed in the session "Innovative Approaches to Peacebuilding", and the role of youth in sustaining peace and promoting a culture of peace was discussed in the session "Contribution of Youth to Sustaining Peace".

In addition, in the FEMWISE activities implemented with AU support, training in conflict prevention and arbitration is provided to rural women in collaboration with CSOs in rural areas, and information and good practices were shared with similarly trained women's groups in neighbouring countries to share information and share good practices.<sup>126</sup>

#### (2) Eritrea

For Eritrea, women's participation in peacebuilding was not confirmed in the main literature, but organisations such as the NUEW founded in 1979, and the Network of Eritrean Women founded in 2013, work to advance women's rights, including response to SGBV.<sup>127</sup>

## (3) Ethiopia

A study of conflict-affected areas conducted by UN Women in 2023 <sup>128</sup> included focus group discussions (FGDs) on constraints to women's participation in decision-making and leadership. The report noted that in Ethiopia, participation in decision-making and leadership is heavily influenced by gender norms, beliefs and practices. In FGDs targeting adult women and girls, lack of education, lack of opportunities and lack of female role models are identified as constraints at the individual level. On the institutional and social systems, formal and informal rules and implicit expectations of women's roles limit women's participation in these situations. Women's roles in post-war

American Friends Service Committee (AFSC), 2023, Inclusion of women in peacebuilding processes (negotiation and mediation): Women's peace and security agenda.

https://www.usaid.gov/djibouti/press-release/jul-03-2024-ministry-women-and-family-and-usaid-organize-national-conference-womens- participation-peacebuilding-djibouti

From the interview with an official in charge of FEMWISE, Ministry of Youth and Culture, Djibouti.

<sup>127</sup> See Footnote 126.

<sup>&</sup>lt;sup>128</sup> UN Women, 2023, Rapid Gender Assessment Final Report (Afar, Amhara, Oromia, Somali and Tigray Regions).

peacebuilding processes, conflict mitigation and development strategies are few or neglected, and the role of women and girls is also limited and often non-existent in local customary institutions and committees. Women's perspectives remain under-estimated in the design of peacebuilding and transitional frameworks, plans and policies, and access to post-conflict services and support platforms is also noted to be inadequate.

While SGBV and various social conventions hinder women's participation in peacebuilding, in 2020, Ethiopian Women's Organisation had established the Coalition for Women's Voice in the National Dialogue. The Coalition has developed an agenda for women, which calls for the need for the national dialogue to be inclusive and prioritise women's needs and perspectives, among other things. In addition, in August 2021, the AU appointed Ms Phumzile Mlambo-Ngcuka, former Vice-President of South Africa, as one of three eminent persons to facilitate the Agreement on Permanent Peace and Cessation of Hostilities, which was signed on 2 November 2022 by the Government of the Federal Democratic Republic of Ethiopia and TPLF. 129

In addition, as described in section 3.2.1(1), local women are also involved in works of Mothers for Peace such as preventive activities through early warning and mediation of conflicts, and in awareness-raising activities through peace education.

# (4) Kenya

In Kenya, examples of women acting as intermediaries in community conflict prevention and peacebuilding can be identified. For example, through the Northern Kenya Integrated Development Project of the Finland Church Association's (FCA), women are being trained to take on leadership roles within their communities, reducing local tensions and promoting long-term development and livelihood opportunities. In Kenya's Kerio Valley, in response to the long-running conflict between the Pokot and Marakwet tribes, women trained by the project are discussing the root causes of the violence through "discussion circles" and developing strategies to promote peace. Through peaceful protests by the women and mediation with village elders, the safety and quality of life of both communities have improved significantly and the peaceful situation continues. 130

#### (5) Somalia

In some areas of Somalia, women have established peace committees to lead dialogue to resolve local conflicts. These peace committees are responsible for mediating conflicts between different ethnic groups and clans and preventing the escalation of violence. In Somaliland and Puntland, for example, women leaders have gained the trust of local communities, and several conflicts have been peacefully resolved through their mediation.

The cases of Somali women's contribution to local peacebuilding in Wadajir district in Mogadishu, Somalia are also reported. Specifically, it is clear that women play a significant role in regional stability and peacebuilding through their work in the security forces, organising peace conferences, reaching out to traditional leaders, providing food aid and participating in demonstrations. It is also

American Friends Service Committee (AFSC), 2023, Inclusion of women in peacebuilding processes (negotiation and mediation): Women's peace and security agenda.

https://www.kirkonulkomaanapu.fi/en/latest-news/articles/women-taking-the-lead-in-ending-the-conflict-in-kenyas-kerio-valley/

noted that women also play a key role in conflict resolution, particularly through non-violent methods and as policymakers and counsellors. In social reconciliation, examples have also been identified where women have made significant contributions through large-scale campaigns, signing peace agreements and supporting victims.<sup>131</sup>

The WPP in Somalia, implemented by UNDP, UN Women and UNSOM from 2021 to 2024, had established 17 women's networks. The networks serve as platforms for women to participate and play an active role in mediation and reconciliation processes in local and regional communities.

Specifically, a women-led early warning system has been introduced within the network. This system involves information sharing and vigilance systems to detect signs of conflict in advance and respond quickly. The process involves working with traditional and religious leaders in the region to raise awareness about the role women should play. For example, religious leaders have been trained on the importance of women's participation in peacebuilding, and activities have been developed to challenge the practices of exclusion of women brought about by traditional social norms.

In addition, capacity-building training on reconciliation and mediation was conducted in the women's network. This has enabled network members to effectively engage in conflict resolution and mediation in their communities. In addition, legal frameworks and policies were strengthened to support these activities, laying the groundwork for the recognition of the women's network as a formal social actor.

## (6) South Sudan

Women in South Sudan called for greater accountability for sexual violence in the conflict and the need for transitional justice. As a result, a recommendation was made by the Government of South Sudan and the AU for the establishment of a hybrid court, combining foreign legal talent with domestic judicial elements, a special judicial body to hold people accountable for human rights violations and war crimes that occurred during the civil war.

According to a UNDP report <sup>132</sup>, during the 2013-2016 conflict, women began to change their traditional role of performing domestic tasks within the household, as many men joined the fighting, and women became engaged in economic activities such as farming and small businesses to support the livelihoods of their families. This gave women more opportunities to be involved in decision-making within the family and to take on leadership roles within the community as a whole. Women are also increasingly leading dialogue to promote peace in conflict-affected communities, and examples of women's groups and CSOs lobbying for the inclusion of women's rights and specific provisions in peace agreements have been identified. Many women have participated in peacebuilding processes and promoted social and political change, for example, by encouraging other women to participate in elections. These activities have so far mainly been undertaken by women<sup>133</sup> who have had the opportunity to be trained by donors in urban areas, and poor women with low levels of

Ali, Musa, 2022, The Role of Somali Women in East Africa Regional Peace Building: A Case of Wadajir District in Mogadishu, Somalia.

<sup>132</sup> UNDP (n.d) Study on the Traditional and Changing Role of Gender and Women in Peacebuilding in South Sudan.

<sup>133</sup> UN Women provides leadership training for women in South Sudan, including peacebuilding. https://africa.unwomen.org/en/news-and-events/stories/2016/06/capacity-building-training-for-young-south-sudanese-women-in- transformational-leadership.

education in rural areas tend to be self-deprecating, for example, lacking confidence in public activities, and are often not involved in peacebuilding activities, such as conflict prevention. In many cases, they do not participate in peacebuilding activities such as conflict prevention.

#### (7) Sudan

Women have played a significant role in the protest movement in Sudan's 2019 democracy movement, but their role has been increasingly restricted as the conflict has intensified since April 2023. Social repression, such as the prevalence of GBV and the ban on forming unions, has worsened and women's political and social influence has weakened due to fear of persecution. Women are likely to continue their peacebuilding activities anonymously or clandestinely, but they are no longer overtly active for fear of persecution and their activities can no longer be confirmed by a literature review.

# (8) Uganda

In Uganda, Ms. Betty Bigombe was the chief negotiator for formal talks between the Government of the Republic of Uganda and the Lord's Resistance Army (LRA) in 2004. She facilitated an agreement for the LRA to participate in the Juba peace talks, accelerating the peace process and enabling peacebuilding activities to continue at the community level in the affected areas of the country.

In addition, from the 2000s to around 2010, Ugandan women played a significant role in peacebuilding in their communities, particularly in the Acholi, Lango and Teso regions in the north, where they have a track record of working to end the conflict with the LRA, including persuading their sons and husbands. These efforts at the grassroots level were an important contribution towards ending the conflict. 135

COACT1325, an Ugandan NGO, has also trained 80 women mediators in Kasese, Amuria, Kaberamide, Kiegegwa, Yumbe and Kitgum districts, 24 of whom have been elected to peace committees in five sub-counties of Kasese County, namely: Mariba, Kistwamba, Bugoe, Kilembe and Karambi, where 75 members (men and women) have been trained. Training and drills in early warning of conflict are also being conducted by NGOs, as described in 3.2.1(6).

#### 3.3.2 Conditions of GBV in Each Country (Peacetime)

As noted above, protection in UNSCRs on WPS is dealt with an emphasis on efforts relating to protection against violence against women and girls (VAWG) in times of conflict, but many of the Horn of Africa countries' NAPs and LAPs for WPS whose contents have been verified, provide for a plan of action as "Protection against all forms of violence against women".

In interviews with several stakeholders working on the WPS, it was pointed out that in Horn of Africa countries, there is no end to cases of sexual violence in daily life, such as when girls go to school or women fetch water, that the practice of child and forced marriage persists and partner violence is tolerated, that women are subjected to physical and verbal violence during political activities such as

<sup>134</sup> From the interview with the JICA Sudan office.

https://eagle.co.ug/2024/03/18/ugandas-experience-brought-to-bear-as-minister-amongi-preaches-role-of-women-in-peace-promotion-at- un-security-council/.

<sup>&</sup>lt;sup>136</sup> COACT, 2021, Annual Report 2021.

electioneering. The background can be imagined that the social environment is noted to be neither peaceful nor stable for women, even in conflict-affected countries or those not directly in conflict.

This section therefore summarises the current situation and challenges, with a focus on the aim of each country's NAP for WPS to achieve the eradication of all forms of violence against women in societies in the Horn of Africa, where women feel peaceful and safe.

Globally, according to 2018 data, 13% of women aged 15-49 years had been physically and/or sexually violated by their partner in the past 12 months and 27% had been physically and/or sexually violated by their partner at least once in their lifetime. Table 2-10 shows, many countries in IGAD did not have data in the first place, but those that had data show much higher rates of IPV compared to the global average (e.g., the rates of physical and/or sexual violence by a partner in the past 12 months are 27% in Ethiopia, Kenya 23%, Sudan 17%, South Sudan 27% and Uganda 26%. (Data extracted from Table 2-14)).

Risk factor analysis of IPV (including physical, sexual and psychological IPV) in East Africa, including Ethiopia, Kenya and Uganda, shows that husbands tend to control their wives' behaviour, wives themselves accept that husbands can hit their wives if they have a reason (e.g. if they talk back to them or refuse to have sexual intercourse), and that the husband's consumption of alcohol increases the risk of IPV. It has also been suggested that women with unintended pregnancies are at higher risk of IPV, but that unintended pregnancies themselves may be marital rape. On the other hand, women with higher levels of education and who have decision-making power over, for example, visits with relatives, tend to be at lower risk of IPV.<sup>138</sup>

In Africa, economic violence against women (restricting access to economic resources and putting them under economic control) has not been recognised as IPV for a long time and data are not well developed.<sup>139</sup> For example, a study in Ethiopia found that 27% of women visiting a maternity health clinic experienced violence, such as their husbands not giving them money to live on, and in Kenya, 91.1% of women who experienced other forms of IPV experienced economic control, indicating that women have to be economically dependent on their partners.<sup>140</sup>

In addition, child marriage and FGM, as harmful traditional practices, which are also forms of GBV, are prevalent among the target countries of the Survey, and national responses have focused on these issues (see 2.5.1 for more information).

# 3.3.3 Status of and Challenges in the Development of Policies and Legislation on GBV and Prevention of Human Rights Violations

Policies and laws on GBV have preventive value by informing society that GBV is unacceptable behaviour and enabling perpetrators to be punished.<sup>141</sup> The state of development of laws on GBV in each of the target countries is described in Chapter 2, and this chapter provides details of the laws and

WHO, 2021, Violence against women prevalence estimates, 2018: global, regional and national prevalence estimates for intimate partner violence against women and global and regional prevalence estimates for non-partner sexual violence against women.

https://bmcwomenshealth.biomedcentral.com/articles/10.1186/s12905-022-01656-7

<sup>&</sup>lt;sup>139</sup> ajol-file-journals 221\_articles\_261014\_65789541034a6 (2).pdf

<sup>&</sup>lt;sup>140</sup> SEA\_Economic-Abuse-A-Global-Perspective\_Annex.pdf (survivingeconomicabuse.org).

UN, 2022, Framework for the prevention of conflict-related sexual violence.

the challenges in policy and implementation. It is also noted in each country that, regardless of the state of development of legislation, there are challenges in adjudicating cases of GBV in customary law and within the community.

In East Africa, the challenge of dealing with cross-border FGM, where FGM is practised in neighbouring countries across borders to avoid prosecution in the home country, has led four countries - Kenya, South Sudan, Tanzania and Uganda - to enact the East African FGM Prohibition Act and align laws, policies and strategies to prosecute perpetrators by arrangements to be implemented in cooperation. Similar efforts have been made between Ethiopia, Kenya, Somalia, Tanzania and Uganda.

# (1) Djibouti

In cases of FGM and sexual assault, where civil proceedings may be brought at the same time as criminal proceedings, subject to conditions. However, harassment and intimidation of NGOs, human rights activists, journalists, judges and others who do not comply with government orders have been reported.<sup>144</sup>

#### (2) Eritrea

In Eritrea, there is little publicly available information, but according to the US reports, Child Rights International Network (CRIN) report and Office of the High Commissioner for Human Rights (OHCHR) report, a law banning female genital mutilation/cutting (FGM/C) of women and girls was passed in 2007 (Decree No. 158/2007 aimed at abolishing FGM) and awareness raising campaigns at local level targeting religious and community leaders are reportedly being carried out.

According to government reports, certain areas and sub-zones are considered to have no FGM/C at all. The local UN representative confirmed that the government takes FGM/C seriously as a problem and is taking credible action to combat the practice. The United Nations Population Fund (UNFPA) worked with the Government and other organisations, including the NUEW and the National Union of Eritrean Youth and Students (NUEYS), on various educational programmes to combat the practice. However, according to the report, the law does not specifically criminalise sexual harassment.

#### (3) Ethiopia

In Ethiopia, the implementation of the amended Family Law, which stipulates, inter alia, the consent of both spouses (Article 6), respect and support between spouses (Article 49), equal rights in the management of the family (Article 50) and the obligation of fidelity by both husband and wife (Article 56) to constitute a valid marriage, is considered a major step forward regarding GBV in Ethiopian law.

Although the current Constitution states that dowry is not required for civil marriages (Article 34 (2)), many women are forced into customary marriages in accordance with the dowry system known as

https://www.fgmcri.org/media/uploads/Country%20Research%20and%20Resources/South%20Sudan/south\_sudan\_short \_report\_v1\_(june\_2020). pdf

ttps://esaro.unfpa.org/sites/default/files/pub-pdf/policy\_brief\_on\_cross-border\_fgm\_web.pdf

https://archive.crin.org/en/library/publications/djibouti-access-justice-children.html

t'elosh, and cases where women do not give their consent and cases of young marriage are also a problem which the Bar Association is consulted.<sup>145, 146</sup>

Although the Criminal Code (Criminal Code 2005) defines rape and others as crimes, there is a situation where forced sexual intercourse between married couples is not explicitly defined as a crime. In addition, department in charge of gender at the MOJ has identified the following five as priority issues. First, there is a lack of data collection and management functions. Second, OSCs lack personnel and training materials and need to strengthen their response capacity. Third, it is noted that forensic guidelines are underdeveloped and the knowledge of those involved is inadequate. Fourth, although Child Friendly Courts exist, the lack of functioning GBV-specific courts is a challenge. Fifth, there is a lack of shelters to protect victims.<sup>147</sup>

In addition, the Women's Bar Association operates a free legal advice hotline, which is available in four languages - Amharic, Oromo, Tigrinya and English. The hotline receives about 15 consultations per day, and the current operational structure is that the three staff members in charge are lawyers with a law degree (Lawyer before Attorney qualification), who provide consultation services under the guidance of the Legal Coordinator. The staff members are also responsible for providing consultation services under the guidance of the Legal Coordinator. A dedicated hotline for dealing with harassment during the election period is also under operation.

## (4) Kenya

The Sexual Offence Act (2006, amended 2014) criminalises GBV broadly. Victims are protected under the Victim Protection Act (2014) and provided with support services.

GBV perpetrator punishment and survivor support are issues of interest to all agencies, and NCAJ has also identified SGBV as a priority for this year<sup>148</sup> and PWDs support as a priority for the next year. A database of SGBV cases is also being discussed.<sup>149</sup>

From the perspective of legal support, the protection of women is intricately linked to the protection of children and the two are inextricably linked. In addition to traditional court support through representation of advocates, the Women's Bar Association provides lectures to women on how to deal with parties when they face children's trials and tribunals related to family issues. <sup>150</sup> The Bar Association's current core agenda is to strategically focus on children's rights and SGBV, in particular promoting initiatives aimed at fast-tracking children's cases. In this way, it aims to strengthen the legal protection of women and children. <sup>151</sup>

## (5) Sudan

The Criminal Code was amended in 2015 to clarify the definition of rape (Article 149). Previously, the strict standard of proof applicable in cases of adultery (zina) had been applied to rape cases, but

<sup>&</sup>lt;sup>145</sup> From the interview with Ethiopian Lawyers Association.

<sup>&</sup>lt;sup>146</sup> Jembere, A, 2000, An Introduction to the Legal History of Ethiopia: 1434-1974. Lit Verslag.

<sup>147</sup> From the interview with the Ethiopian Ministry of Justice.

<sup>&</sup>lt;sup>148</sup> From the interview with Kenya FIDA, LSK, NCAJ and OAG.

<sup>&</sup>lt;sup>149</sup> From the interview with NCAJ, Kenya.

<sup>&</sup>lt;sup>150</sup> From the interview with Kenya FIDA, LSK.

<sup>&</sup>lt;sup>151</sup> From the interview with NCAJ, Kenya.

this amendment eliminated the confusion between rape and adultery (zina) that existed in traditional rape offences. 152

# (6) South Sudan

The relevant law pertaining to GBV in South Sudan is the Penal Code (Penal Code 2008, Section 247), which criminalises GBV, including rape. However, it explicitly excludes forced sexual intercourse between husband and wife from the definition of rape, regardless of the degree of violence involved. Forced sexual intercourse between husband and wife is not illegal, but the violence that accompanies the act may constitute a separate offence. Another problem is that some cases are tried under customary law rather than under the Criminal Code. The Protection Unit within the police is conducting awareness-raising activities to encourage people to file complaints with the police, but the Unit faces the challenge that these activities are not widespread outside of Juba City. Young marriages based on customary marriages are also problems, and although there have been cases of auctions for the payment of marriage funds, it has been confirmed that this is often not brought to light and that the police have a significant challenge in intervening unless it is clearly illegal, such as without the consent of the individual. <sup>153</sup> In the case of a young female athlete who is also a participant in a JICA project, it was confirmed that athletes participating in sports project(s) are not able to fully participate after their marriage because the payment for the marriage proceeds outside of their consent, leading to a customary marriage. <sup>154</sup>

The police are conducting awareness-raising activities through the JICA-supported community policing project <sup>155</sup>, but communication with traditional chiefs is necessary, and although the customary law courts are essentially limited to marriage issues and other matters and have no jurisdiction over GBV, in practice GBV cases are also treated in the customary law courts. <sup>156</sup>

The GBV Court is also in need of capacity building.<sup>157</sup> One particular challenge cited is the lack of a smooth reporting system for cases due to lack of coordination and capacity among the police, prosecutors, NGOs and communities.<sup>158</sup> During the Survey Team's field visit to the GBV court, the judges left work around noon, which raises questions about whether adequate access to the judicial services is guaranteed.<sup>159</sup> Child marriage is also a major challenge, and coordination between customary law and national and regional laws (such as the GBV Act, Family Law and the Child Act) is a challenge.<sup>160</sup> It should be noted that UN Women, in collaboration with UNFPA, is planning to develop a national level free helpline.<sup>161</sup>

<sup>152</sup> UNDP, 2018, Sudan Gender Justice & The Law. Available at:

https://sudan.unfpa.org/sites/default/files/pub-pdf/Sudan%20Country%20Assessment%20-%20English.pdf

<sup>&</sup>lt;sup>153</sup> From the interview with National Police Service, South Sudan.

<sup>154</sup> From the interview with JIN Corporation.

<sup>&</sup>lt;sup>155</sup> JICA Support for Social cohesion and peace by building trust & confidence through Community Policing (https://www.jica.go.jp/english/overseas/south\_sudan/information/topics/2023/230529.html)

<sup>&</sup>lt;sup>156</sup> From the interview with the Ministry of Interior and National Police Service, South Sudan.

<sup>&</sup>lt;sup>157</sup> From the interview with the Ministry of Justice, South Sudan.

<sup>&</sup>lt;sup>158</sup> From the interview with IPCA, South Sudan.

In October 2024, when the survey team conducted its fieldwork, civil servants had not been paid for 11 months due to deteriorating public finances, and government employees in other ministries and agencies were leaving work in the morning and some employees were only at work three days a week.

<sup>&</sup>lt;sup>160</sup> From the interview with National Police Service, South Sudan.

<sup>&</sup>lt;sup>161</sup> From the interview with UN Women South Sudan.

#### (7) Somalia

According to the Strategic Advocacy for Human Rights (SAHR) report (2024)<sup>162</sup>, the Somali Criminal Code, enacted in 1962, defines rape narrowly and requires proof of victim resistance, violence and threats, and in many cases relies on physical evidence. A Sexual Offences Bill was introduced in 2017, which started the process of amending the law, but political resistance has stalled its enactment, and a Sexual Intercourse Related Crimes Bill was introduced by the Somali Federal Parliament in 2020. This bill is said to weaken survivor protection by reducing the definition of consensual rape, lowering the age of consent, weakening victims' privacy rights, allowing child marriage and relaxing the requirement to prove sexual assault.

According to the report, outside the courts, Somali women are often pressured to resolve GBV cases through traditional dispute resolution mechanisms outside the legal system. In response to the 2025-30 National Justice Policy, UNDP is attempting to integrate actors in the informal justice sector and the court system and promoting dialogue within the community. <sup>163</sup> It also works with OSCs and paralegals, where judges and prosecutors provide advice to informal justice actors.

# (8) Uganda

The Penal Code (Penal Code Act CAP 120) provides for penalties for rape under Article 123 and the Domestic Violence Act, 2010 addresses violence in intimate relationships; the Prohibition of Female Genital Mutilation Act 5 2010 has also been enacted.

In Uganda, the challenge is to expand the system, including a fast-track system dedicated to SGBV and the training of judges who specialise in SGBV cases. The justice-related sector as a whole is also in a situation of strong awareness of the challenges in terms of access to justice for SGBV. On the other hand, although the MOG emphasises certain achievements in the collection of case reports through the Toll-Free Hotline<sup>164</sup>, the fact that fast-track courts dedicated to SGBV cases have not yet been established has led to increasing demands from the courts for the establishment of new ones.<sup>165</sup>

In addition, community institutions (such as paralegals and NGOs) play a key role as part of the referral system in responding to SGBV cases but are seriously understaffed. Furthermore, opinions are divided on whether informal justice should be utilised in SGBV cases, with NGOs pointing out the problems with social norms, while the courts take the position that the priority should be to process more cases quickly anyway. Thus, further institutional and operational improvements are required in the efforts of the judiciary and related sectors in responding to SGBV.

## 3.3.4 Awareness-raising Activities for GBV Prevention

For laws to take root, people need to understand their purpose and act on them. Countries are working with civil society and other organisations to conduct awareness-raising activities for the prevention of GBV, including informing the public about the law. For example, in Eritrea, the government led an awareness-raising campaign on the abolition of FGM involving community and religious leaders,

https://www.wearesahr.org/blog/somalias-call-for-legal-reform-addressing-gender-based-violence

<sup>&</sup>lt;sup>163</sup> From the interview with UNDP Somalia.

<sup>&</sup>lt;sup>164</sup> From the interview with Resident National Police Service, Ministry of Gender, Uganda.

<sup>&</sup>lt;sup>165</sup> From the interview with the Uganda Court.

<sup>&</sup>lt;sup>166</sup> From an interview with a Ugandan paralegal service organisation.

health and education workers. In a 2010 survey, 90.9% of women aged 15-49 knew about the FGM law. In addition, 67% of mothers with daughters who did not perform FGM said the reason was that FGM was against the law. These awareness-raising efforts have been successful and the younger generation in Eritrea is less likely to perform FGM.<sup>167</sup> Similarly, in Ethiopia, child marriage is on the decline due to policy and legal developments and awareness-raising activities.<sup>168</sup>

In Djibouti, the implementation of awareness-raising activities on FGM (e.g., engaging pregnant women before birth, building trust and telling them not to perform FGM if the child born is a girl) has led to a declining trend in the practice of FGM, although it still remains at a high level. Women themselves cite religious beliefs and cultural practices as positive reasons for FGM, indicating that penalising FGM alone is not enough to abolish FGM. Similarly, in Somalia, 72% of women aged 15-49 years said that FGM is a religious imperative. It is therefore important to promote understanding and gain the cooperation of religious leaders to abolish FGM. It is also necessary to consider how information can be communicated in areas where women's literacy and access to media is low. To In addition, research shows that in Kenya, fathers (46%) are often the decision-makers in the implementation of FGM to it is important to encourage men to change their behaviour through awareness-raising activities.

# (1) Issues related to the Operation of Policy and Legislation

## 1) Lack of Data pertaining to GBV

In Djibouti, Eritrea and Somalia, data on IPV is not collected (or published), making it difficult to ascertain the actual situation and reflect it in policy and legislation. For example, in Djibouti, it has been noted that it is difficult to ascertain the number of GBV cases because GBV survivors who visit health facilities are recorded in the same way as regular patients. <sup>172</sup> In addition, Kenya does not have a comprehensive data management system for GBV cases, and data is managed by the medical institutions and the police respectively, making it difficult to ascertain the actual number of harms. <sup>173</sup>

## 2) Non-punishment of Marital Rape

Although marital rape is internationally recognised as IPV<sup>174</sup>, the criminal laws of Djibouti, Eritrea, Ethiopia, Sudan, Somalia and South Sudan do not define marital rape as a crime, leaving perpetrators unpunished.

<sup>167</sup> https://www.fgmcri.org/country/eritrea/

<sup>&</sup>lt;sup>168</sup> UNICEF, 2016, Child Marriage in Ethiopia.

https://www.afdb.org/sites/default/files/documents/projects-and-operations/bad\_djibouti\_-\_country\_gender\_profile\_ang-5.pdf, UNFPA-. UNICEF Joint Programme on Female Genital Mutilation/Cutting (2017). Annual Report 2016: Accelerating Change by the Numbers.

https://www.fgmcri.org/media/uploads/Country%20Research%20and%20Resources/SomaliaSomaliland/somalia\_and\_s omaliland\_country\_profile\_update\_v2\_(march\_2021).pdf

<sup>171</sup> UNFPA-UNICEF Joint Programme on Female Genital Mutilation/Cutting, 2017, Annual Report 2016: Accelerating Change by the Numbers.

UNFPA Arab States Regional Office, 2019, Review of health, justice and police and social essential services for women and girls' survivors of violence in the Arab states.

<sup>173</sup> JICA, 2022, Data collection survey on responses to sexual and gender-based violence (SGBV) in African region: Final Report.

https://www.fgmcri.org/media/uploads/Country%20Research%20and%20Resources/SomaliaSomaliland/somalia\_and\_s omaliland country profile update v2 (march 2021).pdf

# 3) Impunity of GBV Perpetrators

Despite the development of legislation in many countries, impunity of perpetrators remains a major challenge. In some countries, cases originally stipulated to be tried in the formal justice sector, such as police courts, are actually tried in the informal justice sector, such as customary law courts, and in these cases, the challenge is that they do not appear in official statistics and data.

#### 4) Lack of Resources and Capacity for GBV-specific Systems and Institutions

In the formal justice sector, there is also a lack of capacity in many countries to manage GBV cases professionally and expeditiously, such as GBV fast-track courts; OSCs are also severely underresourced, as discussed in the following sections.

# 5) Conflicts with Traditions and Customary Law

In Djibouti, prohibiting FGM by law was seen as an attack on tradition, and there were cases where families and communities tried to prevent prosecution of perpetrators. <sup>175</sup> Under South Sudanese customary law, a husband beating his wife is considered a normal act of disciplining her. <sup>176</sup> As such traditions and practices that disadvantage women will not disappear simply because policies and laws are enacted, the need for simultaneous awareness-raising activities for both men and women to change social norms has been identified.

# 3.4 Protection and Relief for Women, Girls and Others Affected by GBV

#### 3.4.1 Protection of GBV Survivors

#### (1) Policies and Legislation for the Protection of GBV Survivors

See Chapter 2 for the state of development of policies and laws for the protection of GBV survivors. Challenges in the operation of the law are summarised in (2) below.

## (2) Implementation and Monitoring Systems for GBV Survivor Protection

As the protection of GBV survivors requires cross-sectoral collaboration, as shown in Table 3-7, implementation and monitoring systems have been established in seven countries, excluding Sudan, where no systems could be identified, that are broadly inclusive of stakeholders, and in many countries, Standard Operating Procedures (SOPs) and guidelines have been developed.

World Bank, 2023, Toward a More Equitable Development: Constraints and Opportunities for Women in Djibouti.

<sup>176</sup> Republic of South Sudan, South Sudan National Action Plan on UNSCR 1325 on Women, Peace and Security and Related Resolutions. p.20. SS-NAP-1325.pdf (peacewomen.org)

Table 3-7 Implementation and Monitoring Systems for GBV Survivor Protection in Each Country

Country	Implementation and Monitoring System		
Djibouti <sup>177</sup>	Establishment of a national protocol for GBV response for coordination between service providers [Ministry of Women's Affairs (MOWA), MOJ, MOH, police and Gendarmerie, NGOs] in 2018		
Eritrea <sup>178</sup>	Establishment of the National Steering Committee on Harmful Traditional Practices and Violence against Women in 2017		
Ethiopia <sup>179</sup>	<ul> <li>Establishment of a coordinating body for the prevention of and response to violence against women and children at central government level in 2006</li> <li>Development of the Health Worker Practice Handbook on Medical Responses to GBV and Sexual Violence to put CEDAW principles into practice in 2016</li> </ul>		
Kenya <sup>180</sup>	<ul> <li>The Department of GBV and Family Protection of Ministry of Public Service, Gender and Affirmative Action responsible for programme implementation and coordination</li> <li>Establishment of the Anti-FGM Board as a coordinating body to tackle FGM in 2013</li> <li>Establishment of a GBV Working Group at central ministry level</li> <li>Health Sector SOP on Sexual Violence Response developed (2014); SOP for Prosecution of FGM cases developed (date unknown)</li> <li>National Monitoring and Evaluation Framework on SGBV Prevention and Response (2016), with indicators for monitoring and evaluation</li> </ul>		
Somalia	<ul> <li>Established an SGBV Task Force Mogadishu in 2018</li> <li>Established SGBV Units in each state under the UNDP and UN Women-supported WPP programme</li> </ul>		
South Sudan <sup>181</sup>	Development of SOPs for GBV prevention and response in South Sudan (2014)     GBV Area of Responsibility, led by UNFPA under the Ministry of Gender, Children and Social Welfare (MGCSW), coordinates GBV-related activities		
Sudan	N/A		
Uganda <sup>182</sup>	<ul> <li>Hold GBV coordination meetings as inter-agency co-ordinating body</li> <li>Practical guidelines on combating GBV, such as the Guideline for FGM Prevention and Response and the FGM Regulation (2013), the GBV Prevention Referral Pathway (2013), the Shelter Establishment and Operation Guidelines (2013) and the Training Manual for Psycho-Social Support and Care (2015)</li> <li>Develop and operate a database on GBV at national level</li> </ul>		

Source: Prepared by the Survey Team

#### (3) Country-specific Initiatives for the Protection of GBV Survivors

Six of the countries in the Survey (Uganda, Djibouti, Ethiopia, Kenya, Somalia and South Sudan) have established OSCs that provide GBV survivors with medical assistance, mental health care, social psychological support and referrals to the police and judiciary at a single location (often attached to hospitals). Djibouti, Eritrea, Kenya, South Sudan and Uganda have established hotlines to provide advice. However, Kenya and Uganda are the only countries that operate shelters available to GBV survivors, and these two countries also have a limited number of facilities relative to the number of

World Bank, 2023, Toward a More Equitable Development: Constraints and Opportunities for Women in Djibouti.

https://www.fgmcri.org/media/uploads/Country%20Research%20and%20Resources/SomaliaSomaliland/somalia\_and\_s omaliland country profile update v2 (march 2021).pdf

Anchinesh S. et.al., 2023, Gender-based violence service provision in the primary healthcare system in Ethiopia. Case Study Summary Report

World Bank (n.d.). Kenya GBV Service Gap Analysis at the County Level, UNFPA-UNICEF Joint Programme on Female Genital Mutilation/Cutting, 2017, Annual Report 2016: Accelerating Change by the Numbers; JICA, 2022, Data collection survey on responses to sexual and gender-based violence (SGBV) in African region: Final Report.

JICA, 2019, Data Collection Survey on Measures against Gender Based Violence in Conflict affected countries in Africa.

<sup>&</sup>lt;sup>182</sup> JICA, 2019, Data Collection Survey on Measures against Gender Based Violence in Conflict affected countries in Africa.

people in need. Three countries have established GBV survivor response departments within the police: Kenya, South Sudan and Uganda. An overview of the initiatives is summarised in Table 3-8. In addition, the results of interviews with OCSs in Ethiopia and South Sudan are presented below as examples of activities.

#### Ethiopia:

OSCs in Ethiopia are in hospitals and are managed by MOJ and regional administrations. Nationally, there are five OSCs in Addis Ababa and 74 in the regions, with the centre at Gandhi Hospital being the largest in Ethiopia. The centre was established in 2000 by staff trained in South Africa and serves about 1,000 survivors a year. It is staffed by two doctors (7-8 on rotation), five nurses, four police officers, one prosecutor and one case manager on a permanent basis, but currently only psychiatrists are available due to a lack of psychologists. In addition, the salaries of the doctors for the operation of the facility are paid by the City of Addis Ababa.

Key challenges for the centres include lack of space, lack of staff care and training, and lack of awareness-raising activities. There are also challenges in case management, with a low percentage of survivors going through the courts to sentencing (27%). Improvements have been seen, with 65% of survivors still giving up on trial, although this has increased from the initial 5%. Furthermore, 75% of survivors come from the Addis region and 75-80% of them are under the age of 18.

#### South Sudan: 183

In South Sudan, OSCs are in several hospitals, including the Juba Teaching Hospital, and are managed by the MOH, the Ministry of Women, Children and Social Welfare (MGCSW) of Central Equatoria State and an international NGO (International Rescue Committee: IRC). There are 6 to 7 centres in the country, whose key role is referral (to other agencies), but they also provide a variety of other services such as counselling, legal advice and escort to the GBV court. The centre in Juba has three units - PSS, Physical Care and Legal - staffed by doctors, case managers, social workers and legal advisers.

Currently, operations are being conducted in prefabricated containers due to the reconstruction of the hospital, but there are many infrastructural challenges, such as the lack of electricity supply and privacy. In addition, survivor follow-up and awareness-raising activities are being constrained by the lack of transport vehicle. In addition, issues such as a shortage of GBV judges and lawyers engaged in pro bono legal aid work, and a lack of dignity kits also constrain assistance activities.

Survivor support is initiated through referrals from hotlines, community leaders, police and CSOs. Most of the harm is sexual assault and physical violence, and a considerable proportion of perpetrators are spouses or neighbours. The age range of survivors is broad, with a notable number being minors. Delays in evidence collection and inadequate court processes are also issues, and rapid action is required to prevent HIV transmission and pregnancy. Currently, about half of the survivors proceed to trial, but many give up the case due to family opposition and traditional norms as barriers. The Centre raises awareness of domestic violence (DV) and GBV through awareness-raising activities

<sup>&</sup>lt;sup>183</sup> From interviews with OSC, South Sudan.

using radio and other media. It also works with GBV courts to ensure access to legal redress, but there is a shortage of judges and a need for more legal support.

Table 3-8 Initiatives for GBV Survivor Protection in the Target Countries

Country	Safeguard
Djibouti <sup>184</sup>	<ul> <li>Operated an OSC (a listening, information and orientation unit) exclusively in Djibouti City by the National Union of Djiboutian Women (a governmental organisation)</li> <li>Operated the hotline only in Djibouti City by UNFD and the MOWA</li> <li>GBV hotline at Cheiko Hospital for everyone in the country</li> <li>Ministry of Women and Family (MOWF) in collaboration with UNFPA and UNFD set up orientation, care circuit and digital platform for GBV survivors, including FGM victims</li> <li>Established a legal team to advocate for GBV survivors since 2016</li> <li>UNFD advocacy for GBV survivors with support from USAID</li> <li>Established a counselling centre for any form of violence by UNFD</li> <li>Participate in a community exchange to learn about FGM in Senegal, funded by the EU</li> <li>National Protocols on GBV established in 2017</li> </ul>
Eritrea <sup>185</sup>	Provided counselling services in each region (zoba) by NUEW (government organisation)
Ethiopia <sup>186</sup>	<ul> <li>Establishment of OSCs in hospitals</li> <li>Conducting a national review of the legal gap on gender inequality</li> <li>Ministry of Women and Social Affairs (MOWSA) workshops on GBV</li> <li>Council on GBV Protection (GBV Protection) involving various ministries, including the MOJ, the Ministry of Education (MOE) and the Federal Court of Justice</li> <li>Addis Ababa has about 104 health centres and several police stations. The centres provide training to health officers and police officers, and victims are referred to the OSCs from these health centres and police stations.</li> <li>Provide legal services for reported cases of GBV through OSCs and shelters</li> <li>MOJ, in collaboration with UNICEF and funding partners such as UNFPA, provides technical and financial support to OSCs</li> <li>Development of standard procedures for OSCs and implementation of annual follow-up</li> <li>Launch of initiative to establish a national data collection system on crimes against women and children, focusing on GBV, human trafficking in women, online sexual abuse and technology-enabled crimes</li> </ul>
Kenya <sup>187</sup>	<ul> <li>Gender desks at each police station to enhance GBV response</li> <li>Established and operated a free hotline to provide rapid assistance to victims</li> <li>22 GBV recovery centres as OSCs in public hospitals</li> <li>Established Shelters both government-run and NGO-run to protect victims</li> <li>Support by UN Women to national police service for training and SGBV court development; support by UNDP for anti-assault measures through police reforms</li> <li>Established statutory bodies for the protection of children and older people who have been abused</li> <li>GBV survivor girls in child protection facilities</li> <li>Established a GBV Rescue Centre by State Department of Gender</li> </ul>
Somalia <sup>188</sup>	<ul> <li>Establishment of OSCs</li> <li>Develop guidance on OSCs</li> <li>UN Women in collaboration with the regional police to provide early intervention in GBV cases and ensure the safety of victims</li> </ul>

World Bank, 2023, Toward a More Equitable Development: Constraints and Opportunities for Women in Djibouti.

https://www.womenconnect.org/web/eritrea/social-services

Anchinesh S. et.al., 2023, Gender-based violence service provision in the primary healthcare system in Ethiopia. Case Study Summary Report.

JICA, 2022, Data collection survey on responses to sexual and gender-based violence (SGBV) in African region: Final Report.

https://somalia.unfpa.org/sites/default/files/pub-pdf/guidance\_gbv\_one\_stop.pdf

Country	Safeguard
South	Establishment of OSCs in government hospitals
Sudan <sup>189</sup>	GBV desk in the Special Protection Unit at the police station
Sudan	N/A
Uganda <sup>190</sup>	Uganda Police Sexual Offences and Children's Division responsible for investigations
	Development of a GBV survivor referral pathway (a route/procedure for which agency to refer a victim to when a victim reports a harm)
	Shelter establishment (operated by NGOs)
	• ULS sees ensuring access to justice for GBV survivors as a critical issue and has implemented pro bono activities and the provision of the PULIDA WO app, which allows users to request legal assistance via SMS.
	• Significantly improve the Administration of the Judiciary Act in terms of promoting access to justice, particularly for vulnerable groups such as women
	<ul> <li>Judicial sector, in collaboration with development partners, funds SGBV sessions in the High Court and District Courts</li> </ul>
	Consideration given by the Directorate-General of Public Prosecutions to ensuring access to justice for women and girls affected by violence
	Legal aid clinics organised by the Law Development Centre of Uganda to intervene in SGBV cases
	Safe Pearl app for anonymous reporting of GBV

Source: Prepared by the Survey Team

#### (4) Issues related to the Protection of GBV Survivors

## 1) Barriers to Accessing Support

The belief that GBV is a domestic matter and not something to be made public, stigma and fear of reprisal from perpetrators often prevent affected women from being linked to support and, as a result, perpetrators from being punished.

Another challenge is the lack of physical facilities nearby to provide assistance. For example, there is a lack of shelters in South Sudan, where women may walk away for days, and women in rural areas often do not have mobile phones, making it impossible for them to call hotlines.<sup>191</sup>

In Somalia, there are only a few shelters (OSCs) in urban areas, making it difficult for women living in rural areas to even visit them in the first place. <sup>192</sup> In the absence of OSCs, GBV survivors are burdened with having to go back and forth between various facilities, especially police and medical facilities. The financial burden of medical and transport costs is another factor that makes them hesitant to access support. <sup>193</sup> As a response, there is a need to strengthen the referral route using criminal justice agencies and paralegals.

#### 2) Lack of Support Services and Quality Issues

Although policies, laws and guidelines are being developed in many countries, they face various challenges at the implementation stage. In Djibouti, GBV survivors are treated like regular patients

JICA, 2019, Data Collection Survey on Measures against Gender Based Violence in Conflict affected countries in Africa, https://somalia.unfpa.org/sites/default/files/pub-pdf/guidance\_gbv\_one\_stop.pdf

<sup>&</sup>lt;sup>190</sup> JICA, 2019, Data Collection Survey on Measures against Gender Based Violence in Conflict affected countries in Africa.

<sup>&</sup>lt;sup>191</sup> From the interview with the Ministry of Gender, South Sudan.

<sup>192</sup> https://somalia.unfpa.org/sites/default/files/pub-pdf/guidance gbv one stop.pdf

https://documents1.worldbank.org/curated/en/486011588224486592/pdf/Kenya-Gender-Based-Violence-Service-Gap-Analysis-at-the-County- Level.pdf

and it is difficult to link them to appropriate support due to the lack of medical staff expertise in responding to GBV, in addition to the lack of staffing in the first place. <sup>194</sup> In Ethiopia and Kenya, only sexual violence is addressed as GBV and IPV is treated as a regular injury, again making it difficult to link to subsequent support. <sup>195</sup> In OSCs and safe spaces, there is a need to expand survivor care, where people can receive judicial support, counselling and other socio-psychological support at the same time.

# 3) Inadequate Functioning of GBV Courts (including Lack of Human Resources and Competence of Judges)

The status of the introduction of fast-track systems for quick hearings of GBV cases varies from country to country. In Ethiopia and Uganda, the introduction of the system has been considered but has not yet become operational. While in Kenya, the system has been introduced but training has not been standardised, and the quality of hearings has not been adequately ensured. In South Sudan, the system has only been introduced in one location, in Juba, and only two specialised judges have been assigned. Thus, the fast-track system remains in need of operational and functional enhancement in each country, and infrastructure improvements, such as the introduction of video links in the hearing of GBV cases, are required to strengthen the functioning of GBV courts. It is also essential to provide trauma care for justice actors and staff associated with GBV. Comprehensive implementation of these measures is expected to improve the quality of justice services and victims' access to justice.

# 3.5 Consideration for Women in Relief and Recovery (Humanitarian and Reconstruction Assistance)

#### 3.5.1 Current Status of Conflict Reconstruction

In conflict settings, women are generally seen as victims or victims of conflict, and the reality of violence against women is not documented, and as a result, much international gender-related assistance tends to focus on protection from and relief from GBV. While measures focusing on protection and prevention of women as objects of protection are important, women, like men, live in societies under conflict and play a wide range of roles, including participating in conflict as soldiers, assisting in combat by delivering messages, and taking on men's responsibilities to support their families and communities. They also assume men's responsibilities to support their families and communities.

In response to this situation, UNSCR 1325 also refers to "encourages all those involved in the planning for DDR to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants". Table 3-9 provides excerpts from the UN DDR guidelines on dealing specifically with women.

However, several barriers to women's participation in DDR have been identified, including armed organisations concealing their presence for fear of legal and social consequences related to the

UNFPA Arab States Regional Office, 2019, Review of health, justice and police and social essential services for women and girls' survivors of violence in the Arab states.

https://www.genderhealthhub.org/wp-content/uploads/2023/12/Ethiopia\_GBV-PHC\_Final-Case-Study-Summary.pdf; JICA, 2022, Data collection survey on responses to sexual and gender-based violence (SGBV) in African region: Final Report.

treatment of women in wartime, DDR programmes not envisaging the presence of female combatants, misperceptions of DDR, low literacy rates and low access to information, fear of re-engaging with armed organisations and fear of getting involved, and GBV.

Table 3-9 Summary of Guidelines for DDR

Guideline Name	Overview
Operational Guide to The Integrated Disarmament, Demobilisation and Reintegration Standards	The guidelines distinguish three main categories of women involved in armed conflict: 1) Female combatants; 2) Female supporters/Females associated with armed forces and groups (FAAFGs); and 3) Female dependants. 196
Integrated Disarmament, Demobilisation and Reintegration Standards (IDDRS)	The guidelines provide policy and implementation guidance on DDR, also focusing on mainstreaming women in post-conflict reconstruction, recognising that addressing women's needs and harnessing their capabilities and potential increases the likelihood of achieving more sustainable and effective DDR.

Source: Prepared by the Survey Team

#### 3.5.2 Humanitarian Assistance from Disasters

In humanitarian assistance from disasters, it is also important to consider women's needs and promote their meaningful participation in activities. In the Horn of Africa, the region is vulnerable to the impacts of climate change, and in recent years negative impacts of floods and droughts on agro pastoralism have been noted. Damage caused by floods and droughts increases the risk of conflict over water sources and land in the affected areas 197 and is a risk factor for exposure of women and girls to violence. It has also been noted that women and girls spend less time participating in socioeconomic activities due to the increased time required to fetch water, collect firewood, etc., which are considered roles of women and girls as a social custom, as well as an increased risk of sexual violence during travel time. It is also noted that the reduction in means of livelihood is particularly vulnerable to negative impacts on women and girls, such as the increase in prostitution of young people for survival and the accompanying increase in unwanted pregnancies. 198 While UNSCR provide for women's peace and security efforts, mainly in the context of recovery and reconstruction from conflict, the relief and reconstruction theme of IGAD's RAP for the seven priority issues of WPS was identified as "Disaster Risk Reduction (DRR)" in the above-mentioned context, and gender mainstreaming in DRR and understanding women's specific challenges are listed as recommendations for target countries. The NAPs for WPS in Kenya and Uganda include disaster and climate change resilience as an initiative in the humanitarian and recovery pillar, while in Somalia, efforts to strengthen climate change and disaster resilience are listed in four of the six LAPs developed in the six states. 199

A study on the gender impacts of drought conducted by UNFPA and the IRC in Kenya found that the biggest concerns for the safety of women and girls were DV, forced marriage, lack of privacy and lack of access to services and resources. The increase of idleness of men and boys due to loss of livelihoods, under-reporting of GBV by survivors due to fear and stigma, and inadequate response by the justice system were identified as a major contributor to GBV. Thus, in addition to the impact of disasters, vulnerable groups, including women, are subjected to additional significant burdens. This

<sup>196</sup> https://www.unddr.org/wp-content/uploads/2020/06/Operational-Guide-to-the-IDDRS-2014.pdf

<sup>197</sup> From the interview with UNDP Uganda.

<sup>&</sup>lt;sup>198</sup> From the interview with Kenya GBV project office.

<sup>&</sup>lt;sup>199</sup> From LAP materials received from UN Women Somalia, 6 states.

burden on women occurs not only in natural disasters, but also in human-made disasters such as conflict, as stated in "A Global Study on the Implementation of United Nations Security Council resolution 1325": "The principle of gender equality in humanitarian assistance is equally relevant not only in conflict-affected situations, but also in natural disasters".<sup>200</sup>

## 3.5.3 Current Status and Initiatives in the Eight Countries in the Horn of Africa

The objectives pertaining to the fourth pillar of the national WPS in the Horn of Africa region reflect its specific challenges from natural disasters and conflict.

# (1) Ethiopia

The reconstruction process in Ethiopia is being implemented by the Humanitarian Country Team (HCT) under the leadership of the UN Resident Coordinator in Ethiopia. The team, in which UN Women participates, is working on several programmes with a focus on supporting women. The programme works with the National Rehabilitation Commission (NRC) to provide comprehensive reconstruction assistance. Other agencies involved are the Ministry of Women and Social Affairs (MOWSA), the MOJ and the MOP.<sup>201</sup>

The programme's activities are inclusive and focused on supporting women. The target group is mainly single mothers and women with disabilities, who are provided with financial assistance to help them establish a means of livelihood and run a small business. In particular, it aims to create an enabling environment for financial independence through the provision of start-up funding. This initiative has helped to stabilise the livelihoods of socially vulnerable women.

The NRC also focuses on supporting the reintegration of ex-women combatants into society. This activity aims to reintegrate ex-combatants into society in accordance with the Pretoria Agreement (Pretoria Agreement). A comprehensive rehabilitation programme through the National Rehabilitation Commission (NRC) provides support for rehabilitation centres, identifying and registering ex-combatants and providing PSS. In addition, civic training is provided to enable excombatants to fulfil their civic roles, and these efforts contribute to the promotion of social stability and peace. Women's empowerment programmes are another important pillar of activity. Under this programme, activities related to WPS, and humanitarian assistance programmes are implemented, with the aim of eradicating violence against women. In addition, it focuses on initiatives to promote women's economic independence, leadership development and governance.

# (2) Somalia

The Somali government and its partners UNSOM and the International Organisation for Migration (IOM) developed a comprehensive national programme, including the immediate establishment of a transition centre to assist combatants who had left Al Shabaab. In the period leading up to the establishment of the centres, IOM provided shelter for female ex-combatants and their children and assistance to facilitate their social reintegration and reunification, including skills training, civic education, religious counselling and PSS.<sup>202</sup>

 $<sup>^{200}\</sup> https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/globalstudywps\_en\_web.pdf$ 

<sup>&</sup>lt;sup>201</sup> From interviews with UN Women Ethiopia.

https://www.iom.int/sites/g/files/tmzbdl486/files/documents/IOMs-Engagement-in-Women-Peace-Security.pdf

#### (3) South Sudan

In fact, in pre-independence South Sudan, during the second civil war (1983-2005), the Sudan People's Liberation Army (SPLA) mobilised women in the resistance movement through the Women's Battalion (Katiba Banat), and women also participated. However, in Sudanese culture, military and combat were the domain of men and not often recognised as a contribution.<sup>203</sup> The reality is that, although they are not widely recognised, women and girls participate in conflict in various ways. Post-war reconstruction requires not only protection and prevention from violence, but also care for women's needs, such as childcare.

The DDR programme in South Sudan is designed to be gender-inclusive, addressing the diverse needs of women combatants, women involved in the armed forces and child soldiers. The programme is aligned with the four pillars of UNSCR 1325 (Participation, Protection, Prevention, Relief and Recovery), based on the provisions of the Transitional Constitution (TCSS), which prioritises national security and welfare. In particular, 3,500 women and girls have benefited from post-conflict recovery programmes, and concrete support for economic recovery and social integration is underway. Progress has also been made in women's participation in the security sector, with promotions to higher positions in the police, the military and the judiciary.<sup>204</sup>

# (4) Uganda

The Government of Uganda is developing specific measures to reduce the risks of climate change and to advance disaster response. In response to natural disasters, an early warning system is being developed, and resettlement is being conducted out in areas such as the Mount Elgon region, where landslides are common. In addition, the National Meteorological Centre's disaster communication strategy has been strengthened to ensure rapid information dissemination to local communities. Furthermore, through the LAP for WPS developed by the local government, specific disaster preparedness and training of women peace mediators are being implemented in 14 counties in 2022-2023. In addition, leadership training and conflict resolution capacity building for women and youth are being promoted with the aim of improving resilience of the community as a whole. In the agriculture sector, the project also provides seeds and agricultural tools to women's groups and vulnerable households to help them become economically self-reliant.

# 3.6 Summary of the Current Situation and Challenges of WPS for Women in the Horn of Africa

This chapter summarises the current situation and challenges facing women in the Horn of Africa in accordance with the four pillars of the WPS, as follows.

## (1) Regional Initiatives and Challenges Related to WPS

In the Horn of Africa, regional institutions such as the AU and IGAD are working to promote WPS, but implementation varies widely from country to country. The development of WPS-NAPs and LAPs

 ${\color{red}^{203}} https://www.un.org/shestandsforpeace/sites/www.un.org.shestandsforpeace/files/south\_sudan\_nap-2015\_-2020.pdf$ 

<sup>204</sup> Progress Report on the South Sudan National Action Plan UNSCR 1325 (Women, Peace and Security) 2015 - 2020

<sup>205</sup> The Republic of Uganda: National Progress Report on the Implementation of the Women Peace and Security Agenda 2022-2024.

is mainly supported by UN Women, with networking of relevant agencies and human resource development of local-level policymakers and grassroots women CSOs being promoted through the planning process. However, actual initiatives are challenged by institutional and financial constraints, such as insufficient budgets for government agencies. In particular, the low social and economic status of women and the limited participation of women in rural and regional areas are noted.

# (2) Women's Participation in Decision-Making at All Levels in All Processes, including Conflict Prevention, Peacebuilding and Reconstruction (Participation)

Women's participation in decision-making processes remains limited, particularly in the security sector, such as the police and the judiciary, where the promotion of women is significantly delayed. Traditional social norms and patriarchy inhibit women's participation, resulting in a situation where women's role in peacebuilding and conflict prevention is under-represented. This situation creates a vicious circle in which women find it difficult to improve their social status and participate in decision-making. In addition, GBV persists as a fundamental problem and women have limited access to BHN, including education and health care, disturbing their participation in decision-making.

# (3) Maintaining and Building peace, Preventing Conflict and Preventing GBV and Human Rights Violations in Conflict Situations (Prevention)

Legislation and policies to prevent GBV are being developed in some countries, but actual enforcement and awareness-raising activities are insufficient and effective prevention measures have not been established. Gender equality awareness is not widespread throughout society and the social infrastructure for women's rights remains weak. In addition, factors that threaten the safety of women and girls, such as the activities of armed groups and cross-border trafficking, are increasing and the situation is becoming more serious, putting women at further risk in times of crisis.

# (4) Protection and Relief for Women, Girls and others Affected by GBV in Conflict Situations (Protection)

In the Horn of Africa, women are at substantial risk of being exposed to GBV in conflict situations, and their safety is severely threatened. At the same time, even in peacetime, GBV prevention and support for victims is not well developed. Cases of women being exposed to violence in their daily lives, such as when going to school or fetching water, have been identified, and violence against women occurring during elections is also a serious challenge. Difficulties in women's economic independence, difficulties in accessing justice, lack of facilities and personnel for the protection of GBV, inadequate data, and the social stigma faced by victims lead to failure to report GBV and impunity, leading to an underestimation of the seriousness of the situation. These situations lead to a vicious cycle of misperceptions among policymakers, such as "GBV is not serious", and inadequate staffing and budgets for WPS-related institutions.

# (5) Consideration for Women in Relief and Recovery (Humanitarian and Reconstruction Assistance)

A challenge is that women's needs are not adequately taken into account in reconstruction assistance. In particular, women are more likely to be left behind in economic activities and social reintegration, and support for livelihood recovery is limited. Furthermore, the impact of disasters induced by climate

change on women's lives is significant, and it is pointed to a vicious cycle of marginalisation and further economic vulnerability of women due to their exclusion from social recovery.

The challenges identified in this chapter, such as the slow participation of women, the growing severity of GBV and the inadequacy of the legal system, are directly linked to the issues presented in Chapter 6, such as dysfunctional human rights protections for safe participation in social and economic activities, and women being forced into a vulnerable position and at high risk when faced with an emergency situation. To overcome these challenges, it is essential to promote women's participation in policy-making processes, improve access to justice and develop support systems for victims of GBV.

# Chapter 4 The Current Situation and Challenges of YPS for Young People in the Horn of Africa Region

As described in Chapter 2, 70% of the population in the Horn of Africa is under the age of 30. Turning the Youth Bulge in the population pyramid a contributing factor to development rather than a regional risk or threat is a key priority. Hence, empowering youth through the YPS framework is expected to contribute to economic and social development and, ultimately, to regional peace and stability. National governments, along with their international and regional partner organisations, have incorporated peace and security as priority issues in their strategies and policies on youth, recognising the importance of positioning youth as central actors. However, compared to the WPS (2000) framework, the YPS (2015) framework remains relatively new, and in many countries, the development of NAPs has yet to begin or remain under consideration, meaning the necessary framework for implementation is not yet in place. This chapter examines the current situation and challenges surrounding youth in the Horn of Africa through the lens of the YPS framework.

#### 4.1 Intra-African and Horn of Africa's YPS Initiatives

In reviewing the framework for the Survey, the AU African Continental YPS Framework and the IGAD Youth Policy (particularly the Peacebuilding section) were the primary focus, as YPS-NAPs have yet to be developed at the national level. This section organises the key action areas expected of each country under the YPS framework. Below is a brief overview of the AU African Continental YPS Framework and the IGAD Youth Policy.

#### 4.1.1 AU

#### (1) YPS Policy in the AU

In 2020, the AU developed the Continental Framework for YPS and the 10-Year Implementation Plan for the Continental Framework on YPS (2020-2029). Table 4-1 summarises their contents.

Table 4-1 Summary of the AU's YPS Framework and 10-Year Implementation Plan for the African Continent

Item	Priorities of the African Continental YPS Framework		
Participation	Promote active and meaningful youth participation at all levels. Specifically:  1. Involvement in decision-making, policy formulation, governance, and the implementation and monitoring of peace agreements at national, regional, and continental levels  2. Support for cross-sectoral collaboration to address youth issues holistically and eliminate structural barriers to youth participation  3. Facilitate the development and implementation of National Action Plans by fostering exchanges and collaboration among existing organisations at the national, regional, and continental levels to enhance youth participation in peace and security	<ul> <li>Awareness-raising to strengthen YPS implementation at national and regional levels</li> <li>Support for the development of NAPs, including youth dialogue and consultations</li> <li>Advocacy for youth participation in decision-making and appointment to roles in peace and security</li> <li>Capacity building on YPS for senior officials and youth</li> </ul>	

Item	Priorities of the African Continental YPS Framework	Programme of Activities for the African Continental YPS Plan
Protection	Promote awareness and ensure the protection of youth in peacetime and conflict settings, in accordance with international humanitarian and human rights law, particularly in crisis, conflict, and post-conflict situations	<ul> <li>Capacity-building for youth on international humanitarian and human rights law</li> <li>Stakeholder engagement and awareness campaigns to prevent SGBV among youth in conflict and post-conflict settings</li> <li>Development of cross-continental protocols and SOPs for the protection of youth involved in peacebuilding</li> </ul>
Prevention	<ul> <li>Strengthening youth capacities through peace education, countering hate speech, and leveraging social media to support youth-led prevention initiatives, dialogue, and mediation</li> <li>Building on these initiatives, attract funding for projects improving access to education, healthcare, vocational training, and employment opportunities, reducing youth vulnerability to unemployment and recruitment by extremist groups</li> </ul>	<ul> <li>Capacity-building for young people on early warning, conflict prevention and mediation</li> <li>Support for youth-led initiatives against hate speech, terrorism, and violent extremism</li> <li>Support for the African Youth Ambassadors for Peace (AYAP) regional projects to reduce youth vulnerability to exploitation, incitement, and recruitment by extremist, criminal, and armed groups through vocational training and empowerment programmes</li> <li>Curriculum reform support, including critical thinking, pluralism, coexistence and peace education</li> </ul>
Partnership	Foster collaboration among youth-related stakeholders to coordinate planning, implementation, monitoring and evaluation of interventions that promote peace and security, in alignment with national legislation     Because of this, facilitate the strengthening and maintenance of policy, financial and technical support to strengthen youth-led initiatives on peace and security     Enhance stakeholders and media engagement to promote peace education, youth contributions to peace and security, and awareness of Africa's security landscape	<ul> <li>Develop, raise awareness of and implement communication strategies connecting youth with relevant institutions, and consider coordinated initiatives that highlight youth contributions to peace</li> <li>Develop peace education guidelines and awareness toolkits</li> <li>Launch media campaigns against hate speech and genocide ideology</li> <li>Capacity-building for youth in the design, implementation, and evaluation of peacebuilding programmes</li> <li>Organise joint stakeholder meetings on YPS.</li> <li>Strengthen political, financial, and technical support for YPS implementation</li> <li>Strengthen awareness and public outreach on youth contributions to peacebuilding and security</li> <li>Document and report on youth contributions to peacebuilding and security</li> <li>Institutionalise YPS champions</li> </ul>
Disengagement and reintegration (DDR)	<ul> <li>Promotion of programmes aimed at the effective return, resettlement, disarmament, demilitarisation, demobilisation and reintegration of young people who have left militancy, armed groups, etc., particularly young people who have left conflict, victims of violence (including SGBV) and displaced persons with PTSD (Post Traumatic Stress Disorder) counselling and psychosocial support</li> <li>Through the above initiatives, promoting the training of young people for reconstruction and stability in conflict-affected area, meeting the respective needs of young men and women and strengthening their capacities to act as relief and reconstruction agents</li> </ul>	<ul> <li>Awareness-raising for policy and legislative reforms on DDR and youth-centred recovery efforts</li> <li>Capacity-building for youth on DDR and post-conflict reconstruction</li> <li>Support for youth-led DDR initiatives, juvenile justice, rehabilitation, trauma care, and psychosocial support</li> </ul>

Source: Prepared by the Survey Team based on the AU Continental Framework for YPS and the 10-Year Implementation Plan for the Continental Framework on YPS 2020-2029.

# (2) YPS Implementation Structure of the AU

The AU Youth Division, a dedicated department within the AU, is responsible for supporting youth empowerment through policy and programme development as well as capacity-building initiatives. The division was established following the adoption of the African Youth Charter (AYC) in 2006. Regarding YPS, Youth for Peace Africa (Y4P) operates under the AU's PSC, driving policy development, implementation, and advocacy related to youth involvement in peace and security.

Additionally, various youth-led organisations have been established to ensure that youth perspectives are integrated into AU policies. Their roles, locations, and membership structures are summarised in Table 4-2 below.

Table 4-2 AU's Youth Organisations for Promoting the Implementation of the YPS Framework in the African Continent

Name of Institution	Characteristics / Role	
AU Youth Division	<ul> <li>Sector responsible for youth affairs within the AU Committee</li> <li>Addresses key issues such as:</li> <li>Implementation of the African Youth Charter and legal frameworks for youth development; Capacity building and employability programmes through the AU Youth Volunteer Corps; Partnership building and resource mobilisation; Promoting youth participation through Youth Forums and African Youth Day celebrations</li> </ul>	
Special Envoy of the African Union for Youth	<ul> <li>Develops local, national and regional roadmaps to enhance youth engagement in peace and security</li> <li>Strengthens the meaningful participation of young women and men in all stages of peace processes and peace agreement negotiations</li> <li>Appointed through an open selection process; African citizens aged 15-35 can apply</li> <li>From November 2019 to September 2021, Ms. Aya Chebbi from the Republic of Tunisia served in the role, and since November 2021, Ms. Chido Cleopatra Mpemba from the Republic of Zimbabwe has held the position</li> <li>The term of office is for 2 years</li> </ul>	
Pan-African Youth Union	<ul> <li>AU-recognised body that oversees national Youth Unions across Africa</li> <li>Founded in 1962 as a youth movement for African decolonisation, with its secretariat established in Morocco in 2006</li> <li>Serves as a platform for amplifying youth voices on issues related to inclusive and systemic youth participation within Africa's broader development frameworks</li> </ul>	
African Youth Commission	<ul> <li>Established in January 2017 and composed of youth who align with the organisation's vision</li> <li>Promotes youth engagement in the implementation of UN Agenda 2030 and AU Agenda 2063; Supports advocacy efforts to ratify and implement the African Youth Charter and other youth rights-based legal instruments to advance African development</li> </ul>	
<ul> <li>Launched in 2018 under the AU Peace and Security Council (PSC)</li> <li>Established as part of the African Youth Charter's initiatives on peace and se</li> <li>Aims to promote youth participation in peace and security efforts across ensuring their involvement in development initiatives</li> <li>Works to shift the negative perception of youth as a spark of violence to recognitive many partners in peace</li> </ul>		
The African Union Youth Volunteer Corp	<ul> <li>Established in 2010</li> <li>Deploys young volunteers across Africa to contribute to development and peacebuilding efforts</li> <li>Aims to provide young Africans with work experience, skills development, international exposure, and leadership training</li> </ul>	

Source: Prepared by the Survey Team

#### 4.1.2 IGAD

# (1) IGAD Youth Policy and YPS

IGAD has not yet developed a RAP on YPS. However, recognising the need to harness the power of youth and integrate youth into all policies and initiatives, IGAD formulated a Youth Policy in 2023. This policy acknowledges the crucial role of youth in peacebuilding and regional development. In collaboration with its member states, IGAD aims to develop policies and strategic guidelines related to YPS, promote youth empowerment and participation, support conflict prevention and peacebuilding efforts, and strengthen partnerships. The policy highlights "Meaningful Youth Engagement" as a core objective, defining it as: "An inclusive, intentional, mutually respectful partnership between the adolescents, youth and young adults whereby power is shared, the respective contribution is valued, and young people's ideas, innovations, perspectives, skills, expertise and unique strengths are integrated into the design and delivery of policies, laws, programmes, strategies, funding mechanisms and organisations at national, regional, continental and global levels."

Table 4-3 categorises IGAD's roles and recommendations to member states under the five pillars of YPS, based on its Youth Policy. However, this classification is for analytical purposes only, as the IGAD Youth Policy does not explicitly structure its content under these YPS pillars.

Table 4-3 Summary of IGAD Youth Policy

Item	Key Role of IGAD	Incentives for Member States
Participation	Launch the IGAD Youth Forum for Peace to amplify youth voices on peace and security	<ul> <li>Develop local, national and regional roadmaps to enhance youth participation in peace and security</li> <li>Strengthen the meaningful participation of young women and men in peace processes and all stages of peace agreement negotiations</li> </ul>
Protection	Ensure the protection of civilians, including young men and women, especially human rights defenders and youth engaged in peacebuilding, during and after conflicts	<ul> <li>Take concrete actions and measures to ensure the protection of civilians, particularly youth, during and after conflicts</li> <li>Mobilise youth to rebuild war-torn areas, deliver aid to refugees and conflict-affected people, and promote peace, reconciliation, and reconstruction</li> </ul>
Prevention	Strengthen the capacities of youth leaders in peacebuilding, conflict prevention, management, and resolution	Enhance youth and youth organisations' capacities in peacebuilding and conflict resolution through intercultural learning; civic education; tolerance, human rights education; good governance; democracy; mutual respect for cultural, ethnic, and religious diversity; dialogue and cooperation; responsibility; solidarity; and the promotion of international cooperation, and establish mechanisms to prevent youth involvement in transnational security threats such as terrorism, extremism, xenophobia, and organised crime     Increase funding for youth-led peace and security initiatives in the IGAD region
Partnership	Promote regional experience-sharing platforms	Facilitate collaboration between IGAD, AU, international organisations and member states, recognising that IGAD's youth policy success depends on partnerships.
Disengagement and reintegration (DDR)	Recommendations for international organisations, but no direct IGAD initiatives	N/A

Source: Prepared by the Survey Team based on IGAD Youth Policy.

#### (2) YPS Promotion Structure in the IGAD

IGAD does not have a dedicated department for youth-related agendas, nor does it assign youth officers within its divisions. However, the Peace and Security Division launched the Youth Forum for Peace in Uganda in 2021 as a key platform for youth to voice their ideas, concerns and needs to decision-makers. The Forum was established in response to the growing recognition that over 1.8 billion young people (ages 10-24) exist globally, and they play a pivotal role in peacebuilding. It provides a space for youth to engage in violence prevention and contribute to conflict transformation. The second annual meeting was held in Kenya in 2023, where progress was reviewed and discussion focused on the role of youth in promoting peace and security and priority action areas. Additionally, in 2023, following the development of the IGAD Youth Policy, IGAD established the Youth Envoy position. The Youth Envoy is responsible for supporting the implementation of IGAD and national youth policies by working in cooperation with IGAD and its member states. Furthermore, the Youth Envoy collaborates with regional and national youth leaders to identify and address the challenges faced by young people. The role also involves promoting youth participation in decision-making processes, particularly for those working to create new opportunities. Furthermore, the Youth Envoy is responsible for mainstreaming youth-related issues into policy agendas and working closely with IGAD and its member states to facilitate the realisation of these policies.

The following Table 4-4 summarises efforts to promote the YPS framework in the IGAD and the Horn of Africa region.

Table 4-4 AU's Youth-Led Initiatives to Promote the YPS Framework

Name of Institution	Characteristics / Role		
IGAD Youth Forum for Peace	<ul> <li>Established in April 2021 as a youth-led regional platform for peace and stability</li> <li>Provides youth with a platform to voice their ideas, opinions, and needs to decision-makers, and serves as a link between politics and youth engagement in peace, security and stability</li> <li>Established with EU support through the IGAD Promoting Peace and Stability in the Horn of Africa Region (IPPSHAR) initiative</li> </ul>		
	<ul> <li>IGAD conducted a series of capacity-building initiatives for youth in South Sudan, Uganda, Kenya, Djibouti, Somalia, Ethiopia and beyond in 2022</li> </ul>		
IGAD Youth Envoy	<ul> <li>Appointed in 2023 to promote the Youth Forum for Peace</li> <li>Mr. Sam Ogwal from Uganda who is the first Youth Envoy, supported by six youth representatives from IGAD member states (excluding Eritrea and Sudan)</li> <li>Key focus areas: Peace and security (promoting YPS), youth integration in IGAD member states, climate change, health, and social development</li> </ul>		

Source: Prepared by Research Team with reference to the IGAD website and other sources as references.

#### 4.1.3 Status of Policy Development in Target Countries

According to the UN Secretary-General's report "Youth, Peace, and Security Strategy (2024-2026)," published in April 2024, only Finland, the Philippines, Nigeria and the Democratic Republic of the Congo have developed National Action Plans (NAPs) on YPS. Meanwhile, South Sudan, Somalia and other countries have only incorporated YPS principles into their youth policies and strategies. The Survey examines the status of YPS-NAP development in the eight target countries. Given that no country in the region has yet established a YPS-NAP, the research also assesses the existence of youth policies designed to promote youth participation, empowerment and protection, which align with YPS

objectives (Table 4-5). The findings reveal that Sudan and Eritrea are the only countries without youth policies. Both Uganda and Ethiopia have begun preparing to develop YPS-NAPs.<sup>206</sup>

Table 4-5 Status of YPS-NAP Development in Eight Countries of the Horn of Africa

Country	YPS-NAP Development Status	Existence of Youth Policy	Ministry of Youth Affairs	Age Group of Young People
Djibouti	No plans to develop YPS-NAP at present	The National Youth and Culture Policy 2023-2027 (Politique nationale de la Jeunesse et de la Culture 2023-2027) is being developed. Parliamentary deliberations are complete, and the policy is in the final stages of publication and printing.	Ministry of Youth and Culture (MOYC)	15-34 years
Eritrea	No available information	• Strengthening of youth-related policies is ongoing but there is no specific document. <sup>207</sup>	MOE, MOLSW and other relevant ministries	Unknown
Ethiopia	Initial workshops and consultations with UNFPA and UNDP have started. The development process is expected to take approximately four years.	<ul> <li>Ethiopia National Youth Policy (2004) (Currently under revision)</li> <li>Youth Volunteering Policy (2024) (In development)</li> </ul>	Ministry of Youth and Sport (MOYS)	15-34 years
Kenya	Various stakeholders are actively working towards the development of a national framework on YPS.	Youth Policy (Kenya Youth Development Policy 2019)	Ministry of Youth, Creative Economy and Sport (MYCES)	18-34 years
Somalia	Consultation meetings with young people for YPS-NAP development were conducted with UNDP support. <sup>208</sup>	• National Youth Policy (2017-2021) was developed with YPS considerations. It was finalised in 2018 and received parliamentary approval in 2023.	MOYS	15-40 years
South Sudan	YPS is a top priority in the Youth Policy (2024).	<ul> <li>South Sudan Youth Development Policy (2024) was approved by the Cabinet on May 31, 2024 (announced via the Ministry of Youth and Sports' Facebook page) and is awaiting parliamentary debate.</li> <li>Youth were also involved in the process of developing the 2018 Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS), including the establishment of the Youth Enterprise Development Fund and the realisation of the age limit of 40 years or less for National Youth Ministers.</li> </ul>	MOYS	15-35 years

Based on interviews with UNDP Uganda and Uganda COACT 1325. Note that Uganda's youth policy is currently under revision and is expected to be published in 2025. Additionally, during an interview with Ethiopia's Ministry of Women and Social Affairs (MOWA), it was explained that Nigeria took four years to develop its YPS-NAP. Considering Ethiopia's

geographic size and security situation, it is not expected to take less than four years. IOM, 2021, Youth Strategy for the East and Horn of Africa 2021-2024.

<sup>&</sup>lt;sup>208</sup> From distributed materials provided during the interview with UNDP Somalia.

Country	YPS-NAP Development Status	Existence of Youth Policy	Ministry of Youth Affairs	Age Group of Young People
Sudan	No available information	Youth policy development began in 2021 but is currently suspended.	MOYS	18-35 years
Uganda	The National Youth Action Plan (2016) includes YPS-related components. Preparations for YPS- NAP development have begun. <sup>209</sup>	<ul> <li>The Uganda National Youth Policy 2016 (Currently under revision).</li> <li>National Youth Action Plan 2016</li> </ul>	Ministry of Gender, Labour and Social Development (MGLSD)	15-30 years

Source: UNSC 2024, Youth and Peace and Security -Report of the Secretary General (March 2024); IOM (2021) Youth Strategy for the East and Horn of Africa (2021-2024); and interviews conducted by the Survey Team with national youth ministries and agencies.

# 4.1.4 Matters to Be Addressed and Current Analysis Framework for Promoting YPS

The Survey organises the key issues that AU and IGAD prioritise under the five pillars of YPS (Table 4-6), and further outlines expected actions for each target country to effectively promote YPS. From Section 4.2 onwards, the status of YPS implementation in each country is examined based on these action items.

Table 4-6 Action Items Expected from Countries to Promote YPS

5 Main Pillars	Matters to Be Addressed		
Participation	Develop policies and mechanisms to promote youth engagement in peace and security		
Protection	Strengthen the legal framework to ensure civil protection and respect for human rights		
Prevention	<ul><li>(1) Provide social services that foster youth well-being and responsible citizenship</li><li>(2) Promote youth economic participation</li><li>(3) Prevent radicalisation of citizens, including young people</li></ul>		
Partnership	Strengthen national and regional partnerships to support youth engagement in peacebuilding		
Disengagement and reintegration	<ul><li>(1) Ensure youth participation in DDR policies and initiatives</li><li>(2) Strengthen protection and social reintegration for children and youth in conflict with the law</li></ul>		

Source: Survey Team analysis based on information from AU and IGAD websites.

# 4.2 Policies and Participation Mechanisms to Promote Youth Involvement in Peace and Security (Participation)

Through the Survey, it has been confirmed that while the countries in the Horn of Africa emphasise the importance of actively promoting youth participation in their policies and action plans, they face significant challenges in implementation.

#### 4.2.1 Policies and Participation Mechanisms for Youth Involvement

The emphasis on "participation" in YPS stems from concerns that young people have historically had limited opportunities to express their views, making it difficult for their voices to be meaningfully

<sup>&</sup>lt;sup>209</sup> From the Interview with Department of Youth and Children Affairs, Ministry of Gender Labour and Social Development of Uganda and Uganda COACT 1325.

reflected in peacebuilding processes. Taking this issue into account, except for Sudan and Eritrea, where no youth policy has been formulated, all other countries recognise the necessity of adequately incorporating youth perspectives into policy frameworks and have outlined mechanisms to ensure youth participation.

In terms of political participation, a quota system for young parliamentarians has only been introduced in three countries—Kenya, Uganda, and Djibouti.<sup>210</sup> However, as a means to recognise the value of youth contributions to social and community development and to facilitate youth participation, many countries have established institutional mechanisms that enable young people to express their opinions. These include Youth Councils as formal platforms to collect youth perspectives or civil society organisations (CSOs) that serve as spaces for youth engagement and advocacy. Youth councils are generally structured at multiple levels (national, regional, and community), with representatives elected at each level. In Kenya, youth councils have already been institutionalised. In Ethiopia, a youth council was established in 2023 as a civic organisation rather than a government body. In Djibouti and South Sudan, youth councils are still in the preparation phase.

For example, Ethiopia's Youth Policy states that it aims to create an environment where young people can freely organise themselves and actively participate in building democratic institutions and good governance. Similarly, Uganda's Youth Policy (2016) explicitly acknowledges the necessity of CSOs and other NGOs in ensuring youth participation spaces. In line with this, Uganda issued the National Coordination Mechanism for Youth Programmes (2021), which encourages youth councils and CSOs to take part in the formulation of youth-related programmes, aiming to create a more balanced and inclusive decision-making process. Meanwhile, the Kenyan government has been actively working towards the development of the Youth Bill. As part of this effort, in December 2024, the government launched a series of regional consultations, inviting youth-led CSOs and other stakeholders to express their views and provide input into the drafting process. Through this initiative, Kenya aims to incorporate youth perspectives into the final legislation, ensuring that the law accurately reflects the needs and aspirations of young people.<sup>211</sup>

Despite the widespread recognition of youth participation and its explicit inclusion in policy and institutional frameworks, the realisation of meaningful participation remains a significant challenge in practice.

In countries such as Kenya and Uganda, youth policies include provisions for establishing structures to facilitate planning, implementation and monitoring in collaboration with relevant agencies. These policies also propose the formation of inter-ministerial working groups and youth council committees, which are expected to hold regular meetings to track progress, challenges and future plans related to youth participation policies. However, due to financial and logistical constraints, these meetings often do not take place as planned. Instead, coordination is largely limited to compiling reports from various ministries, rather than engaging in active discussions and decision-making on youth-related policies. Interviews with government ministries responsible for youth affairs have revealed that the gap between available resources and the extensive scope of youth policies presents a major challenge.

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<sup>&</sup>lt;sup>210</sup> Djibouti is currently preparing to introduce a quota system.

<sup>211</sup> https://www.facebook.com/StateDepartmentforYouthAffairsandTheCreativeEcnomy/posts/875615108071194?ref=embedpost (viewed 10 Jan 2025)

The geographical size of some countries, security-related access costs, and the broad range of issues covered under youth policies all contribute to implementation difficulties. These challenges closely resemble those faced by ministries working on WPS-NAP implementation, particularly in relation to women's participation policies.

Even if platforms are established for young people to express their views, participation often remains insignificant. Many young people report that while they are given opportunities to voice their concerns, they are excluded from the actual decision-making process that follows. Additionally, there are concerns that youth ideas and contributions are sometimes used without proper recognition, and the resulting gains fail to reach young people themselves. Pegarding youth councils, while council members are elected in accordance with electoral regulations to serve as representatives of young people, criticisms have been raised that, in reality, limited public recognition and strong political influence hinder diverse and inclusive youth representation. Plate 19 people in the property of the

There are several barriers to meaningful youth participation. First, Gerontocratic, hierarchical and patriarchal cultural practices and social norms prevalent in the Horn of Africa. As for the political aspects, another barrier is the restrictions on what can be said and done, particularly in authoritarian political regimes and conflict-affected countries, which have put in place laws and policies to tighten control of CSOs for security reasons.<sup>214</sup> In addition, challenges faced by young people themselves include the lack of competence due to lack of educational opportunities and lack of experience in participating in social and economic activities.<sup>215</sup>

#### 4.2.2 Participation in Peace and Security

There is no explicit mention of youth participation in peace and security processes in existing youth policies, nor has any country in the region developed a YPS-NAP. As a result, there is no legal framework that ensures the participation of youth and women in arbitration and peace agreements between conflicting parties. This lack of institutional guarantees increases the likelihood that DDR and reconstruction policies will be developed without considering the needs of youth and women. For instance, in Ethiopia, it has been noted that youth and women were not represented in the peace agreement process.<sup>216</sup>

Even in cases where a youth policy exists, which should theoretically support youth participation, there are often practical limitations in place. In some countries and regions, tightened security measures have led to restrictions on youth activism and political expression. In Uganda, for example, the government reportedly immediately ordered security enforcement to prevent the spread of the so-called "Gen Z Protests" that took place in Kenya in June 2024. As a result, demonstrations were

<sup>&</sup>lt;sup>212</sup> From the interview with Kenya Youth Coalition for Peace and Security.

https://ecdpm.org/work/time-for-leaders-and-youth-to-shape-the-africa-they-want-together?utm\_source=chatgpt.com, From the interview with Kenya Youth Coalition for Peace and Security, Uganda She Leads etc.

<sup>&</sup>lt;sup>214</sup> Mehari Taddele Maru, 2018, Shrinking Civil Society Space in the Horn of Africa -The Legal Context-.

<sup>215</sup> American Friends Service Committee, 2023, Youth inclusion in negotiation, mediation and other peacebuilding processes in the East and Horn of Africa.

Atrocities Watch Africa, 2023, Ethiopia Watch: Civil Society Monitor of The Cessation of Hostilities Agreement, Ethiopia needs an all-inclusive peace process led by women | Conflict | Al Jazeera. https://www.ethioexplorer.com/the-unfinished-peace-why-womens-inclusion-is-key-to-tigrays-recovery/, Applying a Gender Lens to Transitional Justice After Ethiopia's Tigray War — The International Affairs Review. https://www.pressreader.com/ethiopia/capital-ethiopia-9yvj/20210808/page/10/textview, etc. (All viewed 15 January 2025)

swiftly suppressed.<sup>217</sup> Similarly, in Ethiopia, authorities have reportedly ordered the dissolution of over 1,500 organisations, citing reasons such as failure to submit annual reports.<sup>218</sup> In Sudan, there have also been reports of increased pressure on women's rights organisations and CSOs, further restricting civic engagement.<sup>219</sup> This situation leads to the shrinking of civic space. In response to unjust dissolution orders and increased governmental pressure on civil society activities, strengthening the capacity of youth and CSOs, securing financial and logistical resources, and ensuring human rights protection have become urgent priorities.

Ensuring that women, youth and vulnerable groups maintain consistent engagement with society and contribute to local development in peacetime is critical, as these networks and structures become even more vital during times of crisis. The following are examples of successful youth engagement in peace and security processes, demonstrating positive impacts. In Sudan, the December Revolution of 2018 led to the formation of Resistance Committees, which were organised primarily by young people to consolidate public voices and respond to community needs.<sup>220</sup> After the clashes between the RSF and SAF in April 2023, many international aid organisations were forced to withdraw, creating a humanitarian vacuum. In response, youth leaders established community-based Emergency Response Rooms (ERRs), using the existing Resistance Committees as a foundation. These ERRs expanded across different regions, playing a crucial role in delivering humanitarian aid. Beyond providing emergency assistance, these youth-led initiatives also encouraged the participation of young people from different political backgrounds, strengthening community resilience and cooperation.<sup>221</sup> In Djibouti and Ethiopia, international organisations such as USAID and the British Council have been implementing CSO capacity-building projects as part of their democracy assistance programmes.

These initiatives aim to strengthen the ability of CSOs to engage in peacebuilding, governance, and youth participation, ensuring that young people have a platform to express their concerns and contribute to national development.

# $\underline{\textbf{Ensuring opportunities for youth to raise their voices: Revitalisation of youth-led citizen} \\ \underline{\textbf{groups}}^{222}$

In South Sudan, efforts by regional and international organisations, such as IGAD, TROIKA and AU, along with civil society advocacy, enabled greater youth participation in the 2018/2018 Revitalised Agreement on the Resolution of the Conflict in South Sudan (R-ARCSS) compared to the 2014/15 ARCSS peace process. To further encourage youth participation, several youth-led

https://www.theafricareport.com/356113/uganda-protest-styled-on-kenyas-gen-z-model-faces-first-test/, https://www.theafricareport.com/356113/uganda-protest-styled-on-kenyas-gen-z-model-faces-first-test/, et al. (all viewed 10 January 2025).

https://www.fidh.org/en/region/Africa/ethiopia/ethiopia-massive-crackdown-on-civil-society-organisations (viewed 10 Jan 2025) Ethiopia -. Civicus Monitor In its December 2024 report, "People Power Under Attack 2024," CIVICUS downgraded Ethiopia's civic space rating to "closed." According to the report, in the Horn of Africa region, Eritrea, Djibouti, and Ethiopia are categorised as having "closed" civic spaces, while other countries are classified as "repressed." CIVICUS assesses civic space across five categories: "open," "narrowed," "obstructed," "repressed," and "closed".

<sup>219</sup> Sudan Crisis: Shrinking Civic Space and Women's Rights at Risk, Civic Space in Sudan - Overview - first half of 2024 (both viewed 10 Jan 2025).

<sup>220</sup> In Sudan, freedom of association was not guaranteed, and the formation of associations was practically impossible. After the fall of the Bashir regime, during a period of policy turmoil, grassroots civil society organisations were formed and became active in coordinating public opinions and contributing to regional development.

Youth-led 'emergency rooms' shine rays of hope in war-torn Sudan | UN News, Sudan's Emergency Response Rooms Overview and Recommendations – SCCU Publication # 13 - Shabaka (Both accessed on January 10, 2025).

<sup>&</sup>lt;sup>222</sup> Search for Common Ground, 2021, Policy Brief: Youth Participation in the Peace Process in South Sudan.

organisations were established, including South Sudan National Youth Union (SSNYU), South Sudan Civil Society Forum (SSCSF), and Youth Organisation Council (YOC). Additionally, non-political networks such as universities and religious institutions provide essential platforms and resources to raise their voices. While youth were not directly involved in the peace agreement negotiations, youth-centred organising enabled them to express their views both formally and informally.

# Successful reflection of youth demands (1): National dialogue<sup>223</sup>

In November 2020, South Sudan hosted a National Dialogue that brought together 20,000 participants, including 520 delegates from all 79 counties and border conflict areas like Abyei. Among them, 50 youth representatives participated but had to negotiate intensively with the dialogue chairperson and secretariat to ensure that their concerns were heard. The youth representatives advocated support for the outcome document, which incorporated their key demands. Among their proposals was a recommendation to ensure 20% youth representation at all levels of government. This proposal was adopted as a recommendation for the national constitutional review conference, along with additional recommendations to increase women's representation from 25% to 35% and expand representation for persons with disabilities by 5%.

# Successful reflection of youth demands (2): High-level forums<sup>224</sup>

At the South Sudan High-Level Revitalisation Forum (HLRF), youth representatives were included in the deliberations of the forum. They shared position papers with political parties, and through the affirmative quota system applied within political parties, they secured youth positions in border governance structures. Additionally, the position of Minister for Youth Affairs was limited to individuals under the age of 40. Furthermore, the HLRF ensured that youth representatives were included in various technical committees.

# Awareness-raising through online platforms<sup>225</sup>

Online platforms provide important opportunities to increase youth participation in national dialogues and peacebuilding processes, which form the foundation of a country's future development agenda. For example, during the South Sudan HLRF, the South Sudan Civil Society Forum (SSCF) launched a social media campaign on the first day of the forum. As part of this campaign, young people wore sunglasses, took selfies, and shared them on social media platforms using the hashtag #SouthSudanisWatching. While this campaign did not directly influence the decision-making process, it served as a powerful symbolic message of unity among South Sudanese civil society members to the various stakeholders involved in the forum's deliberations.

<sup>&</sup>lt;sup>223</sup> CMI, 2021, Sudan Brief No. 3: No peace without youth continued calls for change in South Sudan.

In December 2016, President Salva Kiir called for a comprehensive national dialogue to end all violence in the country. The National Dialogue was launched in May 2017, although the main opposition leader, Riek Machar, refused to participate, and other armed groups also decided not to join. In response to criticism, President Kiir resigned from his position as chairperson a few months after the dialogue began.

American Friends Service Committee, 2023, Youth inclusion in negotiation, mediation and other peacebuilding processes in the East and Horn of Africa.

<sup>225</sup> American Friends Service Committee, 2023, Youth inclusion in negotiation, mediation and other peacebuilding processes in the East and Horn of Africa.

## Regional initiatives / Promoting young women's participation<sup>226</sup>

The Life & Peace Institute (LPI) has been working closely with university students and young men and women living in border areas and informal settlements in Sudan, Ethiopia, Kenya and other countries, implementing sustained dialogue processes to enhance peacebuilding efforts. Additionally, LPI and the Kenya-based International Centre for Peace, Human Rights, and Development in Africa (IPHRD-Africa) have consistently sought to build the mediation capacity of young women in the Horn of Africa, particularly in Kenya, Ethiopia, South Sudan and Somalia. Under the Africa Young Peacemakers Project, IPHRD-Africa has established a network of young women engaged in peace processes, including dialogue and mediation initiatives, with the goal of expanding their roles in conflict resolution and peacebuilding efforts.

# 4.3 Strengthening the Legal Framework for Civil Protection and Respect for Human Rights (Protection)

Concerning protection, there is a need to strengthen the legal framework for civil protection and respect for human rights, building upon each country's judicial system outlined previously in section 2.6. This section summarises the general frameworks and practices on citizen protection and human rights (section 4.3.1) and outlines the legal systems, policies and practices specifically related to child and youth protection (section 4.3.2) (See Appendix 4 for details on juvenile justice systems and related institutions in each target country). The practical aspects related to the protection and rehabilitation of children alleged to have committed crimes are detailed in section 4.6.2.

# 4.3.1 Institutional and Practical Aspects of Civil Protection and Respect for Human Rights

The assessment examined the extent of human rights protections available to youth, particularly measuring the guarantees provided for freedom of speech and assembly. It also considered the availability of support mechanisms for accessing justice, awareness-raising activities on rights protection, and initiatives promoting youth participation, especially political engagement. Furthermore, the usage of digital technologies for enhancing access to justice was reviewed.

In Kenya, freedom of speech and assembly is relatively guaranteed within the region, with legal support systems available for human rights activists. Recently, there has been increased support for aspects of young people's political participation and for their involvement in protecting children's rights. For instance, in June 2024, the Bar Association and other organisations conducted seminars aimed at defending individuals arrested during the Gen-Z demonstrations and providing human rights education. Additionally, youth-led initiatives such as the "Wakeri wa Watoto" project, involving law students, provide advisory services and rights protection for children. Current strategic priorities include fast-tracking child protection cases and addressing SGBV. Additionally, efforts are underway to develop educational materials aimed at teaching young people about their rights and how to protect them effectively.<sup>227</sup>

<sup>226</sup> UNDP, 2023, Youth in Africa: a demographic imperative for peace and security Horn of Africa, the Great Lakes and the Sahel.

<sup>&</sup>lt;sup>227</sup> From the interview with NCAJ, Kenya.

Notably, Kenya's Court Users' Committee serves as a support mechanism in the judicial sector and is operational, though further strengthening is needed.<sup>228</sup> While youth participation is expected to significantly contribute to judicial digitisation initiatives, concerns persist on accessibility, particularly among those who do not have own smartphone. Future discussions are anticipated to further address the utilisation of digital technology and ensure secure data management.<sup>229</sup>

In contrast, Uganda faces greater restrictions on freedoms of speech and assembly due to the prevailing power structures, complicating both youth participation and protection. Following protests in Kenya in June 2024, similar demonstrations in Uganda were swiftly suppressed by government intervention. The government-affiliated Law Development Centre (LDC) provides legal aid to suspects and criminal defendants as part of its legal assistance efforts. However, its affiliation with the government limits its ability to represent youth involved in anti-government protests. Conversely, the Bar Association, as a non-government entity, provides legal aid aimed at supporting youth participation but faces severe understaffing.

The LDC collaborates with 14 universities and approximately 1,500 students, leveraging this platform for awareness-raising activities. However, due to limited employment opportunities for qualified lawyers, the use of paralegals remains underutilised in urban areas. Paralegal institutions report staffing shortages in rural communities, underscoring significant disparities between urban and rural judicial environments. This urban-rural disparity presents a significant challenge for equitable access to justice in Uganda.

Digital technology use in Uganda's judicial sector is emerging as a crucial area, integrating protection, participation, and partnership aspects. Yet, challenges remain due to digital divides influenced by age, geography, economic status, and vulnerability. The Justice, Law, and Order Sector (JLOS) has recognised potential contributions from stakeholders such as Legal Tech, Justice Accelerators Programmes, and the Justice Innovation Community, indicating possibilities for enhanced youth involvement and improved access to justice. Further development in community cooperation and technological innovation is anticipated.<sup>230</sup>

South Sudan also encounters significant restrictions on freedoms of speech and assembly, severely limiting youth advocacy activities. The regulatory environment imposes tight control, requiring security approval for youth-organised demonstrations, thereby significantly reducing advocacy spaces for young people.<sup>231</sup>

## 4.3.2 Legal Systems, Policies and Practices for Child Protection

Details regarding legal frameworks addressing police responses, judicial processes, and rehabilitation measures for juvenile offenders are covered in section 4.6.3. This section provides an overview of laws and policies designed to protect children's rights and prevent their victimisation through issues such as child marriage, trafficking, and child labour, including frameworks for protecting children if they become victims. (See Appendix 4 for detailed country-specific information.).

<sup>&</sup>lt;sup>228</sup> From the interview with OAG and NCAJ, Kenya.

<sup>&</sup>lt;sup>229</sup> From the interview with OAG and NCAJ, Kenya.

<sup>&</sup>lt;sup>230</sup> From interviews with JLOS, Uganda. https://justiceinnovatorscommunity.com/

<sup>&</sup>lt;sup>231</sup> From the interview with IPCA, South Sudan.

Djibouti ratified the African Youth Charter (2006) in 2008 and was among the first nations to ratify the Convention on the Rights of the Child (CRC) in 1990. In 2011, it also ratified the Optional Protocol on the Involvement of Children in Armed Conflict along with the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography. Djibouti's Constitution does not explicitly outline comprehensive child rights provisions but guarantees every individual's right to life, dignity and physical integrity. Djibouti's Child Protection Law, enacted in May 2015, incorporates many rights specified in the Convention on the Rights of the Child (CRC).

Nevertheless, in 2022, the Committee on the Rights of the Child raised concerns about the situation of children in detention and child marriage. 232 Minors were reportedly held in general detention facilities, while the existing family law framework allowed guardians to authorise child marriage. In response, the Djiboutian government stated that minors are separated from adults and that boys and girls are detained separately, emphasising their efforts to minimise child imprisonment and support reintegration. Regarding child marriage, the government stated that most marriages occur at age 18, though marriages involving minors are permitted exceptionally. They acknowledged that minors in remote areas might marry based on parental decisions, distinguishing between early marriage and forced marriage, noting that the latter is criminalised under Djibouti's Criminal Code, although this stance does not fully resolve the concern.

In Kenya, the African Youth Charter (2006) was ratified in 2014. Article 53(1)(d) of the 2010 Constitution explicitly safeguards children against abuse, neglect, harmful cultural practices, all forms of violence, inhuman treatment or punishment, and hazardous or exploitative labour. Kenya has also enacted the National Youth Act and the National Youth Council Act.

In line with ratified international conventions and regional charters, Kenya enacted the Children Act 2001, establishing it as the foundational law concerning children's rights and protection, including provisions for children in need of protection and care, as well as children in conflict with the law or child offenders. Initially enacted in 2001 and enforced in March 2002 without an accompanying policy framework, the Act initially faced implementation challenges. However, the amended Children Act, 2022 addresses new emerging issues, including radicalisation (Section 135(1)(i)), protection of children affected by human trafficking (Section 144(o)), rights of intersex<sup>233</sup> children (Section 21), and diversion programmes<sup>234</sup> (from Section 226 onwards).

Regarding South Sudan, the UN Committee on the Rights of the Child<sup>235</sup> has recognised various legislative and institutional measures implemented by the country to uphold child rights, including the Child Act (2008), the Transitional Constitution (2011), and the General Education Act (2012).

<sup>232</sup> https://www.ohchr.org/en/newsletters/2022/05/experts-committee-rights-child-welcome-djiboutis-efforts-improve-childrens-food

Intersex refers to individuals who are born with sex characteristics that do not conform to typical binary notions of male or female bodies (see: OHCHR, https://www.ohchr.org/en/sexual-orientation-and-gender-identity/ intersex-people).

Diversion refers to a system for resolving juvenile cases through community-based programmes such as temporary supervision and guidance, victim restitution, and compensation, enabling cases to be addressed through discretionary measures rather than formal judicial proceedings (see: UN Standard Minimum Rules for the Administration of Juvenile Justice (The Beijing Rules), https://www.ohchr.org/en/instruments-mechanisms/instruments/united-nations- (standard-minimum-rules-administration-juvenile).

 $<sup>^{235}\</sup> https://digitallibrary.un.org/record/3992526/files/CRC\_C\_SSD\_CO\_1-EN.pdf$ 

Policy measures such as the National Plan of Action for Children (2020-2024), the South Sudan Development Plan (2011), and the Country Strategic Plan aligned with the Sustainable Development Goals (2018-2020) have also been positively noted.

The report also acknowledges South Sudan's ratification in 2018 of the Optional Protocols to the Convention on the Rights of the Child regarding the Involvement of Children in Armed Conflict and the Sale of Children, Child Prostitution and Child Pornography. Additionally, the ratifications of the Convention on the Elimination of All Forms of Discrimination Against Women and the Convention Against Torture in 2015 are recognised. However, the Committee expressed concern that intercommunal violence and the activities of armed militias continue with impunity despite the signing of the R-ARCSS in 2018. It emphasises the need for securing children's rights to education, health, food, and sanitation, preventing violence and abuse against children, and providing reintegration and support programmes for children affected by armed conflict. The Committee also recommends ensuring the realisation of children's rights through the implementation of the 2030 Agenda for Sustainable Development, adhering to relevant treaties and optional protocols.

# 4.4 Strengthening Resilience and Preventing Radicalisation Through Socio-economic Inclusion of Youth and Vulnerable Groups (Prevention)

At the core of conflicts in the Horn of Africa are radicalised organisations, which intersect with and draw in youth, women, and vulnerable populations, forced to engage in terrorism and societal radicalisation. Structural factors affecting these groups are frequently identified as key underlying causes, notably poverty, unemployment, educational challenges, misinformation and fake news, governmental weaknesses, and inadequate public services.

This section broadens the scope of conflict prevention by first examining efforts under YPS policies aimed at mitigating these structural factors, promoting and encouraging young people to participate responsibly in political and economic activities. These efforts are reviewed through the lens of (1) provision of social services that enable youth to achieve well-being and develop into responsible citizens, and (2) promotion of economic participation among youth. Additionally, it analyses (3) the legal frameworks and action plans established by governments intended to prevent intersections between citizens—including youth—and radicalised organisations, to deter or prevent their engagement or cooperation with terrorist activities, and to distance citizens from radical organisations.

# 4.4.1 Provision of Social Services for Youth Well-being (Development into Responsible Citizens)

The World Bank's Human Capital Index (HCI) evaluates the status of human capital in countries based on indicators like education, health and nutrition, measuring the potential human capital gained by a child born healthy and receiving high-quality education on a scale from 0 to 1. According to the 2020 HCI report based on pre-pandemic data, the average HCI for Sub-Saharan Africa was 0.4<sup>236</sup>, indicating that the region only realises 40% of its potential economic productivity. Except for Kenya, the countries covered in the Survey fall below this regional average. With youth comprising half of the Horn of Africa's population, nurturing their potential as active contributors to regional and national

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<sup>&</sup>lt;sup>236</sup> The global average is 0.56 (World Bank, 2021, The Human Capital Index 2020 Update).

development and social stability has become a priority for the international community. Essential to the development of youth into responsible citizens is ensuring access to appropriate and high-quality healthcare, education and social protection from early childhood. This section provides an overview of these foundational areas underpinning the YPS "prevention" framework.

Table 4-7 Human Capital Index by Country

Item	HCI	Expected Schooling Years	Learning Adjusted Years of Schooling <sup>237</sup>	Survival to Age 5	Not Stunting	Adolescent Fertility Rate (birth per 1000 women ages 15-19)
Djibouti	N/A	N/A	N/A	N/A	N/A	N/A
Eritrea	N/A	N/A	N/A	N/A	N/A	N/A
Ethiopia	0.38	7.8 years	4.3 years	94%	63%	69
Kenya	0.55	11.6 years	8.5 years	96%	74%	64
Somalia	N/A	N/A	N/A	N/A	N/A	N/A
South Sudan	0.31	4.7 years	2.5 years	90%	69%	99
Sudan	0.38	7.1 years	4.3 years	94%	62%	80
Uganda	0.38	6.8 years	4.3 years	95%	71%	108

Source: Prepared by the Survey Team based on World Bank (2021) The Human Capital Index 2020 Update.

#### (1) Education

Ensuring children and youth receive civic and peace education through schooling, understand concepts such as tolerance and coexistence, and develop rational and critical thinking is essential for regional peace and security. However, as noted in Chapter 2 (section 2.5), access to education itself remains a significant challenge. In Somalia, Uganda, Djibouti, and Eritrea the primary school completion rate falls below 60%, with Somalia notably low at about 20%. Disparities persist between urban and rural areas, as well as between genders. For instance, 84% of rural youth in Ethiopia have not completed primary education. Even where access to education exists, concerns remain regarding its quality. As seen in Table 4-7 of the HCI, the actual learning outcomes of children growing up in the Horn of Africa do not align with the expected years of schooling. While governments in the region have taken steps to promote education, strengthening efforts to provide equal access to quality education remains crucial, as education forms the foundation for employment and responsible citizenship.

Initiatives in peace and civic education are observed in some countries during the Survey. Kenya has developed the Education Sector Policy on Peace Education (2014), integrating a peace education curriculum into compulsory education. Eritrea emphasises peace education and global citizenship education, embedding the values of peace, tolerance, and social contribution into teacher training and curricula. Uganda plans to enhance peace education through the Youth Service Programme, which facilitates community engagement for students aged 13 and older.<sup>238</sup> In Ethiopia, peace education initiatives began under MOP and the Ministry of Education (MOE) following the Tigray conflict but remain reliant on voluntary programmes of MOP, achieving limited success.<sup>239</sup>

<sup>&</sup>lt;sup>237</sup> Indicates expected number of years of education, adjusted for quality of education.

<sup>238</sup> From the interview with Ministry of Gender Labour and Social Development, Department of Youth and Children Affairs, Uganda.

From the interview with the Ministry of Peace, Ethiopia.

### (2) Health and Well-being

Across countries within the Survey, approximately 30–40% of children suffer from malnutrition, and many women experience childbirth between 15–19 years old. Fertility rates remain high, surpassing the global average (3.0), except for Djibouti (2.7). Nutritional intake from birth profoundly impacts future physical and mental development, underscoring the importance of maternal and reproductive healthcare for developing youth into productive citizens.

A significant challenge for youth in the Horn of Africa is substance abuse, including alcohol, khat, and tobacco. In Ethiopia, for example, 43.3% of males and 36.8% of females 15–19 years old consume alcohol, and khat use is widespread across genders and age groups (56.5% of males and 36.6% of females in total). Substance abuse negatively impacts on youth health and remains a pressing concern in the region.

Female Genital Mutilation (FGM) also poses a severe health risk, with high prevalence rates in Somalia (99%), Djibouti (90%) and Sudan (87%).

Countries are addressing these health challenges through dedicated youth and health policies. Kenya and Sudan are particularly focused on promoting Universal Health Coverage (UHC), aiming to enhance population resilience through improved healthcare access and outcomes.

### (3) Social Protection (Social Security)

Social protection serves as a crucial safety net for young people facing economic and social risks such as poverty, unemployment, illness, and disability. Governments and the international community must recognise the vulnerabilities of youth and ensure adequate provision of social protection.

Table 4-8 summarises which groups among youth are identified as vulnerable in each national policy (including individuals vulnerable due to intersecting social identities).

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Country	Policy Document	Provisions for Vulnerable Groups Among Young People			
Djibouti	Youth policy (2024)	<ul> <li>People with special needs, young people with disabilities (PWDs)</li> <li>People without economic means</li> </ul>			
Eritrea	Ministerial statement	The MOLSW in Eritrea has four departments, each responsible for following groups: (1) Children and families, (2) Rehabilitation a demobilisation, (3) Families of martyrs (those who died during independence struggle), and (4) Victims of natural and human-cau disasters. Specifically, Department (1) focuses on orphans, home children, and children with various challenges, while Department supports persons with disabilities, impoverished individuals, and for combatants.			
Ethiopia	Youth Policy (2004)	<ul> <li>Young women</li> <li>Nomadic youth</li> <li>Youth living with HIV/AIDS</li> <li>Mental and physical disabilities</li> <li>Affected by social ills (tobacco, alcohol, drugs, etc.)</li> </ul>			

Table 4-8 Vulnerable Groups Among Young People

· Orphaned youth

Country	Policy Document	Provisions for Vulnerable Groups Among Young People	
Kenya	Youth Development Policy (2019)	<ul> <li>The policy specifically highlights the following youth groups (Special Interest Groups) for targeted support:         <ul> <li>Youth with disabilities (PWDs)</li> <li>Young street dwellers and vagrants</li> <li>Youth Living with AIDS</li> <li>Unemployed youth</li> <li>Youth who have dropped out of school</li> <li>Youth in humanitarian settings</li> <li>Youth living in informal settlements</li> <li>Migrant youth</li> </ul> </li> <li>The government and organisations working with youth are required to pay special attention and implement affirmative actions for each of these groups.</li> </ul>	
Somalia	National Youth Policy (2023)	<ul> <li>The policy identifies the following priority target groups requiring focused intervention:</li> <li>Youth with disabilities</li> <li>Youth with AIDS (People Living with Aids)</li> <li>Orphans and socially vulnerable youth</li> <li>Marginalised youth</li> <li>Internally displaced youth</li> <li>Nomadic youth</li> <li>Unemployed persons</li> </ul>	
South Sudan	Youth development policy (2024)	<ul> <li>Youth with disabilities</li> <li>Orphans, street youth, youth without parental care</li> <li>Unskilled and unemployed youth</li> <li>Conflict-affected, ex-combatants</li> <li>Armed nomadic youth</li> <li>Women facing teenage pregnancy, GBV</li> <li>Drug addicts, youth living with HIV/AIDS</li> <li>Diaspora</li> <li>Youth alleged to have committed crimes</li> </ul>	
Sudan	-	Unknown	
Uganda	Youth Policy (2016)	<ul> <li>Although not explicitly stated, the policy focuses on the following groups of youth in its current assessments, guided by principles of non-discrimination, inclusion, participation, and gender inclusivity:         <ul> <li>Youth with disabilities</li> <li>Youth living with AIDS</li> <li>Unemployed or underemployed youth</li> <li>Young women</li> </ul> </li> </ul>	

Source: Prepared by the Survey Team based on national policy documents.

Regarding social protection in the surveyed countries, each country has its own policies and programmes; however, due to recurring crises such as conflict and drought, these responses tend to be ad hoc and reactive. Support is primarily provided through cash and in-kind transfers funded by donor aid, but assistance directly targeting impoverished or crisis-affected youth is limited, as priority is given to children, women, and persons with disabilities. However, some youth indirectly benefit from these programmes when cash transfers are provided at the household level. Research conducted in impoverished areas of Kenya confirms that even small-scale cash transfers positively influence youth social participation and violence prevention, leading to improved community safety and

security.<sup>240</sup> This demonstrates the importance of implementing suitable social protection measures specifically targeted towards youth in poverty or crisis as a strategy for achieving community stability.

Furthermore, emergencies such as conflict and drought frequently occur in the Horn of Africa region. Somalia's social protection system is designed with conflict response in mind, whereas existing social protection frameworks in other countries have not sufficiently integrated conflict-responsive mechanisms.<sup>241</sup>

### (4) Prevention of Marginalisation

Ensuring psychologically safe spaces for youth within society is essential for preventing youth delinquency and crime and for promoting youth empowerment. The provision of such spaces prevents social exclusion and reduces feelings of isolation and helplessness. Examples of these initiatives include promoting community activities such as sports, music, and volunteering that youth can safely participate in, as well as establishing community centres where young people can freely gather and interact. In Ethiopia, Kenya, Somalia, Uganda, and Djibouti, youth policies explicitly highlight the importance of promoting youth sports and recreational activities.

Interviews with experts of JICA's "Sport for Development and Peace" (2019-2023)<sup>242</sup> in South Sudan also emphasised the effectiveness and value of sports as a means of peacebuilding. In areas around Juba, many children and young people lack safe spaces, resulting in issues such as school dropouts, delinquency, child labour, gang formation and early pregnancy. However, participation in local sports clubs (youth sports groups) has led to positive behavioural changes among youth through interactions with adult role models and moral education facilitated by sports activities.

#### 4.4.2 Promoting the Economic Participation of Young People

As identified in the overview in Chapter 2, youth unemployment remains high due to various socioeconomic factors, including the imbalance between the rapidly expanding youth population and economic growth, disparities between evolving science and technology and education and training levels, and the impact of climate change, such as droughts and floods, on agriculture and livestock production. Formal employment opportunities are limited, and many young people are engaged in precarious work in the informal sector. Some experience complete unemployment, leading to idleness, while others must take on unstable, low-paying jobs to sustain their daily livelihoods. Although no direct causal link exists between youth unemployment and participation in conflict or violent extremism, prolonged unemployment and frustration over the lack of upward mobility may trigger anti-government activities, violence, or criminal behaviour.<sup>243</sup>

Looking at the youth policies of countries in the Horn of Africa region, all nations prioritise the economic empowerment of young people. They have committed to active employment policies such

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<sup>&</sup>lt;sup>240</sup> Irish Aid, 2023, Ensuring an Effective Social Protection Response in Conflict-Affected Settings: Findings from the Horn of Africa.

<sup>&</sup>lt;sup>241</sup> Birch, I.; Carter, B.; Lind, J. and Sabates-Wheeler, R., 2023, Ensuring an Effective Social Protection Response in Conflict-Affected Settings. Findings from the Horn of Africa, Brighton: Institute of Development Studies, DOI: 10.19088/IDS.2023.020

<sup>&</sup>lt;sup>242</sup> From Interviews with JIN Consultants Ltd.

<sup>&</sup>lt;sup>243</sup> UNDP, 2023, Journey to Extremism in Africa Pathways to Recruitment and Disengagement, Centre for Human Rights and Policy Studies (CHRIPS), 2021, Policy Brief No. 4 Impact of Kenya Youth Employment opportunities Project on Criminal and Political Violence, etc.

as vocational training, reskilling for ICT skill acquisition, and the utilisation of employment counselling and placement agencies. Additionally, they are developing an entrepreneurial environment through initiatives like procurement targeting youth-owned businesses and financial support programmes.

Various employment promotion projects and entrepreneurship support programmes are being implemented in line with these policies. For example, in Kenya, the Youth Empowerment Fund and the Kenya Youth Employment Opportunity Project (KYEOP), supported by the World Bank, provide entrepreneurship assistance. In Ethiopia, JICA's NINJA start-up ecosystem support programme has been implemented, while Uganda launched Grow, a World Bank-supported initiative that combines financial support and business assistance for female entrepreneurs, starting in 2024.

### **Employment support: Kenya KYEOP**

KYEOP was implemented in Kenya from 2016 to 2023 with support from the World Bank. This project aimed to create employment and income opportunities for vulnerable youth by offering comprehensive vocational training, life skills development, enterprise apprenticeships and financial support (USD 400). KYEOP also introduced a quota system for persons with disabilities, designed measures to help women overcome entrepreneurial challenges (particularly financial constraints), and promoted inclusive public service delivery. Ultimately, the project benefited 310,000 young people, half of whom were women, while 3% were young people with disabilities. Additionally, 86% of the beneficiaries secured employment or started their own businesses, contributing to increased income. <sup>244</sup> Building on KYEOP's success, the National Youth Opportunities Towards Advancement (NYOTA) project will be launched in 2024, expanding its reach to all 47 counties across Kenya. This initiative will include measures to ensure the inclusion of vulnerable and marginalised groups. <sup>245</sup>

#### **Entrepreneurship support: South Sudan**

In South Sudan, through an initiative by UNDP and Stanbic Bank, the Ministry of Agriculture and Food Security (MAFS), in collaboration with the Ministry of Youth and Sports (MOYS), provided loans totalling more than 1.5 billion SSP (USD 15 million) for agribusiness development to 60 youth and women-led groups at an interest rate of 6% (previously 20%). UNDP also conducted training programmes to help non-eligible borrowers qualify for these loans. Most of these loans were directed towards the agricultural value chain, with 44% allocated to women.<sup>246</sup>

However, there is still room for improvement regarding inclusivity for vulnerable groups. While KYEOP is considered a successful model for job creation, some critics highlight that youth involvement in the planning phase was limited to merely providing input as service recipients, rather than actively participating in the programme's design. Furthermore, while KYEOP used a randomised computer algorithm to select beneficiaries—eliminating nepotism—the process favours individuals

<sup>&</sup>lt;sup>244</sup> See for example: UNPD, 2023, Journey To Extremism In Africa Pathways To Recruitment And Disengagement, Centre for Human Rights and Policy Studies (CHRIPS), 2021, Policy Brief No. 4 Impact of Kenya Youth Employment opportunities Project on Criminal and Political Violence.

<sup>&</sup>lt;sup>245</sup> Government of Kenya, 2024, National Youth Opportunities Towards Advancement Vulnerable and Marginalised Groups Framework (VMGF).

RJMEC, 2024, Report on the Status of the Implementation of the R-ARCSS.

with higher education and better access to information, leading to concerns that structural social inequalities were not sufficiently considered during the planning stage. As a result, the programme may have inadvertently reinforced distrust in public services.<sup>247</sup> The She Leads programme officer in Uganda noted that while some government initiatives are commendable, vulnerable groups—such as women and single mothers who have not received adequate education—face barriers in accessing and understanding information in the announcement. These obstacles include difficulties in expressing themselves, language barriers (between English and local languages), and challenges in comprehending the content of these initiatives.<sup>248</sup> Additionally, preferential procurement policies intended to support youth entrepreneurs have been criticised for benefiting only certain groups due to their stringent eligibility criteria.<sup>249</sup> From a YPS perspective, government initiatives must be tailored to ensure that they reach those most in need, particularly vulnerable groups. It is crucial to develop youth-friendly and inclusive public service programmes that effectively engage marginalised communities and address their specific needs.

#### 4.4.3 Prevention of Radicalisation of Citizens, including Young People

Prominent extremist organisations in the Horn of Africa include Al-Shabaab and the Islamic State in Somalia (ISS), which operate primarily in Somalia; the Oromo Liberation Army (OLA), an Ethiopian insurgent group; and the Allied Democratic Forces/Islamic State Central Africa Province (ADF/ISCAP), a Ugandan rebel group mainly active in eastern DRC that carries out cross-border attacks into Uganda

Among these, Al-Shabaab and ISS are the largest and maintain cooperative relationships with global terrorist networks such as Al-Qaeda and the Islamic State. They are regarded as significant threats and risks to regional security and stability. In response, the Somali government has declared an "allout war" against these Islamist extremist groups, receiving support—including military deployments—from neighbouring countries and Western allies. However, these militant groups have retaliated against military containment policies by increasing terrorist activities within Somalia and conducting sporadic attacks in neighbouring countries, particularly Kenya, a key supporter of the Somali government.

The international community has become increasingly concerned about the growing intersection between youth, women and vulnerable groups with these extremist organisations, leading to their involvement in terrorist activities and the radicalisation of societies. This concern intensified after the 9/11 attacks in 2001 and the subsequent global "war on terror" led by the United States. In 2015, the UN introduced the Plan of Action to Prevent Violent Extremism (PVE), advocating for a shift from top-down, security-focused counterterrorism measures toward a broader, bottom-up approach that actively involves civil society. In response to these international policy trends, many governments have formulated and implemented multi-faceted strategies—encompassing counterterrorism, radicalisation prevention, and deradicalisation support—aimed at stabilising their societies. These

<sup>&</sup>lt;sup>247</sup> Centre for Human Rights and Policy Studies (CHRIPS), 2021, Policy Brief No. 4 Impact of the Kenya Youth Employment opportunities Project on Criminal and Political Violence, and CHRIPS, 2021, Intervention Brief, Addressing social exclusion and barriers to participation in youth programmes.

<sup>&</sup>lt;sup>248</sup> From the interview with She Leads, Uganda.

<sup>&</sup>lt;sup>249</sup> From interviews with Kenya Coalition on Youth, Peace and Security and Uganda Parliamentary Forum on Youth Affairs.

strategies include Anti-Terrorism Laws, National Strategies for Preventing and Countering Violent Extremism, and corresponding Action Plans.

One of the key factors for the effective implementation of counter-radicalisation measures is the adoption of best practices. Three main elements are often highlighted as essential for success: (1) the participation of beneficiaries—youth, women, and vulnerable groups—in the planning, formulation, and execution of policies; (2) the involvement of civil society in counterterrorism and radicalisation prevention efforts; and (3) the promotion and institutionalisation of collaboration between government and civil society. First, the active participation of youth, women and vulnerable groups in the policy planning and implementation process is crucial for achieving meaningful outcomes. This aligns with the discussion on participation in Section 4.2. Traditionally, counterterrorism and radicalisation prevention strategies have been led by security agencies such as the police, public security, and the military. However, security-led counterterrorism measures have been criticised for generating negative side effects, including human rights violations, excessive surveillance, and corruption. These consequences often provoke resistance and non-cooperation from youth, women, and vulnerable groups, ultimately exacerbating radicalisation rather than mitigating it. Recognising these issues, Kenya has increasingly encouraged citizen participation in the planning and implementation of counterterrorism and radicalisation prevention policies. Second, involving civil society and civil society organisations (CSOs) in counterterrorism and radicalisation prevention measures is essential. Effective implementation of these policies requires trust between security agencies and the public. However, political and historical contexts have often led to deep-seated mutual distrust between the two. Consequently, CSOs play a critical role as intermediaries that facilitate communication and engagement between government and citizens, ensuring that policies are inclusive and responsive to local concerns. Third, promoting and institutionalising collaboration between government and civil society is indispensable. Establishing mechanisms that facilitate structured engagement, such as platforms for dialogue, consultation, and joint initiatives, can significantly improve the effectiveness of counter-radicalisation efforts. Creating dedicated spaces for collaboration, government-CSO interfaces, and formalised partnerships helps foster cooperation and reduce tensions between security actors and local communities.

Despite the increasing adoption of counter-radicalisation policies, several challenges persist in their formulation and implementation. The three primary challenges include (1) budget constraints, (2) insufficient participation of beneficiaries in policy processes, and (3) the limitations of a standardised policy approach. First, financial limitations pose a significant obstacle. Governments facing fiscal austerity often struggle to allocate sufficient funds for counter-radicalisation measures, leading to heavy reliance on donor funding. This dependency weakens national ownership and the long-term sustainability of these policies. Second, while the importance of youth, women, and vulnerable groups' participation in policy formulation and implementation is widely recognised, their engagement often remains superficial or symbolic. Many initiatives involve only nominal consultation, resulting in frustration among beneficiaries who feel excluded from meaningful decision-making processes. Third, a uniform or narrow understanding of radicalisation factors among policymakers limits the effectiveness of interventions. Many policymakers primarily focus on economic factors such as poverty and unemployment or institutional challenges like weak governance. While addressing these issues is necessary, radicalisation is not uniform across all fragile and

economically disadvantaged countries. The dynamics of radicalisation vary by country and are influenced by political, economic, social and historical contexts. An overly rigid or narrow policy approach risks overlooking local realities, including social, cultural, and historical inequalities. For example, in Kenya, Somali-Muslim communities have long experienced discrimination and social exclusion, which extremist groups like Al-Shabaab exploit to recruit new members. Similarly, preferential reintegration programmes for returnees can create tensions between beneficiaries and host communities, potentially fostering further radicalisation. To ensure the effectiveness of radicalisation prevention initiatives, it is crucial to secure adequate funding or explore cost-effective approaches such as localisation, outsourcing, and enhanced collaboration. Policymakers should ensure the meaningful participation of beneficiaries in both policy design and implementation. Additionally, a comprehensive and context-sensitive approach that considers the diverse factors contributing to radicalisation should be adopted instead of relying solely on economic and institutional explanations.

### 4.5 Partnership Building (National and Regional Level) (Partnership)

### 4.5.1 Country-Level Cooperation

The promotion of YPS requires the collaboration of various stakeholders. The pillars of YPS—participation, protection, prevention, partnerships and disengagement and reintegration—are not isolated from one another. Ensuring continuity in support necessitates close coordination between government ministries, local communities, civil society and international organisations.

As discussed in Section 4.2 on participation, countries have established mechanisms for interministerial cooperation, community engagement, and collaboration with CSOs to implement youth policies. For instance, Kenya's Youth Development Policy mandates the Ministry of Youth Affairs, Creative Economy and Sports (MYACES) to coordinate and oversee the execution of youth policies from the national and county levels down to the community level, incorporating all relevant stakeholders, including civil society and the private sector. The implementation framework consists of biannual director-level meetings, quarterly deputy director-level meetings, quarterly technical-level meetings, and seven sectoral working groups. Additionally, director-level meetings include the participation of private sector representatives and development partners. <sup>250</sup> Similar cooperation frameworks are outlined in the policies of other countries as well. However, interviews indicate that these mechanisms often do not function effectively due to resource constraints, capacity limitations, and security risks. For example, in Kenya, inter-ministerial collaboration has largely been limited to

<sup>250</sup> Kenya's Youth Development Policy includes collaboration with the private sector, media, local communities, and NGOs as part of its implementation framework. The following roles are defined:

<sup>•</sup> Private sector: Responsible for creating employment opportunities for young people, integrating them into economic activities, and ensuring consideration for vulnerable youth.

<sup>•</sup> Development partners: Expected to invest in and provide technical support for youth-focused public initiatives.

Media: Tasked with emphasising national constitutional values, providing objective and balanced reporting on youth, correcting misinformation, educating the public, and identifying marginalised and vulnerable groups for support.

Religious organisations: Expected to uphold moral values, provide role models for young people, and work with CSOs
to advocate for youth rights and support their capacity development.

Communities, NGOs: Encouraged to mobilise citizens for youth development, promote intergenerational dialogue, and foster peacebuilding within the framework of national values and transformative leadership.

reporting among government agencies,<sup>251</sup> while in Uganda, resource shortages have delayed system development, preventing it from operating effectively.<sup>252</sup>

Despite these challenges, numerous successful cases of multi-stakeholder collaboration have been reported. Strengthening the leadership capacity of partner organisations and supporting the development of collaboration platforms can significantly enhance the effectiveness of such initiatives. Below are examples of good practices:

### Collaboration with Traditional and Religious Organisations in Somalia

In Somalia, during heightened tensions between two major clans in the Galkayo region in 2015, youth took the initiative through the Joint Galkayo Youth Committee. They collaborated with traditional elders, private sector actors, the Somali Federal Government, and regional government authorities to facilitate a community-based mediation process. As a result, a peace agreement was reached in 2016. This case demonstrates the potential for youth-led organisations to effectively contribute to conflict resolution when given the right platform for collaboration.<sup>253</sup>

#### Good practices in working with traditional and religious organisations: Ethiopia.

In Addi Arkay Woreda, Ethiopia, deeply entrenched cycles of retaliatory violence resulted in 159 deaths between 2022 and 2023. Families and children were forced to flee, agricultural activities halted, and the community descended into disorder. In response, UNDP, in partnership with the Peace and Security Department of Addi Arkay District, conducted conflict resolution training for 203 community leaders, including 75 women, at a peace support facility. The participants included traditional elders, religious leaders, youth representatives, and local government officials. This initiative revitalised local peace forums, fostering reconciliation and healing. Consequently, 156 out of 205 recorded disputes were resolved, revenge killings drastically declined, farming activities resumed, children returned to school and 97 displaced persons were able to return to their communities. Moreover, a compensation mechanism was introduced, enabling financial support to affected families. The intervention, facilitated through a peace support facility, played a crucial role in reactivating traditional conflict resolution structures and empowering communities to address local challenges independently. This approach also contributed to rebuilding local governance systems. (UNDP Multi-Partner Peace Support/Stabilisation Program, funded by Germany and Japan).

#### 4.5.2 Regional-Level Cooperation

Collaboration through regional platforms is essential for the promotion of YPS. Initiatives such as IGAD's Youth Forum for Peace serve as key venues for strengthening intergovernmental coordination and securing commitments from international organisations. Although regional cooperation is not always explicitly outlined in national policies, countries align with AU and IGAD strategies to formulate and implement joint plans, conduct monitoring and evaluation, develop communication strategies, and share resources. This enables the efficient and coordinated promotion of YPS while fostering youth capacity-building and personnel exchange. International organisations and

<sup>252</sup> The Republic of Uganda, 2022, Report on Monitoring the Implementation of the National Youth Policy 2016

<sup>&</sup>lt;sup>251</sup> From the interview with the Kenyan Ministry of Youth, Creative Economy and Sports.

American Friends Service Committee, 2023, Youth inclusion in negotiation, mediation and other peacebuilding processes in the East and Horn of Africa.

development partners play a crucial role in leading these regional partnerships. Among them, UNFPA serves as the primary agency responsible for advancing YPS, including providing support for the formulation of RAPs and NAPs. Recently, UNFPA, UNDP, the UN Department of Political and Peacebuilding Affairs (DPPA), and the Folke Bernadotte Academy (FBA) collaborated on drafting the YPS-RAP 2023–2028 for the Arab region, with Sudan, Djibouti and Somalia participating in the initiative.

As highlighted in Section 4.2 on participation, IGAD has played a significant role in regional peace processes, including the R-ARCSS and peace negotiations in Sudan. IGAD's Youth Envoy and the IGAD Youth Forum for Peace have facilitated networking among young leaders and CSOs involved in peacebuilding, contributing to regional stability and security.

Furthermore, the Common Market for Eastern and Southern Africa (COMESA), which includes most IGAD member states, collaborates with partners such as the AU, Save the Children International, ACCORD, and the Horn of Africa Youth Network (HoAYN). In November 2021, COMESA hosted an inter-ministerial conference on YPS in the Horn of Africa, aiming to accelerate the implementation of the African Youth Charter and the AU's Youth, Peace and Security Strategy 2020–2024. This initiative encouraged member states to develop and execute their respective NAPs in alignment with the African Continental YPS Framework. COMESA has also organised capacity-building and knowledge-sharing forums for youth, youth-led organisations, and CSOs on conflict prevention, analysis and mitigation strategies. These activities contribute to strengthening networks and enhancing the capabilities of young leaders in the region.

Beyond official intergovernmental cooperation, CSO-led initiatives have gained momentum. The HoAYN, headquartered in Kenya, is committed to youth-driven development in the Horn of Africa and works on strengthening the status of CSOs, promoting regional peace and stability, fostering economic empowerment, and advancing gender equality and women's empowerment. Specifically, HoAYN not only facilitates networks among youth-led CSOs but also builds connections between CSOs and regional organisations such as IGAD. Through these efforts, it facilitates information sharing, enhances the capacities of CSOs, and actively contributes to regional policy formulation. HoAYN has played a key role in drafting IGAD's youth policies, organising YPS-related forums with COMESA, and contributing to the AU's YPS-NAP development manual.<sup>254</sup>

# 4.6 DDR and Comprehensive Social Inclusion Support for Youth De-radicalisation and Reintegration (Disengagement and Reintegration)

The Horn of Africa is frequently affected by conflicts and violent extremism, making the disengagement and reintegration of youth who have participated in armed conflicts or extremist activities a critical process. Ensuring that these young individuals can transition back into society as stable and productive members is vital for both their well-being and the stability of their communities. This section examines DDR policies in conflict-affected areas while also addressing the reintegration of youth involved in delinquency or crime due to social dissatisfaction and structural challenges.

<sup>&</sup>lt;sup>254</sup> From the Interview with HoAYN, Kenya.

### 4.6.1 Participation of Youth in DDR-related Policies and Initiatives

The Survey reviewed the current state of DDR in Ethiopia, Somalia and South Sudan, focusing on literature-based research. While international DDR guidelines exist, they provide only the minimum standards for implementation and considerations. In practice, DDR should be conducted based on consensus and a thorough understanding of participants' needs. However, young people, particularly young women, have had limited opportunities to participate in DDR decision-making, and their specific needs have not been adequately addressed. (For details on international DDR guidelines, see Table 3-9 in 3.5.1).

In Ethiopia, a Cessation of Hostilities Agreement (CoHA) was signed in 2022. In the northern conflict, most ex-combatants on the Tigray side were young, with women comprising about 20%. However, neither youth nor women participated in peace negotiations, and the agreement contains minimal references to their needs. <sup>255</sup> The National Rehabilitation Commission (NRC) is implementing DDR under the CoHA with support from UNDP, following both international standards and the peace agreement. <sup>256</sup> According to NRC, 75,000 individuals from the Tigray conflict are eligible for disarmament, undergoing a six-day DDR programme covering registration, identification, and psychosocial training. After completion, participants are expected to reintegrate into the community of their choice. Special considerations are planned for women, children, and persons with disabilities, but due to resource constraints, the scope of support remains limited. <sup>257</sup> Past DDR programmes in Ethiopia have failed to provide adequate assistance tailored to the needs of female ex-combatants. Given the lack of specific provisions in CoHA addressing the needs of women, children and youth, as well as ongoing resource constraints, concerns remain that similar gaps in support may persist in the current process. <sup>258</sup>

In Somalia, the National Programme for the Treatment and Handling of Disengaged Combatants was established in 2012, primarily targeting male ex-combatants from al-Shabaab. In 2019, IOM launched a pilot DDR programme tailored for women formerly associated with al-Shabaab and their families in collaboration with civil society organisations. This programme provides customised rehabilitation and reintegration services and has supported 1,327 women as of 2023. The Somali government has developed a gender-sensitive screening process, conducting assessments discreetly within communities with the involvement of female CSO members to mitigate risks of GBV and stigma. In 2020, the Somali government, with IOM's support, established transitional rehabilitation centres for women in Baidoa (Southwest State) and Kismayo (Jubaland State). Recognising that many women are heads of households with an average of six dependents, the centres operate on schedules that allow them to return home early in the evening. Services provided include individual and group counselling, basic education, civic and religious education and life skills training.

Atrocities Watch Africa, 2023, Ethiopia Watch: Civil Society Monitor Of The Cessation Of Hostilities Agreement, Ethiopia needs an all-inclusive peace process led by women | Conflict | Al Jazeera. https://www.ethioexplorer.com/the-unfinished-peace-why-womens-inclusion-is-key-to-tigrays- recovery/, Applying a Gender Lens to Transitional Justice After Ethiopia's Tigray War - The Internationa Affairs Review, https://www.pressreader.com/ethiopia/capital-ethiopia-9yvj/20210808/page/10/textview etc. (all viewed 15 Jan 2025).

<sup>&</sup>lt;sup>256</sup> Japan, South Korea and Germany also contribute.

<sup>&</sup>lt;sup>257</sup> From the interview with the National Rehabilitation Commission, Ethiopia.

<sup>258</sup> Disarmament, Demobilisation, and Reintegration in Ethiopia: What to Expect - Political Violence at a Glance (viewed 15 Jan 2025).

In South Sudan, the R-ARCSS stipulates that all forces be screened and classified according to military criteria for potential recruitment into the army, police, national security or other services. Those deemed ineligible are directed to DDR programmes. The 2023 R-ARCSS Five-Year Progress Report indicated no significant progress in DDR implementation. However, subsequent developments have taken place.

First, UNICEF, at the request of the South Sudan National Police Service (SSNPS), launched a broad protection programme for former gang members detained in Juba and other locations. As part of this programme, caseworkers developed individualised case management plans and provided tailored psychosocial support. Through this process, it was revealed that many young people had experienced trauma, poverty and lack of opportunities, leading them to join gangs for survival, belonging, and protection. Caseworkers improved detention conditions by ensuring access to food, clothing, water, medical services and recreational activities. As a result, many young detainees expressed an ardent desire to reconnect with their communities. Some, who had previously been willing to engage in life-threatening criminal activities as a means of survival, began to open up to seeking better opportunities for their future.

Second, between January and February 2024, the Episcopal Church of South Sudan (ECSS) in Western Bahr el Ghazal conducted training for 200 beneficiaries, including 48 former combatants, atrisk youth, and members of returnee communities (124 men and 76 women). The programme provided skills training in management, negotiation, communication, technology, accounting, planning, and pricing for micro-business operations. Following the training, participants formed five cooperative groups specialising in small businesses such as peanut processing, mandazi and bread production, fuel and charcoal sales, and other enterprises requiring minimal labour. Each cooperative group selected five coordinators responsible for registration, legislation development, and internal organisation. Additionally, business ideas were generated to support participation, including poultry farming, grinding machines, agricultural tools, village savings and loan associations (VSLAs), tailoring, retail shops, welding and restaurants. Participants noted that cooperatives contributed to economic independence, increased income for meeting basic needs, and long-term planning. This initiative is also expected to reduce and mitigate community-level conflicts that have hindered the peace process. If successful, it can serve as a supplementary disarmament tool alongside a broader DDR programme.

Outside formal DDR policies, Uganda offers an insightful case study.<sup>259</sup> In Karamoja, brutal and deadly conflicts occurred between and within communities from 1970 to 2011, primarily over livestock and resource disputes. The proliferation of firearms in the 1970s exacerbated violence. However, government policies and peacebuilding efforts significantly reduced conflict and insecurity. In this post-conflict environment, young people increasingly advocate for peace. Some former perpetrators of violence, known as "reformed warriors," transitioned into peacemakers. These individuals surrendered their weapons and reintegrated into their communities through self-reflection, counselling, trauma-awareness programmes, and reconciliation dialogues involving both perpetrators and victims. Some reformed warriors even became peace ambassadors, spreading messages of peace

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<sup>259</sup> Adrienne Brooks, David Gatare and Rebecca Wolfe from Mercy Corps., 2018, Reformed Warriors: A Case Study From Uganda

within and beyond their communities. Additionally, Sport for Peace groups were established, fostering mutual recognition through sporting activities, strengthening group cohesion, and facilitating trust-building events with neighbouring communities.

In this case, young people organised and established a Village Savings and Loan Association (VSLA), bringing together reformed warriors and other youth. The association provided community-based financial resources to support locally driven income-generating activities. The stable economic foundation and strengthened community ties enabled reformed warriors and other young people to actively participate in peacebuilding efforts.<sup>260</sup>

## 4.6.2 Protection and Social Integration of Children and Youth Alleged to Have Committed Crimes

The 2016 UNDP report on preventing violent extremism<sup>261</sup> highlights those multiple interrelated factors—political, economic, historical, ideological and religious—contribute to the rise of violent extremism. Regarding youth, the report explains that when society fails to integrate youth meaningfully, they are more likely to engage in political violence. Furthermore, experiences of social injustice, corruption and discrimination are more strongly correlated with political violence than poverty and unemployment. Research on youth employment in Somalia also identifies weak governance and lack of political participation, combined with inadequate, unequal, and inappropriate education and skills, as factors driving youth towards violence. Given this, promoting the prevention of violent extremism among youth in the Horn of Africa requires steady efforts to improve their conditions in employment, education, health and social protection, as outlined in the "Prevention" section. Equally important is the social integration of youth and their participation in political and peace processes, both emphasised under YPS. The UNDP's "Building Blocks for the Prevention of Violent Extremism" includes two key youth-related elements: " Providing effective socioeconomic alternatives to violence for groups at risk" (i.e., employment) and "Engaging youth in building social cohesion".

A study conducted by JICA on "Data Collection Survey on Juvenile Rehabilitation and Reintegration in the Republic of Kenya" confirmed that identifying links between youth delinquency and violent radicalisation is difficult. Therefore, this study focuses on supporting "children alleged to have committed crimes" in the child protection sector, an area primarily led by UNICEF. The term "children in conflict with the law" is commonly used from a child rights perspective and encompasses what is defined as "delinquent boys and girls" in Japan.

The backgrounds of children and youth who are alleged to have committed crimes and are detained vary widely. They may include street children, truants, beggars, those engaging in minor offenses such as drinking (so-called "likelihood offenses"), illegal workers, irregular migrants, or those involved with armed groups. Many are exploited or coerced by adults. However, detained children are often treated like adults, exposed to violence and exploitation, and even a single day of detention can have severe and long-lasting psychological effects.

UNDP, 2016, Preventing Violent Extremism through Inclusive Development and the Promotion of Tolerance and Respect for Diversity.

<sup>&</sup>lt;sup>260</sup> UNFPA, 2018, The missing peace: independent progress study on youth, peace and security.

The exact number of detained children and youth in the target countries is unknown. However, according to a 2021 UNICEF report, an estimated 48,600 children are detained across Eastern and Southern Africa, translating to 45 per 100,000 children. This is the third-highest rate globally, following North America and Latin America. The Horn of Africa faces significant challenges, including child labour, internal displacement, and children and youth who is homeless. Consequently, a considerable number of children and youth in the region are suspected of being in detention.

Recent concluding observations from the Committee on the Rights of the Child on Somalia (2023) and South Sudan (2022) reveal that children are detained under the same poor conditions as adults, lacking adequate food and education. Additionally, street children are often detained even for minor offenses, and those without identification documents (due to birth registration issues or migration status) are sometimes treated as adults. These factors create situations where the rights of children and youth alleged to have committed crimes are severely threatened.

In all countries covered by the Survey, diversification of juvenile justice treatment<sup>262</sup> is a pressing need. Ethiopia, Kenya, Somalia, and Uganda have introduced "diversion" programmes, which promote rehabilitation and social integration through community-based initiatives rather than punitive criminal justice measures. These efforts have been supported by international aid organisations. Among the target countries, Kenya has made the most progress, implementing diversion measures nationwide under the Children Act 2022. Additionally, with JICA's support, Kenya began introducing a probation officer system in 2024. In contrast, no diversion programmes have been identified in Djibouti, Eritrea, Sudan or South Sudan, indicating a significant gap in measures for protecting the rights and facilitating the social integration of children and youth alleged to have committed crimes. Moreover, current diversion programmes focus only on "children" and do not include youth aged 18 and above. As a result, policies promoting social reintegration, specifically for young offenders remain limited. From a YPS perspective, developing strategies for the social integration of "youth" who have reached adulthood is a crucial issue. Justice and correctional sector stakeholders in Uganda, South Sudan and Ethiopia, interviewed for the Survey, expressed interest in adopting a system similar to Kenya's probation officer system.

# 4.6.3 System, Relevant Institutions, and Issues Relating to Delinquent Children in the Juvenile Justice System

The legal framework and challenges related to the protection and social integration (including diversion) of children and youth alleged to have committed crimes are outlined below.

Most countries have laws that mandate separate treatment of children's cases from those of adults. <sup>263</sup> However, in practice, minors are often detained alongside adults. For example, in Djibouti, following the ratification of the Convention on the Rights of the Child, the Child Protection Code for Legal Matters was adopted in 2015, outlining procedures for children in conflict with the law. However, during the 2022 deliberations of the Committee on the Rights of the Child, Djibouti's Minister of Justice admitted that minors are still being held in general detention centres even after the adoption

The age range for juvenile justice varies by country. In Kenya, juvenile justice applies to individuals up to 18 years old. In Uganda and South Sudan, it covers those aged 12 to 18, with special considerations for those aged 12 to 14 in South Sudan. Meanwhile, Ethiopia distinguishes between "Juveniles" (ages 9-15) and "Youth" (ages 15-18).

of the Child Protection Code.<sup>264</sup> Similarly, a 2022 US report on Eritrea indicates that despite legal provisions requiring the separate detention of juveniles, overcrowding in Asmara's juvenile detention facility has led to some teenagers being housed with adults.<sup>265</sup> In Uganda, the MOJCA also pointed out that population growth is straining the capacity of juvenile detention centres.<sup>266</sup>

The need for stronger partnerships between detention facilities and post-release support institutions was also emphasised, particularly regarding vocational training and employment support for securing livelihoods. In Ethiopia, the Public Defender's Office under the Federal Supreme Court handles approximately 30% of youth cases (classified as juveniles for ages 9-15 years and youth for ages 15-18 years). However, the office struggles to find partners for implementing rehabilitation programmes, such as developing training materials. The Law Society collaborates with juvenile and rehabilitation centres to provide psychosocial support for young offenders involved in drug-related cases or experiencing unemployment.<sup>267</sup> The MOJ identified key challenges such as insufficient vocational training, lack of psychological rehabilitation programmes, and inadequate collaboration with external organisations.<sup>268</sup> Similar concerns were raised in Uganda and South Sudan.

From a resource perspective, apart from the shortage of detention facilities, another major issue is the lack of qualified personnel and capacity among those working in the juvenile justice sector. As seen in Chapter 2, court case backlogs are a persistent problem in the judicial system. Expanding alternatives to detention, particularly for minor offenses, is critical to ensuring better social reintegration and reducing unnecessary extended detention periods.

### 4.7 The Current Situation and Challenges of YPS for Youth in the Horn of Africa

This chapter summarises the current situation and challenges facing young people in the Horn of Africa, in line with the five pillars of the YPS, as outlined below.

### (1) The Initiatives and Challenges of YPS in the Region

In 2020, five years after the unanimous adoption of UNSCR No. 2250, the AU developed the African Continental YPS Framework and 10-year Action Plan, with the action goal of developing a YPS-NAP for each member state. IGAD has also developed a youth policy in 2023 that incorporates elements of YPS and appointed the youth envoy. On the other hand, at the national level, the YPS-NAP has only been formulated in a handful of countries worldwide, and its incorporation into national policies and measures has only just begun and does not appear to be sufficiently widespread. The Survey identified areas where stakeholders could make their respective contributions through the process of formulating the WPS-NAP. This was confirmed to have been highly significant in terms of the establishment of a platform for the promotion of the WPS agenda and a mechanism for regular information sharing. On the other hand, regarding YPS, the formulation of NAPs has only just started in some countries, and the current situation is that the voices of young people have not been fully reflected in youth policies and institutions. Furthermore, it has been pointed out that even where youth

<sup>264</sup> https://www.ohchr.org/en/newsletters/2022/05/experts-committee-rights-child-welcome-djiboutis-efforts-improve-childrens-food

 $<sup>^{265}\</sup> https://www.state.gov/reports/2022-country-reports-on-human-rights-practices/eritrea/2022-country-reports-on-human-rights-on-human-$ 

<sup>&</sup>lt;sup>266</sup> From the interview with Ministry of Justice and Constitutional affairs, Uganda.

<sup>&</sup>lt;sup>267</sup> From the interview with Ethiopian Lawyers Association.

<sup>&</sup>lt;sup>268</sup> From interviews with the Ministry of Justice, Prison Linkage Unit, Ethiopia (which follows up on those released).

policies exist, the lack of leadership and resources of ministries in charge of youth and delays in developing an implementation system involving stakeholders have been challenges, which have resulted in insufficient progress in policy implementation.

# (2) Policies and Participation Mechanisms to Promote Youth Involvement in Peace and Security (Participation)

Presbyterian, hierarchical and patriarchal cultural practices and social norms persist in the Horn of Africa. In this environment, young people, as well as women, do not have opportunities for "meaningful participation" in social and economic activities, including politics. Measures have not been developed to reflect the voices of diverse youth, particularly in terms of rural residence and intersectionality of religion, ethnicity and gender. In this context, the aspect of young people as notable members of society contributing to peace and stability has not been fully recognised. As a result, the opinions of young people are rarely reflected in the peace process, or in any decision-making process.

# (3) Strengthening the Legal Framework for Civil Protection and Respect for Human Rights (Protection)

In some countries, stricter policing of protest activities and opinion dissemination for security reasons and the consequent shrinking of civic space is an issue. This situation leads to restrictions on opportunities for young people to be actively involved in society, and risks leading to resignation and marginalisation towards politics and society. In addition, social and legal protection systems for young people vulnerable to conflict and violence are underdeveloped and there is an inadequate safety net in the face of crisis.

# (4) Strengthening Resilience and Preventing Radicalisation Through Socio-economic Inclusion of Youth and Vulnerable Groups (Prevention)

Quality education and employment opportunities are essential for young people to be able to contribute to regional development through socioeconomic activities. However, the current lack of these opportunities and the environment in which it is risky to express opinions and difficult to secure a safe place to stay are among the factors that cause young people to feel alienated from society. This sense of alienation and resignation leads to an increased risk of young people becoming dependent on alcohol and drugs or being targeted for recruitment by radical groups. In addition, a lack of understanding of the diversity of young people, a situation in which only the opinions of some young people are reflected in policy and decision-making, and incitement through fake news via social networking sites, exacerbate social disparities and divisions. In this environment, the risk of young people becoming socially isolated and involved in radicalisation and delinquency is further increased.

#### (5) Partnership Building (National and Regional Level) (Partnership)

Progress was observed in the gradual development of partnerships with regional and international organisations for the empowerment of young people. On the other hand, a number of challenges still remain in building partnerships at the national level. As indicated in (1), the lack of coordination and collaboration between youth-related ministries and agencies, as well as the absence of a platform or mechanism linking international organisations, government agencies and CSOs, such as the WPS-

NAP, make youth support efforts fragmented. In order to realise YPS and youth policy, a diverse sector approach is essential, and building and strengthening partnerships is a necessity.

# (6) DDR and Comprehensive Social Inclusion Support for Youth De-radicalisation and Reintegration (Disengagement and Reintegration)

Efforts to disengage and reintegrate young people from radical and armed groups in the target countries are not fully responsive to their needs, partly because young people are not fully involved from the planning stage of such initiatives. In particular, reintegration support in DDR programmes is minimal due to a lack of financial and human resources. The lack of comprehensive programmes in place to help young people adapt to society and become sustainably self-reliant is a factor that increases the risk of them being drawn back into dangerous environments.

The challenges identified in this chapter, such as lack of opportunities for youth participation, weak protection systems, insufficient efforts to prevent radicalisation and inadequate support for reintegration, are closely related to the issues discussed later in Chapter 6, such as the lack of reflection of youth voices in policies and institutions, and young people being placed in vulnerable social positions and at particularly great risk during emergencies. There is an urgent need to create an environment in which young people can actively participate as bearers of society and contribute to peacebuilding.

# Chapter 5 International Organisations and Aid Agencies' Efforts to Support Youth and Women in the Horn of Africa

### 5.1 Policies, Strategies and Plans of International Organisations and Aid Agencies for Supporting Youth and Women in the Horn of Africa

### 5.1.1 Women (WPS)

A summary of the policies, strategies and plans of international organisations and aid agencies for promoting WPS is presented in Table 5-1. Of the major aid agencies, UN Women and United Nations Department of Peace Operations (UNDPO) have references to WPS in those policies and strategies etc. and explicitly state the point that they promote WPS as an organisation. On the other hand, many international organisations and aid agencies have policies and plans related to the four pillars of WPS, such as promotion of women's participation in decision-making and economic empowerment from the perspective of gender equality, as well as eradication of GBV and harmful social practices against women, although they are not directly mentioned as promoting WPS.

Table 5-1 Policies, Strategies and Plans for WPS by International Organisations

Name of policy strategy plan	Organisation name	Overview		
STRATEGIC PLAN 2022-2025 <sup>269</sup>	UNDP	The plan uses three enablers (strategic innovation, digitalisation and development financing) to achieve the 2030 Agenda through structural change and building resilience so that no one is left behind.		
UNDP GENDER EQUALITY STRATEGY 2022-2025 <sup>270</sup>	UNDP	The strategy was planned in the context of how UNDP could respond to the slow progress and delays in global gender equality during the COVID-19 pandemic. The strategy identifies UNDP's six Signature Solutions as priorities and pursues gender equality in these areas.		
UN Women Strategic Plan 2022-2025 <sup>271</sup>	UN Women	Solutions as priorities and pursues gender equality in these areas.  The plan shows how to use UN Women's mandate to mobilise urgent and sustained action to achieve gender equality and the empowerment of all women and girls and support the achievement of the 2030 Agenda UN Women has four focus areas (1) governance and participation in public life; 2) women's economic empowerment; 3) ending violence against women and girls; and 4) women, peace and security, humanitarian action and disaster risk reduction), with the following seven integrated approaches:  1. Strengthening of global normative frameworks, gender-responsive policies, laws and institutions  2. Financing gender equality  3. Positive social norms, including participation of men and boys  4. Women's equitable access to services, goods and resources  5. Women's voice, leadership and ownership  6. Gender statistics, sex-disaggregated data and knowledge generation, analysis and  7. UN system coordination for gender equality and women's		

 $<sup>^{269}\</sup> https://www.undp.org/publications/undp-strategic-plan-2022-2025$ 

<sup>&</sup>lt;sup>270</sup> https://genderequalitystrategy.undp.org/

https://africa.unwomen.org/en/digital-library/publications/2021/09/un-women-strategic-plan-2022-2025-0, & https://undocs.org/en/ UNW/2021/6

Name of policy· strategy·plan	Organisation name	Overview
World Bank Group Gender Strategy 2024 - 2030: Accelerate Gender Equality to End Poverty on a Liveable Planet <sup>272</sup>	World Bank	The strategy focuses on co-ordinated action, financing and programmes at scale to support basic well-being, economic participation and women's leadership. Through this strategy, it will contribute to achieving the following:  1. Progress in ending all forms of Gender-Based Violence  2. Stronger, more resilient human capital  3. More and better jobs, including future jobs  4. Greater ownership and use of economic assets  5. Access to and use of a wider range of services  6. Progress in women's participation in decision-making
African Development Bank Group Gender Strategy 2021-2025 <sup>273</sup>	AfDB	The strategy prioritises the need to reduce gender disparities in Africa by increasing access to finance and technical cooperation and strengthening technical skills and gender-responsive infrastructure. The strategy sets out three pillars:  1. Women's empowerment through access to finance and markets  2. Accelerating women's employability and job creation through skills enhancement  3. Increased access to social services for women through infrastructure
Gender-Responsive United Nations Peacekeeping Operations Policy (2024) <sup>274</sup>	UN Department of Peace Operation (DPO)	The policy provides a conceptual framework and principle strategic requirements for the implementation of UN resolutions related to gender equality and WPS and gender in UN DPOs and field missions. The leadership and personnel of DPOs and feed missions need to ensure the following conditions in their work. The following conditions need to be ensured in their work:  1. Gender equality and WPS are integrated as separate or integrated objectives in strategies, plans, programmes and reports for all thematic areas related to mission mandates.  2. Based on gender expertise, gender-responsive conflict analysis, sex-disaggregated data, indicators and gender terminology are reflected and utilised in all stages of mandate implementation.  3. Promoting gender equality among civilians and uniformed personnel at all levels and in all roles, including by creating a safe and conducive working environment for all staff.

Source: Prepared by the Survey Team based on UNDP, UN Women, World Bank, AfDB and DPO

https://documents1.worldbank.org/en/publication/documents-reports/documentdetail/099061124182033630?\_gl=1\*1p2zua3\*\_gcl\_au\*MTM0ODQ4 NzEwMC4xNzIzNjk0ODEz https://www.afdb.org/en/documents/african-development-bank-group-gender-strategy-2021-2025

https://peacekeeping.un.org/sites/default/files/dpo-2024-01441\_un\_gender\_responsive\_peacekeeping\_policy\_2024.07\_0.pdf

Table 5-2 Policies, Strategies and Plans for WPS by Aid Agencies

Name of all a	,	trategies and Plans for WPS by Aid Agencies		
Name of policy• strategy•plan	Organisation name	Overview		
EU Gender Action Plan	EU	The action plan aims to address the structural causes of gender inequality by taking a transformative and rights-based approach and by addressing the intersectionality between gender and other forms of discrimination. It sets out five pillars, including:  1. Make gender equality and the empowerment of women and girls a cross-sectoral priority for EU external action  2. Work with EU Member States as Team Europe at multilateral, regional and national levels to promote partnerships with stakeholders, CSOs and women's organisations  3. Focus on and promote progress in six key areas:  • The end of GBV  • Sexual and reproductive health and rights  • Economic and social rights and empowerment  • Equal participation and leadership  • Women, peace and security  • Green and digital transformation  4. Set an example by striving for gender-responsive and balanced leadership, more competence and expertise, and a stronger network of gender focal points  5. Focus on results, accountability and transparency through qualitative, quantitative and comprehensive monitoring		
2023 Gender Equality and Women's Empowerment <sup>277</sup>	USAID	The policy aims to achieve the following four basic principles: 1) Integrated, 2) Intersectional, 3) Transformative, 4) Locally led, 5) Collaborative 6) Accountable, 7) Do no harm.  1. Reduction of gender inequalities 2. Work to eliminate GBV and reduce its harmful effects 3. Empowering women and girls to take ownership 4. Promoting structural reforms and equitable gender norms Relevant interagency policies and strategies include the U.S. National Strategy on Gender Equity and Equality; U.S. Strategy and National Action Plan on Women, Peace, and Security; U.S. Strategy to Prevent and Respond to GBV Globally, U.S. Strategy on Global Women's Economic Security, U.S. Strategy on Advancing Protection and Care for Children in Adversity, and U.S. Government Strategy on International Basic Education 2024-2029.		
International Women and Girls Strategy <sup>278</sup>	FCDO	The policy has five points (1. speaking up for women's and girls' rights and freedoms; 2. strengthening the work of grassroots women's organisations and movements; 3. targeted investment in critical life stages; 4. for women and girls affected by crises and shocks; and 5. strengthening political, economic and social systems that play an important role in the protection and empowerment of women and girls. (strengthening political, economic and social systems) as principles for the work of FCDOs and work in priority themes starting with the three E's below:  1. Educating girls  2. Empowering women and girls and championing their health and rights and giving them political, economic and social agency  3. Ending violence (ending all forms of GBV)		

 $<sup>^{275}\</sup> https://international-partnerships.ec.europa.eu/policies/gender-equality/gender-equality-and-empowering-women-and-empowering$ girls\_en https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final\_en.pdf

https://www.usaid.gov/document/2023-gender-equality-and-womens-empowerment-policy

https://assets.publishing.service.gov.uk/media/640a0bb1d3bf7f02f7d9db18/international-women-and-girls-strategy-2023-2030.pdf

Name of policy• strategy•plan	Organisation name	Overview	
Action Plan for Women's Rights and Gender Equality in Norway's Foreign and Development Policy (2023-2030) <sup>279</sup>	Norwegian Ministry of Foreign Affairs	The Norwegian Government has identified 1) the implementation of globally adopted norms, frameworks and national laws and the strengthening of institutions that promote women's rights and gender equality; 2) power dynamics surrounding women and girls; and 3) women's agency and decision-making power as drivers for change on gender issues, with a focus on the report states that the Government will promote initiatives focusing on.  The policy contributes to ensuring that all individuals retain or realise the following objectives:  1. Right to physical self-determination 2. Right and opportunity to live a life free from violence and harmful practices 3. Equal economic rights and opportunities to participate in the labour market 4. Equal political rights and opportunities for participation in public life 5. Rights and opportunities to contribute and participate in activities for climate, energy and food security	
A world in transition the priority areas of our development policy <sup>280</sup> (BMZ Priority Strategy Document)	Federal Ministry for Economic Cooperation and Development (BMZ) (Germany)	The new strategy, announced in 2023, places particular emphasis on the following four priority issues, which will be addressed in cooperation with partner countries, civil society and multilateral agencies:  1. Providing global health and bodily autonomy 2. Pushing back poverty, hunger and inequality 3. Forging ahead with the Just Transition 4. Embracing a feminist development policy In particular, the fourth goal focuses on gender equality and mainstreaming, with the BMZ setting a target of 93% by 2025 for the proportion of projects that promote gender equality.	
The Africa Strategy of the BMZ <sup>281</sup>	BMZ	<ul> <li>The policy of German international cooperation in the African region is specified. There are six areas of focus for development cooperation, as follows:</li> <li>1. Sustainable economic development, employment and prosperity</li> <li>2. Overcoming poverty and hunger and building social protection</li> <li>3. Health and pandemic prevention</li> <li>4. Feminist development policy and gender equality</li> <li>5. Rule of law, democracy, human rights and good governance</li> <li>6. Peace and security</li> <li>In particular, regarding feminist development policy, it guides development cooperation by Germany and aims to overcome structural inequalities, unequal treatment and discrimination in the long term. It also includes avoiding racist structures and the continuity of colonial rule, and defending marginalised groups and their rights, such as Persons with Disabilities, Indigenous communities and LGBTQI+ people.</li> </ul>	

Source: Prepared by the Survey Team based on EU, USAID, FCDO, Norwegian Ministry of Foreign Affairs and BMZ.

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<sup>&</sup>lt;sup>279</sup> https://www.regjeringen.no/en/dokumenter/a-just-world-is-an-equal-world/id3007548/?ch=1

https://www.bmz.de/resource/blob/121222/our-development-policy-priorities-en.pdf?enodia=eyJleHAiOjE3MTYzNjk3Nz

AslmNvbnRlbnQiOnRydWUsImF1ZCI6ImF1dGgiLCJIb3N0Ijoid3d3LmJtei5kZSIsIlNvdXJjZUlQIjoiNzguNDEuMTI5LjI2IiwiQ29uZmlnSUQiOiI4ZGFkY2

https://www.bmz.de/resource/blob/137602/bmz-afrika-strategie-en.pdf

#### 5.1.2 Youth (YPS)

The policies, strategies and plans of international organisations and aid agencies pertaining to YPS are summarised in Table 5-3. At UNDP and United Nations Department of Political and Peacebuilding Affairs (UNDPPA), there are plans and strategies pertaining to YPS. On the other hand, it can be said that fewer agencies have youth-specific policies, strategies and plans, such as youth empowerment and youth protection, compared to WPS. These polices, strategies and plans focus on "youth participation" and "youth empowerment". In particular, a focus on actively involving young people in decision-making and providing them with the necessary skills and resources has been identified as a priority, along with strengthening advocacy and training to promote their political participation and harness their potential. The need for networking among young people and efforts to strengthen the voice of young people at local and international levels are also highlighted.

Table 5-3 Policies, Strategies and Plans for YPS by International Organisations and Aid Agencies

Name of policy strategy plan	Organisation name	Overview	
Youth, Peace and Security: Fostering Youth-Inclusive Political Processes (2024)	UNDP	It provides insights into the context, barriers and ways of youth political participation. In particular, stakeholders advocating the "youth, peace and security agenda" provide specific recommendations to strengthen future efforts.	
Youth, Peace and Security Strategy (2024-2026)	UN Department of Political and Peacebuilding Affairs (DPPA)	It aims to ensure that youth-related issues and perspectives are integrated into all the Department's activities to promote comprehensive conflict prevention, mediation and peacebuilding. The following three priorities are identified:  1. Contribute to raising awareness of key UN agencies, civil society actors and Member States on YPS through enhanced advocacy  2. Strengthen the capacity of staff to implement the YPS agenda through targeted training and mentoring  3. Design, test and implement the YPS Impact Pilot Initiative to strengthen the institutionalisation of YPS	
Youth Action Plan (YAP) in EU External Action 2022-2027	EU	<ul> <li>A political framework and roadmap of activities for a strateg partnership with young people in the EU's external action, based of the following three pillars:</li> <li>1. Engage: Amplify young people's voices in policy and decision making at all levels</li> <li>2. Empower: Address inequalities and provide young people with the skills and resources they need to thrive and realise the potential</li> <li>3. Connect: Create opportunities for young people to buinetworks and engage with peers</li> </ul>	

Source: Prepared by the Survey Team.

#### 5.1.3 Access to Justice

Policies and plans of international organisations, regional organisations and donor agencies for access to justice are shown in Table 5-4.

Access to justice as a project has been identified in the policies of various international and regional organisations as an important element in protecting the rule of law and fundamental human rights, with particular emphasis on improving access to justice for the poor and conflict-affected populations.

Notably, the International Criminal Court (ICC), the AfDB and the AU have developed policies in this area. Priorities include providing legal assistance, ensuring access to independent courts and promoting the rule of law, with the overarching goal of reducing poverty and protecting human rights.

Table 5-4 Policies, Strategies and Plans for Access to Justice by International Organisations and Aid Agencies

Name of policy· strategy·plan	Organisation name	Overview
ICC OUTREACH: Building bonds every day	International Criminal Court	It sets out methods and programmes to facilitate access to justice for survivors of collective crimes and affected communities. It identifies four elements - Informs, Listens, Connects and Empowers as key approaches to maintaining dialogue with those affected by conflict and providing information to communities and professionals.
United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems	UNDOC	It provides rules and guidelines based on the original international standards and agreed good practices for legal aid, providing guidance for all countries in establishing effective legal aid systems.
Agenda 2063: The Africa We Want	AU	In Article 29, the agenda is to create an environment where all people living on the African continent have access to independent courts.
Bank Group Strategy Paper on Law for Development	AfDB	In order to realise the AfDB's vision of reducing poverty, efforts to improve access to justice for the poor have been identified as priority (1.7).
6th European Union - African Union Summit: A Joint Vision for 2030	EU	Adopted at the 6th EU-AU Conference in February 2022, it highlights the rule of law as one of the shared values of the EU and the AU (pp. 1) and states their commitment to cooperating in its promotion (pp. 5).
Promotion of the rule of law and the judiciary in Africa	GIZ	The report provides details on projects to promote the rule of law in Africa, including the target regions, the time frame and the people involved. Improving access to justice is also mentioned as one of the project's objectives.

Source: Prepared by the Survey Team based on ICC, UNODC, AU, AfDB, EU and GIZ.

# 5.2 Initiatives of International Organisations and Aid Agencies in Support of Youth and Women in the Horn of Africa

### 5.2.1 Women (WPS)

### (1) Implementation System for WPS Promotion

For WPS, UN Women is the lead agency for the development of NAPs, and UN Women Country Offices in each country of the eight target countries are supporting the development of NAPs and LAPs under the supervision of the WPS officer in the regional office for Africa. In addition, as noted in 3.1, under the AU and IGAD monitoring framework, countries are required to report on the achievement of indicators and progress.

The situation with regard to the status of the formulation of WPS-NAPs differs significantly between the eight countries, with countries that are in the process of formulating effective NAPs and LAPs and countries where NAPs have not been updated also differing in the degree to which implementation systems are in place. In countries where effective NAPs have not been developed,

the implementation and monitoring of RAPs and NAPs are not well developed, while in Kenya, Uganda and Somalia, where NAPs have been updated several times, implementation systems have been established. This section presents the results of the WPS promotion efforts in Kenya and Uganda, where the Survey Team can interview directly with UN Women and government authorities, gender-related ministries and donor NGOs.

In Kenya, an implementation structure of national stakeholder is in place through the formulation and implementation of NAP-1 and NAP-2. Kenya has a working group for the formulation and monitoring of the WPS, with the NGO Reinvent as chair of the working group, which coordinates and conducts regular meetings among donors on the activities of each pillar and compiles donors' activities on the indicators of the WPS agenda. As such, the system is designed to ensure that progress is regularly reported to the competent authority, the Gender Bureau. UN Women also provides support for the formulation of LAPs, working with NGOs on LAP formulation and assisting in the establishment of county-level working groups. During the NAP-3 from 2020 to 2024, 18 counties have been supported and there has been an increase in awareness of the WPS among the public through the regional level planning process. In addition, the increased human resource development of women peace committee members at the regional level through the formulation of LAPs has contributed significantly to the promotion of women's participation in all peacebuilding processes.

UN Women is also actively supporting the Government of Uganda in the development and implementation of WPS-NAP-3. In the development of NAP-3, the achievements and challenges of previous NAP-1 and NAP-2 have been assessed, and their findings utilised. Since its formulation, UN Women has continued to support the smooth implementation of the plan through technical and material support to the MGLSD. UN Women also chairs the National Technical Joint Committee that oversees and evaluates the progress of NAP-3 and is responsible for facilitating collaboration between the government and CSOs.

A key element in the implementation of NAP-3 is the localisation of the plan to meet the needs of diverse areas, such as those with border conflicts, areas with high climate change impacts and refugee and IDP host communities, etc. As noted in Chapter 3, UN Women has developed LAPs in 14 counties and a further five LAPs to be completed by March 2025. In addition, UN Women focuses on supporting county peace committees, supporting the establishment of new ones in areas where committees have not been established, strengthening existing ones and promoting a gender-sensitive approach. At the grassroots level, UN Women is supporting the establishment of a network of women peace mediators with the aim of peacebuilding in local communities. The network aims to play a significant role in peacebuilding activities in the community, strengthening links between women peace mediators, county peace committees and existing networks and promoting women to become central to the WPS process.<sup>282</sup>

From the results in Kenya and Uganda, where WPS initiatives are in progress, it can be said that the process of formulating and implementing NAPs and LAPs has contributed significantly to collaboration among WPS stakeholders and to human resource development at many local levels through planning workshops and through organisation during implementation.

<sup>&</sup>lt;sup>282</sup> From the interview with UN Women, Uganda.

Another characteristic of the Horn of Africa region is the weak financial base of the target countries, which means that member states are not only unable to contribute enough to IGAD, a regional organisation, to conduct sufficient activities.

### (2) Main Projects by International Organisations and Aid Agencies

A list of initiatives for WPS by international and regional organisations and aid agency is summarised in Table 5-5. Many of the initiatives focus on the pillars of the WPS, particularly "Participation" and "Protection", with many projects on strengthening women's leadership in conflict resolution and peacebuilding, and on preventing GBV and assisting victims. In addition, a number of projects have been implemented in relation to women's social empowerment, economic empowerment including entrepreneurship support, and efforts to promote gender equality.

Other international organisations such as UNDP, UNFPA and IOM implement activities related to the four pillars, depending on the presence or absence of a base in each country. As for donor agencies, GIZ provides technical assistance, SIDA, Norway and others provide financial assistance and support pertaining to the four pillars. With financial support from these agencies, NGOs and CSOs are implementing grassroots activities related to prevention and protection. By country, conflict-affected nations such as Ethiopia, Sudan and Somalia have the highest number of initiatives, with many projects being implemented in Ethiopia in particular.

Discussion in section 5.2.1(1) introduced the WPS-NAP implementation structures in Kenya and Uganda, where WPS initiatives are in progress. Meanwhile, for Somalia, which is updating its WPS-NAP and formulating LAPs in all Federal States, the international organisations jointly implemented programmes to plan NAPs and LAPs through participatory workshops, raise awareness of local religious leaders and others on WPS, and strengthen women's networks, leadership training, and other comprehensive initiatives. (See Box below)

Somalia has particular problems, such as a legal system that remains disadvantageous to women, and women's participation in the security sector is not as advanced as in other Horn of Africa countries. Therefore, the programme has been designed to ensure the implementation of the NAP and LAP by not only formulating a plan, but also by raising the awareness of decision-makers and through planning and responding to challenges with continuity of support, including the development of women leaders during implementation.

# Box: Women's Peace and Protection (WPP) Joint Programme Case Study [For details see section 3.3.1 (5)]

The Women's Peace and Protection (WPP) Joint Programme, implemented by UNDP, UN Women and UNSOM, has achieved two major results.

First, women's representation and meaningful participation in political, legislative and peacebuilding has been strengthened, promoting sustainable peace. Second, an enabling environment has been created to support women's participation in peacebuilding at all levels, and mechanisms have been strengthened to ensure women's rights, health and safety. Specific achievements include the establishment of a women's network, the improvement of women's leadership skills and the development of gender-sensitive policies.

According to WPP the evaluation report, effective approaches included the use of a theory-based approach, whereby the programme design and results were analysed with reference to the Theory of Change, and participatory data collection methods were emphasised. It stated that cooperation with women's networks and traditional leaders was a particularly important aspect. Inclusive strategies to promote peacebuilding dialogue at the grassroots level and to increase women's participation in the community were also considered to have been effective, as was the increased awareness of women's rights and roles.

Source: Prepared by the Survey Team based on WWP evaluation report.

Table 5-5 Initiatives for WPS by International Organisations and Aid Agencies

Project name	Organisation name	Country of implementation	Overview
Promoting governance, peace and security in Africa <sup>283</sup>	GIZ	AU Member States	Project duration: 2022-2024 The project focuses on supporting the AU, Regional Economic Communities (RECs), Member States and Civil Society Organisations to implement joint activities on governance, crisis prevention, conflict management and peacebuilding, amidst challenges of limited quality and effectiveness of AU interventions, and includes the following activities:  • Strengthening AU support for crisis prevention in Member States and facilitating the development of strategic guidelines  • Pilot joint initiatives between AU, Member States and Civil Society Organisations  • Supporting internal change management processes  • Establishing a think tank network to provide needs-based learning experiences and policy recommendations to the AU Commission
Empowering Women's and Community Resilience to Gender-Based Violence <sup>284</sup>	Japan Social Development Fund (JSDF) (via World Bank)	Djibouti	Project duration: 2022-2025  The project aims to enhance the resilience of women and communities to GBV in Djibouti City and Berbera. The project aims to achieve its objectives through the following three components:  1. Implementing GBV community-based prevention programmes, including skills development and livelihood support for young women and girls at risk  2. Raising awareness and mobilising communities  3. Improving the quality of psychosocial counselling services for GBV survivors through capacity building

<sup>&</sup>lt;sup>283</sup> https://www.giz.de/en/worldwide/128667.html

https://ewsdata.rightsindevelopment.org/projects/p178332-jsdf-djibouti-promoting-womens-and-community-res/, http://documents1. worldbank.org/curated/en/099072624155512439/pdf/P178332129987006b19a3016f118e35d950.pdf

Project name	Organisation name	Country of implementation	Overview
Inclusion Works programme <sup>285</sup>	UK aid, ADD International, BBC Media Action, Benetech, Development Initiatives, IDA, IDS, Inclusion International, Sustainable Hospitality Alliance, Sightsavers	Kenya, Uganda	Project duration: 2018-2022 A pilot project was implemented to explore innovative ways of creating employment opportunities for persons with disabilities. Between 2018 and 2022, it collaborated with more than 500 companies, trained more than 3,700 employees to build confidence in working with disabilities and supported more than 2,300 jobseekers through employment skills training.
She Leads Africa Regional Programme <sup>286</sup>	Plan International Netherlands, Defence for Children - ECPAT the Netherlands (DCI-ECPAT), African Women's Development and Communication Network (FEMNET), and Terre des Hommes the Netherlands (TdH-NL)	Uganda, Ethiopia, Kenya	Project duration: 2021-2025  She Leads is a joint programme by Plan International Netherlands, Defence for Children - ECPAT the Netherlands (DCI-ECPAT), the African Women's Development and Communication Network (FEMNET) and Terre des Hommes the Netherlands (TdH-NL). The She Leads consortium aims to increase the influence of girls and young women in decision-making and transform gender norms in both formal and informal institutions through the following three areas:  1. Strengthening girls' and young women's collective action in a gender-sensitive civil society  2. Promoting the acceptance of positive social gender norms  3. Enabling the meaningful participation of girls and young women in political and decision-making bodies
Regional Programme Improving the Prevention of Female Genital Mutilation in the Horn of Africa <sup>287</sup>	GIZ	Ethiopia, Sudan, Somalia	Project duration: 2024-2026 It aims to accelerate positive changes in social attitudes toward the abolition of FGM in the implementing countries - Ethiopia, Somalia and Sudan - by empowering local, national and regional stakeholders and strengthening awareness-raising skills.
Promoting peacebuilding in Ethiopia to reintegrate internally displaced persons back into society <sup>288</sup>	GIZ	Ethiopia	Project duration: 2022-2024  The project aims to help local authorities and civil society transform from a state of conflict to a state of peace and reintegrate former IDPs.  It also aims to promote peace dialogue between community elders, religious leaders, women's and youth organisations, peace committees and local leaders to build trust and improve social cohesion.

 $<sup>^{285}\</sup> https://inclusivefutures.org/employment/\quad and\quad https://www.international disability alliance.org/content/inclusion-works-part of the property of the$ 

program-spotlight -organisations-persons-disabilities-engagement-mechanism https://www.hornofafricayouthnetwork.org/women-girls-empowerment/ and https://plan-international.org/un/our-priorities/youth-advocacy/ she-leads/

https://www.giz.de/en/worldwide/143651.html https://www.giz.de/en/worldwide/131391.html

Project name	Organisation name	Country of implementation	Overview
Providing better	GIZ	Ethiopia	Project duration: 2023-2025
protection and care for people affected by sexual violence in Ethiopia <sup>289</sup>		·	It aims to provide better access to needs-based support and care for women survivors of SGBV in target areas. Activities include promoting gender equality through working with women's organisations, youth and influential public figures, addressing trauma, eliminating discrimination, preventing violence, eliminating the marginalisation of women survivors of violence and supporting livelihoods through equipment and training for women victims.
Human Rights and	FCDO	Ethiopia	Project duration: 2022-2027
Peacebuilding Programme (HARP) <sup>290</sup>			It supports peace-building initiatives, and the UK has used the example of successful Conflict, Stability and Security Fund (CSSF)-funded Conciliation Resources in the Somali Regional State to expand into other regions. The project focuses on building the capacity of women and youth as peace actors, providing safe spaces for dialogue and lobbying governments to respond to community needs.
Sudan Free of	FCDO	Sudan	Project duration: 2019-2026
Female Genital Mutilation Phase 2 (SFFGM2) <sup>291</sup>			This programme works toward reducing the prevalence of FGM and creating space for wider gender equality programmes. The programme aims to transform social norms in target areas, support improvements in the legal environment, strengthen systems to address harmful practices and promote gender equality efforts in Sudan.
Sudan Peace and	FCDO	Sudan	Project duration: 2021-2024
Reconciliation Programme (SPRP) <sup>292</sup>			The programme supports transitional justice initiatives and responds to opportunities to support Sudan's political transition to civil governance. Outputs include addressing GBV, promoting women's leadership in peacebuilding and adopting gender-sensitive approaches, with an emphasis on the gender issues.
Accelerating	AfDB	Sudan	Project duration: 2020-2026
Women Entrepreneurship and Access to Finance (AWEAF) Project <sup>293</sup>			It is designed to address the capacity, funding and knowledge gaps of women entrepreneurs in Sudan and to support Sudanese women in accessing finance and growing their businesses. It aims to support women's access to quality business development services and loans, and to improve the quality of services provided by financial institutions that support women entrepreneurs.

https://www.giz.de/en/worldwide/128506.html https://devtracker.fcdo.gov.uk/programme/GB-GOV-1-301191/summary

https://devtracker.fcdo.gov.uk/programme/GB-GOV-1-300218/summary

https://devtracker.fcdo.gov.uk/programme/GB-GOV-1-301306/summary https://mapafrica.afdb.org/en/projects/46002-P-SD-ID0-004

Project name	Organisation name	Country of implementation	Overview
Somalia Capacity	WB	Somalia	Project duration: 2019-2025
Advancement, Livelihoods and Entrepreneurship, through Digital Uplift Project (SCALED-UP) <sup>294</sup>			The project supports improved access to basic digital financial services and government services by individuals and businesses, particularly for women's entrepreneurship and employment. Specifically, it strengthens the functions of the Government's digital-related ministries and agencies to issue biometric digital IDs to one million people (particularly in remote areas and to support the enrolment of vulnerable groups such as women, children, persons with disabilities, IDPs and ethnic minorities). The project also includes the establishment and capacity building of the ID Agency; the creation of wholesale financial institutions to provide start-up funding to Micro, Small and Medium Enterprises (with a capital of USD 15 million), the integration of mobile money into interbank payments, and the establishment of an online corporate one-stop shop (registration, taxation, etc.).
Somalia	WB	Somalia	Project duration: 2022-2027
Empowering Women through Education and Skills Project - "Rajo Kaaba" <sup>295</sup>			It aims to improve the literacy and numeracy skills of women in selected areas and prepare them for leadership roles. It includes the following three components:
			Competencies for life and labour market success: literacy and numeracy, socioemotional and life skills, vocational skills
			Higher skills development for women's leadership: establishing a women's development sector, developing a consortium of women's colleges
			Technical assistance and project management: funding for systems strengthening efforts, technical assistance and project management
Skills for	AfDB	Somalia	Project duration: 2022-2026
Employability, Inclusion and Productivity Project <sup>296</sup>			The project aims to strengthen technical and vocational skills development in order to increase youth employability and contribute to inclusive growth. The project focus is to support the TVET sub-sector through infrastructure development, sub-sector coordination, institutional and sub-sector governance capacity building and entrepreneurial capacity development.

World Bank, 2019, Project Appraisal Document. 2016-2020 Somali Core Economic Institutions and Opportunities Programme (SCORE; private and financial sector development Improving the Environment for Private Sector Development), which linked the private sector directly with the Central Bank, the Ministry of Commerce and Industry and the Port and Customs Authority, which strengthened their capacities and provided technical assistance and grants to promote private investment and job creation.

https://projects.worldbank.org/en/projects-operations/project-detail/P176898

https://www.afdb.org/en/documents/somalia-skills-employability-inclusion-and-productivity-project-project-appraisal-report

Project name	Organisation name	Country of implementation	Overview
Kenya: Gender and Vulnerability- Sensitive Disaster Risk Reduction and Community Resilience in Turkana and Tana River Counties <sup>297</sup>	International Organisation of Mutual Economic Organisations (Organisation)	Somalia	Project duration: 2021-2024  The objective is to support the migration-related capacity of national governments in disaster risk preparedness, response and recovery in the context of natural disasters, which will be achieved through the development of a draft National Shelter Strategy and supporting county governments in strengthening their mechanisms and DRM frameworks. The project aims to strengthen proactive and inclusive coordination mechanisms between key national and county government agencies, including key humanitarian aid and official development assistance actors. The project also addresses inclusive and gendersensitive considerations for internally displaced people due to natural disasters.
Preventing sexualised and gender-based violence <sup>298</sup>	GIZ	South Sudan	Project duration: 2022-2026 The objective is to provide assistance to internally displaced people, returnees and host communities to prevent sexual violence and GBV and promote gender equality. Areas of activity include advising families on conflict resolution, strengthening and linking women's groups, and educating and supporting students.
South Sudan Women's Social and Economic Empowerment Project <sup>299</sup>	WB	South Sudan	Project duration: 2022-2026 It aims to increase girls' and women's access to livelihoods, entrepreneurship and GBV services and to strengthen the government's capacity to provide these services. It includes the following four areas:  1. Community empowerment support for women and girls  2. Women's entrepreneurial opportunity facility  3. Services for GBV victims  4. Institutional strengthening and project management
Improving governance and making civil society stronger in Uganda <sup>300</sup>	GIZ	Uganda	Project duration: 2022-2026 It aims to improve the capacity of relevant state and non-state actors in Uganda to fulfil their respective roles in terms of accountability, adherence to principles of good governance and the realisation of human rights. It includes the following three elements:  1. Strengthening accountability: support for the Office of the Auditor General, other accountability bodies and civil society organisations  2. Human rights and environmental improvements: supporting partners in implementing a human rights-based approach to policy-making  3. Supporting civil society in Uganda: engaging civil society in meaningful and structured participation in inclusive development processes

https://www.iom.int/project/kenya-gender-and-vulnerability-sensitive-disaster-risk-reduction-and-community-resilience-turkana-and-tana-river-counties.

 $<sup>^{298}\</sup> https://www.giz.de/en/worldwide/122830.html$ 

https://projects.worldbank.org/en/projects-operations/project-detail/P176900 https://www.giz.de/en/worldwide/128992.html

Project name	Organisation name	Country of implementation	Overview
Generating Growth Opportunities and Productivity for Women Enterprises Project <sup>301</sup>	WB	Uganda	Project duration: 2022-2027 It aims to increase access to entrepreneurial services that enable women entrepreneurs to grow their businesses in targeted areas, including host and refugee communities. It includes the following four components:  1. Support for women's empowerment and enterprise development services  2. Access to finance for women entrepreneurs  3. Infrastructure and facilities to enable womenowned enterprises to grow and transition  4. Program management support, policy innovation and evidence generation
Women, Peace, and Protection Joint Programme (WPP JP) <sup>302</sup>	UNDP, UN Women	Somalia	Project duration: 2021-2024 Implemented by UNDP, UN Women and UNSOM, this programme focuses on promoting women's participation in peacebuilding. The programme includes activities aimed at creating an enabling environment for women to participate in decision-making at national and regional levels:  1. Development of policy and legal framework: promoting the development and implementation of the WPS NAP and LAP to promote women's participation in peacebuilding  2. Grassroots level networking: 17 women's networks established to strengthen mediation and social cohesion at the local level. In particular, women-led early warning systems were introduced, and social norms were reformed in cooperation with traditional and religious leaders.  3. Capacity building: leadership and gender sensitive policy development for women parliamentarians, CSOs and women's network members  4. Awareness-raising activities: spreading awareness about women's contribution to peacebuilding through media and public debate and promoting social awareness
IGAD, Institutional Strengthening Action Programme (ISAP) IV <sup>303</sup>	IGAD	IGAD Member States	Project duration: 2022-2025 Funded by the Swedish Government, the programme is implemented in line with the pillars of IGAD's Regional Strategy (2021-2025) and aims to improve corporate performance, operational efficiency and cooperation with stakeholders. There is a particular focus on gender equality, with the aim of incorporating a gender perspective into programme design and monitoring frameworks. Advocacy and lobbying for IGAD Member States to reduce inequalities and address the specific needs of women and children is also undertaken.

https://projects.worldbank.org/en/projects-operations/project-detail/P176747
https://projects.worldbank.org/en/projects-operations/project-detail/P176747
PBF\_WPP\_NCE\_programme\_document\_ESARO RD\_Signed.pdf (Provided from UN Women Somalia)
https://openaid.se/en/contributions/SE-0-SE-6-15619

Project name	Organisation name	Country of implementation	Overview
Africa Women Leaders Network (AWLN) <sup>304</sup>	adult male same-gender attraction	African countries	Project duration: 2017 - end date unknown Launched with the support of the AU, UN and the German Government, the network aims to strengthen women's leadership for sustainable peace and development. It currently has more than 500 members and runs a Young Women's Leadership Council. It has six focus areas, including: 1. Governance 2. Peace and security 3. Finance and women's entrepreneurship 4. Youth leadership 5. Agriculture 6. Social mobilisation
Women in Leadership Programme <sup>305</sup>	UN Women	Kenya	Project duration: 2014 - end date unknown Funded by the Finnish Government, it works to increase the representation of women in decision-making. It supports the development and implementation of a gender-sensitive legal framework, builds women's leadership capacity for political participation and raise awareness of women's right to political participation.
Gender-Climate Resilience-Peace Nexus <sup>306</sup>	UN Women	South Sudan	Developed a peacebuilding roadmap and action plan at the community level to promote women's participation in peacebuilding. In the course of development, awareness-raising activities were conducted with community leaders, religious leaders, the MGCSW and others. Climate Informed, Trauma Informed, Age/Gender Sensitive Peace Building Training Manuals have also been developed.
Responding to emergency and unpredictable humanitarian needs of vulnerable women, men, boys and girls in South Sudan <sup>307</sup>	UNFPA	South Sudan	Project duration: 2023-2024 It aims to make high-quality GBV prevention and response services available to beneficiaries in the Greater Upper Nile Bahr el Ghazal region. Specifically, it aims to improve access to GBV services for vulnerable groups, building the capacity of health service providers and GBV caseworkers, and strengthening the capacity of six ministries through evidence-based practices. The Government of Japan also provides support for cases.
Consolidation de autonomie de femme et filles (Women and Girls Autonimisation Project) <sup>308</sup>	UNDP	Djibouti	Project duration: 2020- It consists of three components: strengthening the Ministry of Women and Family (MOWF), empowering women and girls through UNDP and implementing the Women Protection (Human Rights) Act through UNICEF and UNFPA. Activities are taking place in major cities and Balbala municipality.

 $<sup>^{304}\</sup> https://www.awlnafrica.net/about-3, https://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/liaison-property-formula and the property-formula and$ office-to-au-and -uneca/african-women-leaders-network-awln

https://africa.unwomen.org/en/news-and-events/stories/2021/03/what-leadership-looks-like-millie-odhiambo From the interview with UN Women, South Sudan.

<sup>&</sup>lt;sup>307</sup> UNFPA, 2023, Responding to the emergency and unpredictable humanitarian needs of vulnerable women, men, boys, and girls in South Sudan (FY2023-2024). From the interview with UNDP, Djibouti.

Project name	Organisation name	Country of implementation	Overview
The post Covid social economic recovery project <sup>309</sup>	UNDP	Djibouti	Young people and rural women are the main targets of the projects. The objective is set to make economically inactive rural women and youth active participants. In cooperation with women farmers, the project aims to contribute to the economy by training women co-operative leaders and guiding them in agricultural practices.
Project d'appui a l'engagement de societe civile dans le processus de development local (Project for Supporting the Civil Society Engagement in the Process of Local Development) <sup>310</sup>	USAID	Djibouti	Project duration: (4 years) It consists of three elements: creating an enabling environment for civil society; capacity building of civil society and government institutions; and addressing gender issues (women's empowerment and GBV). The gender component focuses not only on the aspect of women as victims, but also on the importance of women's participation and leadership and women's economic independence.
Girls' Education South Sudan (GESS)	FCDO	South Sudan	Project duration: 2019- 2024 (phase 2) <sup>311</sup> The project aims to increase the number of educated girls and is funded by the FCDO. The objectives are set to changing people's perceptions of education, reducing the number of girls dropping out of school and improving their educational attainment. A radio programme is also broadcast to address barriers to girls' education in South Sudan. <sup>312</sup>
Gender Support and Development Project	World Bank (Multi-Donor Trust Fund)	South Sudan	Aimed at promoting women's economic empowerment and employment, this project is implemented by the MGCSW. <sup>313</sup> The project consists of a national gender assessment, a training programme for government and other officials, and a grant competition for women's economic empowerment programmes by NGOs and Community Based Organisations (CBOs). <sup>314</sup>
The Project for the Improvement of Community Centres for Responding to Gender-Based Violence <sup>315</sup>	UNDP (donor is the Government of Japan)	South Sudan	Project outcomes are set to strengthen efforts to protect women from SGBV and increase their involvement in economic and livelihood activities, thereby enabling them to fully participate in state building, peace and social integration. The project will develop livelihood and socio-economic infrastructure, support women-led businesses and provide assistance to women entrepreneurs.
Women's Social and Economic Empowerment Project for the South Sudan (SSWSEEP) <sup>316</sup>	World Bank, etc.	South Sudan	Project duration: 2024-2026 The project targets GBV survivors and women vulnerable to business and GBV services. Activities are divided into four areas: community empowerment for women and girls, support for women entrepreneurs, establishment of GBV hotlines and safe houses, and organisational capacity building (e.g. building new MGCSW headquarters).

<sup>&</sup>lt;sup>309</sup> From the interview with UNDP, Djibouti.

<sup>&</sup>lt;sup>310</sup> From the interview with USAID, Djibouti.

<sup>311</sup> https://girlseducationsouthsudan.org/about-us/

<sup>&</sup>lt;sup>312</sup> Progress Report on the South Sudan National Action Plan UNSCR 1325 (Women., Peace and Security) 2015-2020.

Progress Report on the South Sudan National Action Plan UNSCR 1325 (Women., Peace and Security) 2015-2020.
 https://documents1.worldbank.org/curated/en/955541468101966277/pdf/816890BRI0AGI00Box0379842B00PUBLICO.

UNDP, 2023, The Project for the Improvement of Community Centres for Responding to Gender-Based Violence.
From the interview with World Bank South Sudan.

Project name	Organisation name	Country of implementation	Overview
Prevention of Sexualised and Gender-based Violence in South Sudan	GIZ	South Sudan	Project duration: 2022-2026 It aims to improve the prevention of SGBV in situations of forced displacement. 317 It takes a holistic approach to GBV, providing psychosocial support (PSS) as well as advising families on conflict resolution and providing networking for women. 318
Rural Governance in South Sudan (RuGov)	GIZ	South Sudan	Project duration: 2020-2024 The objective is set to improve conditions for sustainable rural development with community participation by local administrations in the target county. The project consists of elements such as strengthening community participation and local institutions and promoting equal opportunities for women in local administration. <sup>319</sup> One of the key indicators is the establishment of an association of women local administrators. <sup>320</sup>
Local governance and promotion of peaceful coexistence <sup>321</sup>	GIZ	South Sudan	Project duration: 2022-2025 It aims to strengthen approaches to promoting constructive state-society relations at the local level. Activities include strengthening the technical skills of local administrators and participatory, gender-sensitive and inclusive development planning.

Source: Prepared by the Survey Team based on GIZ, UK aid, Plan International, FCDO, AfDB and World Bank.

### 5.2.2 Youth (YPS)

### (1) Implementation System for YPS Promotion

UNFPA is the lead international agency in developing NAPs for YPS. In countries in the Horn of Africa where there is no UNFPA office or contact person, UNDP is the lead agency and the one that promotes YPS.<sup>322</sup> In the YPS, it is recognised that there are significant challenges in coordination and collaboration among stakeholders in each of the target countries, as there is no international organisation such as UN Women that specialises in youth as well as peace and security, and there is a wide range of ministries and agencies involved in youth empowerment.

As mentioned above, none of the eight countries covered in the Survey has developed a NAP for YPS. So, the challenge is that the strengthening of networks and collaboration among stakeholders through planning and the development of human resources at the local level lag that of WPS. For this reason, at the regional seminars discussed below in 6.4, YPS officials raised issues such as the fact that the various organisations are not aware of each other's activities and are working disparately.

<sup>317</sup> https://www.giz.de/en/worldwide/122830.html

<sup>&</sup>lt;sup>318</sup> From the interview with GIZ South Sudan.

<sup>319</sup> GIZ, Rural Governance in South Sudan (Factsheet).

<sup>320</sup> From interviews with GIZ.

<sup>&</sup>lt;sup>321</sup> GIZ, Local governance and promotion of peaceful coexistence in South Sudan (Factsheet).

From the interview with Gloria, AU Fem-Wise.

### (2) Main Projects of International Organisations and Aid Agencies

Initiatives by international organisations and aid agencies in relation to YPS are summarised in Table 5-6. Of the five pillars of each agency, the areas of particular focus of initiatives are "empowerment" and "participation". In particular, there is a focus on building the employability skills of young people and supporting their economic empowerment. In Sudan, projects have also been implemented to promote youth participation in democratic processes, while in Somalia, projects have been implemented to support the reintegration of young ex-combatants into society.

Table 5-6 Initiatives for YPS by International Organisations and Aid Agencies

Project name	Organisation name	Country of implementation	Overview
Making Skill Work for the Economic Transformation of Ethiopia <sup>323</sup>	GIZ	Ethiopia	Project duration: 2018-2024 Promote the employment of graduates of higher education and vocational training institutions in Ethiopia's growth industries. Provide training tailored to industry needs and strengthen the organisation of training institutions.
Improving the socio- economic resilience of Kenyan youth by improving their employability <sup>324</sup>	GIZ	Kenya	Project duration: 2022-2024  Provide specialised technical and vocational training to youth in Turkana West, Kenya. Areas of focus include improving conditions to promote the socio-economic empowerment of refugee communities and host population youth, providing access to technical training and improving access to business-related services.
Conflict Prevention, peace, and economic opportunities for the youth <sup>325</sup>	EUTF	Kenya	Project duration: 2016-2019 It aims to contribute to the expansion of peace, stability and inclusive economic opportunities for young people in marginalised areas of Kenya. This includes increasing understanding of the roots of conflict and exclusion, providing skills to young people, strengthening conflict management and prevention capacities, and empowering smallholder farmers.
Youth, Employment, Skills (YES) - Sudan <sup>326</sup>	EUTF	Sudan	Project duration: 2018- Aim to economically strengthen host communities, refugees, IDP youth and disadvantaged groups in Darfur and provide employable skilled professionals for the national economy. Expand market-oriented, equitable and gender-equitable technical vocational education and training (TVET) through the project.
Empowering young citizens in Sudan through democratic education <sup>327</sup>	EU	Sudan	Project duration: 2021-2023  To increase youth participation in democratic processes and contribute to the establishment of a credible and legitimate democracy in Sudan. Includes increasing Sudanese youth knowledge of the electoral process and civic rights and raising awareness among political decision-makers about the interests of young people.

<sup>323</sup> https://www.giz.de/en/worldwide/18871.html

https://www.giz.de/en/worldwide/113539.html

https://trust-fund-for-africa.europa.eu/our-programmes/conflict-prevention-peace-and-economic-opportunities-youth\_en

https://trust-fund-for-africa.europa.eu/our-programmes/youth-employment-skills-yes-sudan\_en

<sup>327</sup> https://international-partnerships.ec.europa.eu/policies/programming/projects/empowering-young-citizens-sudanthrough-democratic- education en

Project name	Organisation	Country of	Overview
Project name	name	implementation	Overview
Socio-Economic Reintegration of Ex- Combatants and Youth at Risk Project <sup>328</sup>	AfDB	Somalia	Project duration: 2016-2019  Contributing to the promotion of sustainable reintegration of young people at risk, including excombatants, the project provides the social and livelihood skills needed to reintegrate young people and addresses the issue of youth unemployment.
Preventing and Responding to Violent Extremism in Africa: A Development Approach <sup>329</sup>	UNDP	Somalia, Kenya, Tanzania, Sudan, Uganda	Project duration: 2016-2019  Funded by UNDP and the Governments of Japan, the Netherlands, Sweden and the United Kingdom, the project aims to mitigate the spread of violent extremism in the African region. Support for capacity building of AU and regional economic communities, and transitional/rehabilitation centres, training for communities, NGOs and religious organisations to disseminate the NARRATIVE against extremist discourses. There are six focus areas, as follows:  1. Socioeconomics  2. Rule of law and security  3. Tearing down and reintegration  4. Media and technology  5. Community resilience  6. Gender-specific initiatives
Peacebuilding and Preventing Violent Extremism (PVE) in East Africa <sup>330</sup>	UNDP	Kenya, Somalia, South Sudan	Project duration: 2024-2027 It aims to strengthen the resilience of young people and other vulnerable groups through strengthening socio-economic capacities and livelihood access.  USD 18 million funding from KOICA to conduct socio-economic needs assessments, provide employment and livelihood support opportunities including training and mentoring, and support local value chains to create employment opportunities for skilled youth and women. At least 80% of beneficiaries are young people.
Wakenya4YPS <sup>331</sup>	Kenya Coalition on Youth, Peace and Security (KCYPS)	Kenya	Project duration: 2023-2024 Youth participation and prevention of violent extremism, funded by the Finnish Fund for Local Cooperation (FLC), managed by the Embassy of Finland in Kenya. Specifically, the project will support the creation of a platform for youth activism, capacity building and awareness-raising on the YPS agenda, and support exchanges between youth leaders and key actors in the peacebuilding field.

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https://www.afdb.org/fileadmin/uploads/afdb/Documents/Procurement/Project-related-Procurement/GPN\_-\_Somalia\_-\_Socio- Economic\_Reintegration\_of\_Ex-Combatants\_and\_Youth\_at\_Risk\_Project\_.pdf

https://www.undp.org/sites/g/files/zskgke326/files/migration/africa/UNDP-PVE-updated2017.pdf

Regional PB PVE Final PRODOC.pdf (Provided from UNDP Kenya)

https://finlandabroad.fi/web/ken/support-for-local-civil-society-organisations

Project name	Organisation name	Country of implementation	Overview
Peace support/ stabilisation programme <sup>332</sup>	UNDP	Ethiopia	Project duration: 2022 - end date unknown It is part of the Resilient Recovery and Reconstruction Framework (3RF), funded by the German Government, UNDP, Funding Windows and the Japanese Government. The programme includes restoring local governance and rule of law, strengthening social cohesion, restoring economic activities and providing solutions for displaced people.
Youth Connekt Africa <sup>333</sup>	UNDP	African countries	Project duration: 2012 - end date unknown A platform that connects African youth for socio- economic transformation, with 33 member countries in the African region. In November 2024, an event was held in Rwanda, with the theme "Jobs for Youth through Innovative Skilling", where young people discussions were held.
Coalition for Action on 1325 - Reducing fragility and improving resilience through the development of entrepreneurship and innovation <sup>334</sup>	AfDB	Djibouti, South Sudan, Sudan	Project duration: -2024 The objective is to create employment opportunities for young people through strengthening institutional capacity for entrepreneurship, innovation development and job creation (institutional capacity). To achieve this objective, the goal is to create employment opportunities for young people by building institutional capacity for entrepreneurship and innovation promotion at the organisational, national and regional levels, and by supporting young entrepreneurs to establish start-up companies.

Source: Prepared by the Survey Team based on GIZ, EUTF, EU and AfDB.

#### 5.2.3 Access to Justice

Initiatives related to access to justice by international organisations and aid agencies are summarised as Table 5-7.

Legal aid is included as an activity item in many of the projects listed as WPS projects to establish shelters and OSCs for GBV and to support survivors. Activities to improve access to justice are also included as part of security sector reforms and activities to train police personnel. But access to justice is mainly about the activities described below.

Projects are being implemented in the area of access to justice, particularly in relation to "rule of law" and "protection of human rights". A number of projects have a particular focus on post-conflict areas and vulnerable groups. These projects highlight capacity building of judicial officers and prosecutors, improving citizens' access to justice and support for GBV as key activities.

<sup>332</sup> https://www.undp.org/ethiopia/peace-support/stabilisation-facility

<sup>333</sup> https://summit.youthconnektafrica.org/

https://mapafrica.afdb.org/en/projects/46002-P-Z1-IA0-033

Table 5-7 Initiatives for Access to Justice by International and Regional Organisations and Aid Agencies

Project name	Organisation name	Country of implementation	Overview
Civil Peace Service: Using Civil Methods to Manage Violent Conflicts <sup>335</sup>	GIZ	Kenya	Project duration: 2009-2025 It addresses conflict without the use of violence and contributes to the promotion of social cohesion in the community. It aims to establish a dialogue system through peace journalism, alternative justice systems, provide mental health and psychosocial ports, and bring positive change to the general public, political representatives and politicians.
Support to Sustainable Peace, Rule of Law and Human Rights During Sudan's Democratic Transition Towards Transparent, Inclusive and Credible Elections <sup>336</sup>	EUTF	Sudan	Project duration: 2020 - end date unknown It was implemented with the aim of supporting sustainable peace, rule of law and human rights during Sudan's democratic transition towards inclusive, transparent and credible elections. It includes the promotion and protection of human rights in Sudan, addressing drivers of conflict and supporting the electoral process.
Access to Justice and Rule of Law project <sup>337</sup>	UNDP	South Sudan	Project duration: 2014-2031 It is implemented with the aim of contributing to the strengthening of peace infrastructure and accountable governance at national and subnational levels.
Support to Access to Justice, Security and Human Rights programme <sup>338</sup>	UNDP	South Sudan	Project duration: 2020-2025 It is being implemented to contribute to strengthening the rule of law and human rights. Through this project, peace infrastructure and accountable governance will be strengthened at national, state and local levels and organisational capacity and customary mechanisms at all levels will be enhanced, with the aim of monitoring, promoting and protecting citizens' rights and access to justice. Special focus is given to vulnerable groups and GBV survivors.
Access to Justice in Kenya <sup>339</sup>	IDLO	Kenya	Project duration: unknown IDLO has worked to strengthen the capacity of judicial officers, as well as the technical capacity of the judiciary to utilise ICTs so that citizens have greater access to information IDLO has also supported judicial authorities through the Department of Public Information and Communication to ensure more strategic and streamlined communications and has worked to improve public awareness and better communicate progress and reforms.

 $<sup>^{335}\</sup> https://www.giz.de/en/worldwide/130440.html$ 

https://trust-fund-for-africa.europa.eu/our-programmes/support-sustainable-peace-rule-law-and-human-rights-during-sudans- democratic-transition-towards\_en

 $<sup>^{337}\</sup> https://open.undp.org/projects/000779\overline{70}$ 

https://open.undp.org/projects/00127551 https://www.idlo.int/what-we-do/initiatives/access-justice-kenya

Project name	Organisation name	Country of implementation	Overview
Enhancing the Capacity of Justice Institutions to Deliver Justice in Somalia <sup>340</sup>	IDLO	Somalia	Project duration: unknown With funding from the US Department of State, the programme aims to improve the capacity of Somali judges and prosecutors to try and prosecute civil and criminal cases fairly and efficiently, and to enhance the Somali population's access to formal justice institutions. The programme addresses the capacity of federal judges and prosecutors to handle GBV cases, the capacity of federal prosecutors to try serious crimes, improve courtroom etiquette and the ability to follow prosecutorial procedures. Finally, the programme aims to improve citizens' access to formal justice institutions by supporting the establishment of five Attorney-General's offices in the states of Puntland, Jubaland, Southwest Somalia, Galmudug and Hirshabelle.
Community justice in Uganda <sup>341</sup>	IDLO	Uganda	Project duration: unknown The programme supports state and non-state legal aid, legal empowerment and other justice delivery interventions. A key component of the programme is to strengthen the capacity of justice actors at national, local and regional levels to provide quality and impartial legal knowledge, assistance and redress to the most vulnerable and marginalised citizens. Key activities include the introduction of Information and Communication Technology in judicial institutions, criminal justice reform, strengthening forensic investigation, prosecution and adjudication of crimes, deepening state-funded legal aid services and strengthening reform of the commercial and land justice sectors.
Nabadaynta Soomaaliya programme <sup>342</sup>	IOM	Somalia	Project duration: 2022 - end date unknown A project funded by FCDO, the Dutch Ministry of Foreign Affairs (MOFA) and the EU, aiming to improve awareness of and access to justice services in four regions of Jubaland and Southwest Somalia. The radio drama "Xaqdhowr" and the community groups (Listening, Discussion, and Action Groups: LDAGs) that are part of the project address issues of security and justice The LDAGs include many of young people have participated in LDAGs, leading to the dissemination of information on justice, including increased awareness of Alternative Dispute Resolution (ADR) centres. Partners in the project include Equal Access International, BBC Media Action, Perspective Media, Gargaar Relief and Development Organisation (GREDO), Active in Development Aid (ADA) and Wajir South Development Association (WASDA).

and

https://www.idlo.int/what-we-do/initiatives/enhancing-capacity-justice-institutions-deliver-justice-somalia https://www.idlo.int/what-we-do/initiatives/community-justice-uganda https://somalia.iom.int/stories/xaqdhowr-radio-drama-sparks-debate-somali-security-and-justice https://www.equalaccess.org/our-work/projects/nabadaynta-soomaaliya/

Project name	Organisation name	Country of implementation	Overview
Joint Justice and Corrections Programme for 2023-2026 (JJCP) <sup>343</sup>	UNDP, UNSOM, UNODC	Somalia	Project duration: 2023-2027  Funded by the UN Somalia Joint Fund (funded by the Government of Somalia, UNDP, UNSOM, UNODC, EU, Government of Sweden, Government of the Netherlands and others), the project aims to implement people-centred justice sector reform and justice service delivery. It includes the following two elements:  Providing better justice solutions through sustainable and just justice systems based on a people-centred and community-driven approach Formulating judicial solutions through participatory processes (Generative Dialogue) and their implementation at regional and national level
Access to Justice programme <sup>344</sup>	Federation of Women Lawyers (FIDA) Kenya	Kenya	To facilitate women's access to justice, volunteer lawyers provide judicial services, offer alternative dispute resolution (alternative dispute resolution) through mediation programmes, help clients acquire skills to defend themselves in court with the remote assistance of a lawyer and psychosocial support.
Revitalising the community policing programme	UNDP	Ethiopia	The aim is to build the capacity of National Police Service and local police organisations to effectively engage communities, uphold human rights and address issues related to SGBV. Training was provided for security officials on community engagement in National Police Service, human rights obligations and a survivor-centred approach to dealing with SGBV.
Women in Peace Project	UNDP	Ethiopia	Empowerment was conducted among traditional women leaders with knowledge of conflict prevention, management and mediation, who belong to parliaments, federal houses, regional councils and women-focused CSOs.

Source: Prepared by the Survey Team based on GIZ, EUTF, UNDP, IDLO.

#### 5.3 Japan's Efforts to Support Youth and Women in the Horn of Africa

#### 5.3.1 Japanese Government Support Policy and Plans

Of the WPS and YPS covered in the Survey, the Ministry of Foreign Affairs (MOFA) has developed a WPS-NAP, but it has not been able to develop a YPS in Japan, as described in Chapter 4.

With regard to the policy on support and planning, the following section outlines the clusters of the global agenda promoted by JICA that are highly relevant to the Survey, as well as the policy of support. Nonetheless, WPS and YPS are a perspective that should be also considered in the normal implementation of projects in conflict-affected countries such as the Horn of Africa. For this reason, this section summarises the support policy for the areas that are particularly relevant to WPS • YPS in the target countries.

<sup>343</sup> https://mptf.undp.org/project/00140247

<sup>344</sup> https://fidakenya.org/access-to-justice/

#### (1) Policy on WPS

WPS emphasises the role of women in conflict prevention and resolution, peacebuilding and peacekeeping, and calls for their active participation. In implementing the WPS, the Government of Japan developed its first action plan in 2015 and has since developed its second in 2019 and third in 2023.

The structure of the Third Action Plan (2023-2028) is broadly divided into international contributions and activities in the country and describes specific initiatives. The plan places particular emphasis on women's participation and gender perspectives in the field of international cooperation and includes support for victims of GBV in conflict, promotion of gender mainstreaming and promotion of women's participation in peacebuilding. Table 5-8 summarises the initiatives, contents, examples of concrete measures and indicators of Japan's Third Action Plan particularly related to international cooperation.

Table 5-8 Overview of Japan's Third Action Plan 2023-2028 on International Cooperation Related to UNSCR 1325 on WPS

	Main pillars of action	Contents	Examples of concrete measures	Indicator
1.	Promoting women's participation and gender- sensitive peacebuilding	Women's participation in all stages of peace and security and peacebuilding initiatives from a gender perspective	<ul> <li>Supporting women's participation in peace negotiations and agreements</li> <li>Promoting women's participation in peacekeeping operations and other activities</li> <li>Support for the empowerment of women and girls, etc.</li> </ul>	Number of people supported or trained, and number of events held     Good practices where gender analysis has been introduced into conflict prevention and resolution, peace negotiations, peace mediation, peacekeeping operations and peacebuilding efforts, or where gender mainstreaming has been promoted
2.	Responding to and preventing sexual and gender-based violence	Prevention of sexual and GBV in conflict, entrenchment of the rule of law, support for victims and affected parties (survivors)	<ul> <li>Contribution to specialist teams for the prevention of sexual violence in conflict situations</li> <li>Contributions to the International Criminal Court and support for the entrenchment of the rule of law through JICA</li> <li>SGBV prevention efforts in conflict-affected and fragile states through international organisations and JICA</li> <li>Support for victims and affected parties (survivors), etc.</li> </ul>	Good examples (narratives) illustrating the number and impact of justice actors whose capacities have been strengthened with Japanese assistance     Benefit/relief from Japanese assistance (number of people, good examples)
3.	Promoting women's participation and gender mainstreaming in disaster prevention, disaster response and climate change	Gender perspectives in disaster response and climate change, emergency relief and humanitarian assistance, and subsequent reconstruction	Support to disaster-affected and vulnerable countries on disaster, disaster management and climate change from a gender perspective through international organisations, JICA and NGOs  National disaster management conferences, development and implementation of disaster management policies from a gender perspective, etc.	<ul> <li>Number of trainings conducted and attended that lead to strengthening the capacity of stakeholders and organisations to respond to gender-responsive disaster management, disasters and climate change</li> <li>Good examples of disaster risk reduction projects that promote women's participation and take into account gender perspectives.</li> <li>Good practices in disaster emergency humanitarian assistance, rehabilitation and reconstruction, and disaster management, taking into account the gender perspective of the project beneficiaries</li> <li>Number of women who have done so and number of positive cases</li> <li>Number of people trained in disaster and gender by the project</li> </ul>

Source: Prepared by the Survey Team based on MOFA, WPS Third Action Plan 2023-2028.

### (2) JICA Global Agenda – "Gender Equality and Women's Empowerment"

The JICA Global Agenda for Gender Equality and Women's Empowerment aims to achieve a gender equal and fair society by promoting the empowerment of women and girls as well as changing

people's attitudes and behaviour. It considers gender as a cross-cutting issue that concerns all sectors, and the importance of efforts based on the following three areas is pointed out: policy and institutional development and organisational change; strengthening the enabling capacity of women and girls; and changing social norms and people's attitudes and behaviour that favour male dominance. Table 5-9 shows the gender clusters of the JICA Global Agenda.

Table 5-9 JICA Global Agenda – Gender Cluster Activities

Field	Activities	
Gender mainstreaming	<ul> <li>Promotion of women's economic empowerment</li> <li>Women's peace and security guarantees</li> <li>Promoting women's education and lifelong health</li> <li>Promoting gender-equitable governance</li> <li>Development of key infrastructure to improve women's livelihoods</li> </ul>	
Promotion of Gender Smart Business (GSB)	<ul> <li>Support for the development of relevant policies and institutions</li> <li>Fundraising</li> <li>Human Resource Development</li> </ul>	
Elimination of Gender-Based Violence (SGBV)	<ul> <li>Development of relevant policies and institutions</li> <li>Human Resource Development</li> <li>Awareness-raising and education in the community</li> <li>Support for victims</li> <li>Promotion of a society that does not tolerate any form of SGBV</li> </ul>	

Source: Prepared by the Survey Team based on JICA Global Agenda.

In addition, Table 5-10 summarises the selection of initiatives relevant to the Survey in the "Elimination of SGBV" cluster.

Table 5-10 JICA Global Agenda – Necessary Initiatives to Eliminate SGBV

Objective	Expand support services for victims of SGBV through activities aimed at changing social attitudes and behaviour, together with institutional development and human resource development for the protection and relief of SGBV victims and their self-reliance and social reintegration, and contribute to the creation of communities and societies that do not produce gender-based violence
Cluster objectives (Quantitative)	2.62 million SGBV-affected women and girls are provided with support services. Provide support services to 2.62 million SGBV-affected women and girls over the next 10 years through the development of 1,000 professional human resources with practical skills to support victims and 14,200 supporters, and promote awareness and behaviour change towards the prevention and elimination of SGBV in the target areas. SGBV prevention and elimination in the target areas.
Priority items	It emphasises four aspects: 1) prevention of SGBV; 2) protection of the affected party; 3) promotion of independence and social reintegration; and 4) strengthening punishment of perpetrators and rehabilitation education. It also encourages the adoption of a victim-centred approach.
Collaboration with other development agencies, etc.	Since it is necessary to comprehensively address all four aspects of SGBV elimination, JICA will work not only on "prevention" but also on "protection" and "self-reliance and reintegration", in cooperation with other donors such as the US and UK, UN agencies such as UNFPA, UNDP, UN Women, UNICEF and UNHCR, and international and local NGOs, who are experts in "prevention" and "punishment of perpetrators". JICA is not limited to "prevention" but also works on "protection" and "self-reliance and reintegration".
Mobilisation of private sector technology and finance	In efforts to eliminate SGBV, while mobilising private-sector technology and funds, the Government will develop apps and other tools to support victims, digitalise relevant information, strengthen the ICT capacity of supporters, and build, institutionalise, disseminate and expand social enterprise models for the elimination of SGBV.

Source: Prepared by the Survey Team based on JICA Global Agenda.

#### (3) JICA Global Agenda – "Governance" and "Realisation of the Rule of Law" Clusters

The "Governance" component of the JICA Global Agenda aims to support the strengthening of democratic and inclusive governance in order to realise universal values such as freedom, democracy, respect for fundamental human rights and the rule of law, and to achieve a society where each citizen is respected as a human being. In this context, the aim of the "Realising the Rule of Law" cluster is to support the development of legal systems, improve access to justice and strengthen the capacity of law enforcement agencies in order to guarantee fundamental human rights, freedoms and equality, and to achieve a free and fair society. It also addresses business and human rights issues and promotes, among other things, the elimination of child labour. Table 5-11 present a list of activities of under the cluster.

Table 5-11 JICA Global Agenda - Activities for the Realisation of the Rule of Law Cluster

Field	Activities	
Law and justice	<ul> <li>Improving the development and operation of legislation</li> <li>Improving access to justice</li> <li>Strengthening the capacity of personnel involved in legal matters</li> </ul>	
Police	Building Trust between Citizens and Police     Strengthening the capacity of National Police Service	
Media	<ul> <li>Strengthening the functions of public service broadcasters</li> <li>Improving and upgrading media-related institutions</li> </ul>	
Business and human rights	Elimination of child labour     Cooperation and collaboration with private companies, NGOs and international organisations	

Source: Prepared by the Survey Team based on JICA Global Agenda.

Table 5-12 shows the specific human resource activities, organised by sector, required for the realisation of the rule of law in the "Realisation of the Rule of Law" cluster. In the Survey, challenges were found in strengthening the functioning of legal operational organisations and improving access to justice, and the same items are considered priorities in the direction of provision of support.

Table 5-12 Examples of Activities for Human Resource Development in the Rule of Law Cluster

Field	Examples of activities	
Establishment of rules	<ul><li>Support for drafting the Civil Law</li><li>Assistance in drafting the Code of Civil Procedure</li></ul>	<ul><li>Development of intellectual property court rules</li><li>Support for competition law reform</li></ul>
Strengthening the functions of legal operational organisations	<ul><li>Preparation of example judgment forms</li><li>Training in fact-finding</li></ul>	<ul><li> Mediator training</li><li> Establishment of a training system</li></ul>
Improving access to justice	<ul><li>Establishing a legal aid system</li><li>Provision of legal information</li></ul>	<ul> <li>Support for bar association</li> <li>Promotion and dissemination of the conciliation system</li> <li>Expansion of the target regions</li> </ul>

Source: Prepared by the Survey Team based on JICA Global Agenda.

#### (4) JICA Global Agenda – "Peacebuilding"

The JICA Global Agenda for Peacebuilding aims to reduce the risk of conflict and strengthen the capacity of countries and societies to respond to crises by building institutions and developing human resources to create governments that are trusted by the population, and restoring, rebuilding and strengthening community reconciliation and social and human capital to build a resilient society.

The agenda states that, as a cluster, cooperation will be promoted with an emphasis on taking into account conflict factors in regions that are particularly at high risk of conflict due to past conflict experience, delays in institution building and human resource development, spillover of conflict factors from neighbouring countries or the spread of international violent extremism. The Horn of Africa region, which is the target area of the Survey, is considered a priority issue as it contributes to "Peace and Stability in Africa", one of the initiatives in TICAD.

The field of main cooperation in the cluster is shown in Table 5-13. JICA says that in areas affected by refugees and displaced persons, which are the targets of the cluster, and those at risk of violent extremism infiltration, it aims to improve administrative services by listening to residents' voices and building trust between the government and both sides. JICA's cooperation policy is effective in areas where the creation of institutions is not forced upon the people. It also states the need to address issues specific to fragile and conflict-affected areas, such as support for conflict victims in the area, psychosocial support for the prevention of violent extremism and clearance of landmines and unexploded ordnance.

Table 5-13 Main cooperation in the JICA Global Agenda "Peacebuilding" cluster (excerpts)

Field	Activities
Support for strengthening local administrative capacity in conflict-affected areas	<ul> <li>Supporting inclusive and functional administrative service delivery capacities to support communities, ethnic groups, etc. at risk of being left behind in development and victims of conflict</li> <li>Formation of societies capable of co-existence</li> <li>Socio-economic and psychosocial support to prevent the spread of violent extremism</li> <li>Confidence-building between the Government and the population and among the population</li> </ul>

Source: Prepared by the Survey Team based on JICA Global Agenda.

Table 5-14 shows the elements of the strategic initiatives devised in relation to the agenda and clusters concerned, which should be borne in mind when considering the direction of support.

Table 5-14 JICA Global Agenda for "Peacebuilding" Devising strategic initiatives (Excerpts)

Initiative	Contents	
Cooperation with international organisations, etc.	Strengthen coordination with UN agencies, including with the Japanese Government's contribution, to strengthen the influence of the Japanese Government on national policies and to develop the impact of the project on the ground.	
organisations, etc.	(e.g. in areas where the JIAC cannot get involved due to security issues, work with UNDP to deploy)	
Utilisation of issue- specific and country-	In fragile and conflict-affected states, issue-specific and country-specific training that is not influenced by the security situation will be actively used to build institutions and develop human resources. In particular, utilise Japanese local authorities.	
specific training	(e.g. to support capacity building of local administrators in Sahelian countries and practical capacity building in the field by combining training in Japan and field activities)	
JICA Chair and Graduate	Sharing Japan's post-Meiji Restoration experience of state-building, such as dialogue and restraint by those in power, and applying this to state-building in fragile and conflict-affected states.	
School of Development collaboration	(e.g. networking amongst returning trainees and students who are particularly interested in Japan's experience of nation-building and deepening the teaching materials for sharing experiences of nation-building, for example by lecturing at JICA chairs as a perspective from a third country)	
Mobilisation of private sector funds and promotion of private sector collaboration	Actively engage in mobilising private finance as a means of promoting new economic activities, as discussions on mobilising private finance, including social impact investment, are gaining momentum for stimulating economic activity among refugees and displaced persons, and for the Humanitarian-Development-Peace Nexus (HDP Nexus), among others.	
projects	(e.g. attract private funding for economic activities of refugees and displaced persons; promote private fundraising, including fundraising activities, within refugee camp support)	
Innovation, digital	Consider active use of digital technologies and other technologies that are considered particularly effective in vulnerable areas where administrative systems and infrastructure are lagging.	
transformation (DX)	(e.g. in fragile and conflict-affected areas where there is a lack of existing administrative data, using digital tools and satellite data to identify and respond to administrative service needs based on rapid data collection)	
	In ethnic reconciliation and confidence-building initiatives, sports and peace initiatives will be considered.	
Sports and peace	(e.g. adding sports facilities to infrastructure development in communities to promote interaction and mutual understanding between residents; adding sports activities to educational projects in conflict-affected areas to promote mutual understanding between students and residents; organising national championships to promote interaction across regions)	

Source: Prepared by the Survey Team based on JICA Global Agenda for Peacebuilding.

#### (5) MOFA's National Cooperation Policy for the Eight Horn of Africa Countries

Based on the country-specific development cooperation policies and project development plans for the eight countries covered by the Survey published by the MOFA of Japan, Japan's cooperation policies in the target countries and the cooperation programmes and projects being implemented in the target countries are shown in Table 5-15.

Table 5-15 Country-specific Development Cooperation Policies and Project Implementation Plans

Basic policy	Priority sectors	Cooperation programme/project name
Djibouti		
Support for sustainable economic and social development contributing to regional stabilisation	(1) Strengthening economic and social infrastructure conducive to sustainable economic growth  The recent development of major industries, such as ports and logistics, centred on the capital Djibouti City, has led to an urgent need to address domestic issues such as concerns about environmental impact, the rapidly rise in demand for infrastructure such as electrical energy, and the development gap between urban and rural areas. To resolve these issues and ensure social and economic stability in Djibouti, the project supports the development of industrial infrastructure and the improvement of the basic living environment of the people.	<ul> <li>Living Environment Improvement Programme</li> <li>Project on strengthening communities for improved nutrition in Djibouti (2022-2024)</li> <li>Support for women in Djibouti via international organisations (2022-2025)</li> <li>Health System Strengthening Programme</li> <li>Subject-specific training in the health sector (2022-2023)</li> <li>Third-country training in health (2022-2023)</li> <li>Japan Overseas Cooperation Volunteers in the health sector (2022-2024)</li> </ul>
	(2) Developing human resources to support economic growth  Support the development of human resources that will contribute to the sustainable growth of Djibouti by improving the quality of education, such as through the development of the basic education environment. Given the current high unemployment rate in the country, the project will also support the development of human resources that will lead to industrial diversification and increased employment opportunities in Djibouti.	<ul> <li>Others</li> <li>Subject-specific training in other basic social service areas (2022-2023)</li> <li>Human Resource Development Programmes for Industrial Diversification</li> <li>Strengthening the capacity of legal officers in the IGAD region on business and human rights (to be implemented 2024-2025) *</li> <li>Third country training in the industrial sector (2022)</li> <li>Industry sector issue-specific training (2022-2023)</li> <li>Youth training in the industrial sector (2022-2023)</li> <li>Japan Overseas Cooperation Volunteers in the industrial sector (2022-2023)</li> <li>Others</li> <li>SDG Global Leaders (2022-2023)</li> <li>Master's Degree and Internship Program for African Business Education Initiative for Youth (ABE Initiative) (2022-2023)</li> </ul>
	(3) Support for regional stabilisation efforts  To address problems such as maritime crime (piracy, illegal entry, smuggling and poaching, etc.) caused by the unstable situation in neighbouring countries such as Somalia, the Government of Djibouti will be supported in strengthening its maritime security capacity and other measures. In addition, in order to support the efforts of the Government of Djibouti, as a stable country in the Horn of Africa, to develop a proactive refugee and migrant reception policy, assistance will be provided to deal with various issues associated with refugees and migrants, in cooperation with relevant international organisations and NGOs.	<ul> <li>Refugee Assistance Programme</li> <li>Japan Overseas Cooperation Volunteers in the field of refugee assistance (2022-2024)</li> <li>Japanese NGO cooperation grant aid in the field of refugee assistance (2022)</li> <li>Food assistance to refugees and Djiboutians via international organisations and others to the Republic of Djibouti (2022-2024)</li> </ul>

Basic policy	Priority sectors	Cooperation programme/project name
Eritrea		
Social stability and development through basic livelihood support	(1) Development of living infrastructure From the perspective of human security, the Government will continue to support the improvement of people's livelihoods in water supply, food aid and health.	Basic Living Environment Improvement Programme  • Integrated support for micronutrition and improved health and girls' nutrition in schools to break the cycle of intergenerational malnutrition (2021-2022)
		Core Human Resource Development Programme for Nation Building  • Major human resource development projects using study abroad programmes (2021-2023)  • At-risk job creation promotion (2021)  Fisheries Promotion Programme  • Improving food security and nutrition for women in vulnerable situations through fishing net manufacturing and micro- fishing support in Eritrea (2021)
Ethiopia		
Support for promoting high-quality economic growth	(2) Industrial development In order to realise the upgrading of the economic structure from agriculture to industry, it is important to develop industries through industrial policy development, increase labour productivity and attract high-quality foreign direct investment. In view of this situation, industrial policy dialogue with the government of the country is positioned as a high-level cooperation, and specific advice will be given to the country's industrial policy based on the guidelines obtained.  It also promotes human resource development in government and industry in a way that uses kaizen as the main method and provides support in various fields that contribute to the development of the investment environment.	<ul> <li>Industrial Promotion Programme</li> <li>Ethiopia Country Industry Promotion Project (2021-2022)</li> <li>Kaizen PhD programme (2021-2023)</li> <li>BDS projects aimed at growing Ethiopian enterprises (2021-2022)</li> <li>Cotton promotion ad bazaar (2022-2024)</li> <li>Tourism promotion adviser (2022-2024)</li> <li>Start-up ecosystem capacity strengthening (2022-2023)</li> <li>Start-up ecosystem adviser (2021-2023)</li> <li>Project to introduce skills assessment-based training to strengthen the capacity of SME workers (2021-2023)</li> <li>Master's Degree and Internship Program for African Business Education Initiative for Youth (ABE Initiative) (2021-2024)</li> <li>Industrial policy and public management (2021-2024)</li> <li>SDG Global Leaders (2021-2023)</li> </ul>
	(4) Education and health  By developing comprehensive educational cooperation with a particular focus on science and mathematics education with the aim of strengthening individual capacity and expanding work opportunities, the project will improve the quality of education and develop the human resources required by industry, as well as contribute to improving science and technology education and research capacity to promote the industrialisation of Ethiopia. It will also support the establishment of a health system and the improvement of the quality of health services under the principles of UHC.	Industrial Human Resource Development Programme  Improving children's learning (2021-2022) Grassroots and human security grant aid for education (2021-2022) Health Programme Advisers on improving hospital operations (2021-2023) Economic and social development plan (2021-2023) Japanese NGO partnership grant aid in the health and medical sectors (2022-2023)

Basic policy	Priority sectors	Cooperation programme/project name
	Others	Others  • Ethiopian Centre for Peace Training and Research.  • Emergency Grant Aid for Internally Displaced People and Others in Northern Ethiopia
Kenya		
Contribution to sustainable development and equitable social development conducive to economic growth	(2) Industrial development  Comprehensive support for industrial development, including institutional development and human resource development, will be provided, focusing on areas where Japan has knowledge, in order to improve the business and investment environment and to form new markets with a view to industrial diversification and export promotion.	Private Sector Promotion Programme  • Master's Degree and Internship Programme for African Business Education Initiative for Youth (ABE Initiative) (2022-2023)  Science, Technology and Innovation (STI) Human Resource Development Programme  • Grassroots and human security grant aid in education (2022-2023)  • STI human resources development (2022-2025)  Others
		<ul><li>Disability and development (2022-2025)</li><li>Support for sports education (2022-2025)</li></ul>
	(4) Universal Health Coverage (UHC) Reduction of inequalities in health services and assurance of health budgets by county governments, which are effectively responsible for health administration. In addition, cooperation will be developed to realise UHC under decentralisation, protection and planned expenditure, as well as for the provision of quality health services.	<ul> <li>Health Systems Strengthening Programme</li> <li>Health policy adviser (2022-2023)</li> <li>Universal Health Coverage (UHC) (2022-2025)</li> <li>Grassroots and human security grant aid for health (2022-2023)</li> <li>Improve the management capacity of local healthcare facilities and support the maintenance of the population's health (2022-2025)</li> </ul>
	(6) Regional stabilisation In view of the threats posed by the inflow and smuggling of illegal goods and illegal, unreported and unregulated (IUU) fishing, which are impediments to economic and social development, the Government will work to support capacity building of law enforcement agencies, including maritime security capabilities. In addition, from the perspective of human security, and in cooperation with relevant international organisations, the Government will provide several types of assistance, such as refugee protection measures.	<ul> <li>Social Stabilisation Programme</li> <li>Advisor for the Promotion of Local Government Capacity for the Elimination of Gender-Based Violence (2022-2023)</li> <li>Crime prevention, rehabilitation and reintegration projects for children and young people in the community (2023-2026)</li> <li>Project to improve the capacity of local people to implement early pregnancy prevention activities in Mwala district, Machakos Region (2022-2023)</li> <li>Project to promote income generation through entrepreneurship among youth unemployed in semi-slum areas (2022-2023)</li> <li>Project to improve livelihoods and support career planning for poor families with AIDS orphans (2022-2024)</li> <li>Advisor for Promotion of the Refugee Assistance/Humanitarian and Development Nexus (2024-2026)</li> <li>Women's resilience strengthening plan in refugee camps and communities (2022-2023)</li> <li>Support for reoffending prevention and self-reliance (2022-2025)</li> </ul>

Basic policy	Priority sectors	Cooperation programme/project name
		Others  • SDG Global Leaders Programme (2022-2024)  • Project to strengthen the functioning of African judicial actors on freedom of expression and journalist safety (2022)  • Scholarship plan for human resources development (2022-2027)
Somalia		
Support for peace consolidation and economic and social stabilisation for state rebuilding	(1) Restoration of basic social services To restore basic social services such as health, education and water, which have been exhausted by years of conflict, assistance will be provided in relation to social infrastructure development, while building the capacity of central and local governments (including Puntland and Somaliland). In particular, assistance will be provided to improve the living conditions and social advancement of socially vulnerable groups such as women and Internally Displaced People.	Social Infrastructure Development Programme  • Country training on strengthening local administrative capacity for rebuilding Somali communities (2022-2024)
	(2) Improved capacity to maintain security Towards peace and stability in Somalia, efforts to ensure security in the region, including counter-piracy, are the basis for all activities. In order to ensure that the Federal Government can fully fulfil its responsibilities in the security sector, the capacity of the National Police Service and other criminal justice agencies and maritime security organisations will be strengthened, particularly in the south-central part of the country where security challenges remain.	Capacity-building Programme to improve security  • Somalia Country Online training for the prevention of violent radicalisation (2021)  • Training in the prevention of community-based violent extremism (2022-2024)
	(3) Stimulation of domestic industry  To stimulate the spontaneity of the Somali people and to support the revitalisation of domestic industries such as services, construction, agriculture and fisheries, with the participation of young people, who constitute the majority of the population. In doing so, consideration should be given to the rehabilitation of young people who have deviated from the social order, such as those involved in piracy and terrorism during years of conflict and anarchy, and to their reintegration into society.	Social Reintegration and Economic Activity Participation Programmes for socially and economically vulnerable groups  • Youth Employment Project for Somalia (YEPS) (2017-2023)  • Social stabilisation projects through the creation of income opportunities for Somali refugees (2021-2022)  • Maritime security and youth empowerment in the Somali fishing industry (2021-2022)  • Master's Degree and Internship Program for African Business Education Initiative for Youth (ABE Initiative)/SDG Global Leader Programme (2021-2022)  • Survey to collect basic information on development assistance for protracted refugees (2021)  • Capacity-building project on promoting employment and entrepreneurship among youth and vulnerable groups (2024-present)

Basic policy	Priority sectors	Cooperation programme/project name			
	Others	Humanitarian Aid Programme     Protection solutions targeting vulnerable households in Somalia (2021-2022)     Comprehensive health and nutrition support for vulnerable groups in Somalia (2021-2022)			
		<ul> <li>(2021-2022)</li> <li>Realising Human Security through Improving Livelihoods and Building Resilience to Natural Disasters in Affected Communities Project (2021)</li> <li>Lifesaving assistance for protection and resilience-building of disaster-affected</li> </ul>			
		<ul> <li>communities and vulnerable people on the move (2022-2023)</li> <li>Emergency and reconstruction relief operations in Somalia (2022)</li> </ul>			
South Sudan					
Support for nation-building to consolidate peace and stabilise the economy	(1) Facilitate the peace process In view of the fact that building trust between the government and the people and promoting women's participation in peace and security are essential for the consolidation of stable and long-term peace, the peace process is designed to build institutions and strengthen governance that are trusted by the people based on transparency and the rule of law, WPS and human security.  (2) Development of social and economic infrastructure  Support the development of social and economic infrastructure conducive to	<ul> <li>Governance Improvement Programme</li> <li>Advisor on strengthening local administrative capacity for regional development and community reconstruction (2023-2025)</li> <li>Strengthening local administrative capacity for local development and community reconstruction (2022-2025)</li> <li>Protection of freedom of expression and access to information (2022-2024)</li> <li>Issue-specific training in the area of governance (2022-2023)</li> <li>Programme to promote security sector reform and reconciliation</li> <li>Peace promotion through sport project (2022-2024)</li> <li>Subject-specific training in the security sector (2022-2024)</li> <li>Subject-specific training in the security sector (2022-2023)</li> <li>Agriculture, Livestock and Fisheries Promotion and Industrial Development Programme</li> <li>Agricultural promotion and revitalisation</li> </ul>			
	sustainable development, with a view to strengthening the foundations for economic development and developing South Sudan's potential business environment to promote trade and investment.	<ul> <li>project for food security and improved livelihoods (2022-2026)</li> <li>Subject-specific training in the field of industrial development and other areas (2022-2025)</li> <li>Food security and livelihood support in Kapoeta (2023)</li> </ul>			
	(3) Improved inclusive social services Support the inclusive and sustainable provision of social services such as water, sanitation and healthcare. To build and strengthen inclusive societies and economies, particularly for refugees, Internally Displaced People, returnees and women and young people who are vulnerable to socio-economic imbalances, by addressing challenges such as lack of livelihoods, schooling and employment opportunities, social fragmentation and transitional justice, and support improvements in social services that promote the integration and participation of these populations in society and the economy.	Social Service Delivery Capacity Building Programme  Subject-specific training in the social services sector (2022-2023)  Humanitarian Crisis Response Capacity Building Programme  2022 Food aid (WFP collaboration) (2022)  Food aid in 2023 (WFP collaboration) (2023)  Programme for the promotion of participation in socio-economic activities (capacity building)  Advisor for the promotion of independence and reintegration of SGBV victims (2022-2023)  Master's Degree and Internship Program for African Business Education Initiative for Youth (ABE Initiative) (2022-2023)			

Basic policy	Priority sectors	Cooperation programme/project name		
Sudan				
Support for peace consolidation and economic development	(1) Peace settlement support Improve administrative services and strengthen local governance, particularly in conflict-experienced areas. This will contribute to preventing the outbreak of new conflicts and promoting the consolidation of peace in Sudan through the achievement of community stability.	Programme for Strengthening and Dissemination of Administrative Services in Conflict-Affected Areas  Peace-building projects through improved public services in the three Darfur states (2017-2018)  Subject-specific training in the field of strengthening and disseminating administrative services in conflict-affected areas (2017-2018)  Japan Overseas Cooperation Volunteers in the field of strengthening and promoting administrative services in conflict-affected areas (2017-2018)  Improved living and educational environment for Internally Displaced People and returnees and host communities in South Kordofan Oblast (2017-2018)  Food aid to IDPs in Darfur (2018)  Comprehensive support for conflict-affected children in Darfur and South Kordofan States (2018)  Linking Humanitarian and Development in West Kordofan (2018)  Strengthening the Sustainable Integration of Returnees in Darfur (2018)  Stabilisation Support to Host Communities of Refugees and Internally Displaced People Adjacent to South Sudan (2018)  Support to host communities of South Sudanese refugees in White Nile State (2018)		
	(2) Basic livelihood sector support In Sudan, various infrastructures and services in the basic livelihood sector remain extremely inadequate. In this context, Japan will continue to provide assistance in the fields of health, sanitation, water and environment, where Japan has a track record of assistance, and through human resource development in the fields of education and vocational training, provide employment opportunities for young people through vocational training and contribute to the realisation of a society in which people can fulfil their full potential.	<ul> <li>Health Care Support Programme</li> <li>Khartoum State Suburban Health Services Improvement Plan (2017-2019)</li> <li>Primary Health Care Expansion Support Project (2017-2019)</li> <li>Strengthening decentralised health systems to achieve universal health coverage (2018)</li> <li>Grassroots technical cooperation in the health sector (2017)</li> <li>Dissemination and demonstration project on improving maternal and child health using ultrasound imaging systems (2017-2018)</li> <li>Japan Overseas Cooperation Volunteers in the health sector (2017-2019)</li> <li>Subject-specific training in the health sector (2017-2018)</li> <li>Vocational Training Support Programme</li> <li>Project for strengthening vocational training systems in state vocational training centres (2017-2019)</li> <li>Japan Overseas Cooperation Volunteers in the field of vocational training (2018-2019)</li> </ul>		

Basic policy	Priority sectors	Cooperation programme/project name		
		Internship Programme  • Master's Degree and Internship Programme for African Business Education Initiative for Youth (ABE Initiative) (2017-2020)		
	(3) Support for agricultural and industrial diversification	<ul> <li>Support for vulnerable groups</li> <li>Japan Overseas Cooperation Volunteers in the field of Assistance to Persons with Disabilities (2017-2019)</li> <li>Youth development</li> <li>Japan Overseas Cooperation Volunteers in the field of Japanese language and sports (2017-2019)</li> </ul>		
Support for poverty	(2) Industrial promotion and infrastructure strengthening	Others  • Japan Overseas Cooperation Volunteers		
	infrastructure strengthening From the perspective of developing agriculture, in which about 70% of Uganda's working population is engaged, the government will work to improve the quality and productivity of rice as a cash crop in order to increase income. In addition, to promote the ICT sector and other growth industries, private sector development will be addressed through the training and strengthening of industrial human resources.	<ul> <li>Japan Overseas Cooperation Volunteers in the area of livelihood and income enhancement support (2022-2027)</li> <li>Project to improve nutrition through supporting farmers' livelihoods and providing mother and child nutritional guidance in eastern Uganda (Phase 1) (2023)</li> </ul>		
<i>g.</i>		<ul> <li>Promotion of Sustainable Rice Farming Development Project (Eco-PRiDe) (2024-2029)</li> </ul>		
		Private Sector Development and Employment Promotion Programme  • Subject-specific training in private sector development (2022-2023)		
		Subject-specific training in vocational training and education (2022-2023)     Japan Overseas Cooperation Volunteers in the field of vocational training and education (2022-2027)     Master's Degree and Internship Program for African Business Education Initiative for Youth (ABE Initiative) (2022-2026)		
	(4) Peace-building and regional stability	Regional development programmes in fragile and conflict-affected areas		
	While drawing on many years of experience in assisting the reconstruction of the northern region, the HDP will work to improve the quality of life and human security in the underdeveloped northern region and refugee reception areas by ensuring necessary social services and infrastructure, improving livelihoods and assisting in the management of natural resources. Furthermore, the HDP will promote the Humanitarian-Development-Peace Nexus (HDP Nexus) in refugee assistance by strengthening the capacity of	<ul> <li>Northern Uganda Livelihoods Support Project Phase 2 (2022-2026)</li> <li>West Nile and Refugee Reception Area Resilience Strengthening Project (2022-2026)</li> <li>West Nile Nutrition Improvement Livelihoods Project (2023-2026)</li> <li>Subject-specific training in the field of peacebuilding (2022-2027)</li> <li>Long-term training course "Local administration with public participation" (2022-2023)</li> </ul>		
	central and local governments.	<ul> <li>(2022-2023)</li> <li>Japan Overseas Cooperation Volunteers in the field of refugee, host and community support (2022-2027)</li> <li>Karamoja Nutrition Programme: supporting the management of high food insecurity-associated moderate acute malnutrition in vulnerable populations in the Karamoja region (2022-2023)</li> </ul>		

Basic policy	Priority sectors	Cooperation programme/project name
		<ul> <li>Support for the protection of refugee and host community women in refugee settlements in Uganda (Phase 3) (2022- 2023)</li> </ul>
		<ul> <li>Project for building a psychosocial support model for South Sudanese refugees and host communities in northern Uganda (Phase 1) (2023)</li> </ul>
		<ul> <li>Resilience enhancement project by improving livelihoods and food production capacity in the Karamoja region (2023)</li> </ul>
	Others	Project to improve the educational environment for female students who cannot go to school due to menstruation (2022-2024)
		SDG Global Leaders (2022-2024)

Source: Prepared by the Survey Team.

### 5.3.2 Issues, Lessons Learned and Good Practices from Completed and Ongoing Projects

The challenges, lessons learned and good practices from completed and ongoing projects in the target countries are summarised below. In addressing the challenges faced by women and youth in the Horn of Africa, initiatives and lessons learned on good practices from other countries that may serve as a reference for support approaches to the region are also presented.

#### (1) Women (WPS)

# 1) Kenya - "Project for Enhancing Enterprise Competitiveness" + "Towards Enhancing Effective and Innovative Actions to Address GBV" (Business Ideas Marathon for the Elimination of GBV)<sup>345</sup>

JICA Kenya office in collaboration with the National Gender and Equality Commission (NGEC) of Kenya and Daystar University organised a two-day business idea-thon for GBV in March 2024, which included lectures and panel discussions on GBV for business stakeholders in the private sector. It also conducted awareness-raising activities related to GBV, followed by a brush-up of the business ideas of the participating groups. The winning idea, the My SOS app (an application that allows users to seek help from various people at the press of a button), is at the stage of business demonstration with JICA support. In addition, the "Innovate Against GBV Pitching Event" was held, providing business development support to 11 Kenyan start-ups working to combat GBV. 346 Currently, it provides support to companies selected for pitch events to turn them into businesses.

The initiatives in this case are effective ways to ensure the sustainability of activities in Horn of Africa countries, where budgets for GBV are extremely limited and private funding is used. In addition, the IT and digital industries are overwhelmingly male-dominated industries. The fact that awareness-raising on GBV was conducted at the business support stage in such industries is noteworthy in that

<sup>345</sup> https://globe.asahi.com/article/15323638

https://theafricanwatch.com/jica-in-partnership-with-the-national-gender-equality-commission-and-nairobi-county-government-hosts- the-innovate-against-gbv-finalists-pitch-event-to-combat-gbv-in-kenya/

it enabled awareness-raising to be targeted at men in the private sector, who are difficult to approach in traditional GBV prevention and protection cases.

# 2) State of South Sudan – "Project for Institutional Capacity Development of South Sudan Broadcasting Corporation"

The Project for Institutional Capacity Development of South Sudan Broadcasting Corporation (SSBC) aims to ensure that SSBC is trusted by the public amid the unstable political situation in South Sudan during Phase 2 period (December 2021 to December 2025). The overriding goal is that "the organisational capacity of SSBC to broadcast accurately, neutrally and impartially will be strengthened", with particular emphasis on enhancing staff capacity in election reporting and programming on social issues. The project aims to spread democracy through the media, improve access to information and promote gender equality in the community, with a particular focus on women's participation through the following initiatives:

- Programme production incorporating women's perspectives: The project promotes the
  participation of women journalists to reflect women's voices and experiences in programme
  production and increases the opportunities for them to appear in the media. This has enabled
  the views and issues of ordinary women to be covered and has increased the "visibility" of
  women to viewers.
- 2. Improved election coverage: Information is provided to encourage women's participation in politics through active coverage of news about the allocation of seats for women and women-related meetings. This initiative is also reported to have contributed to changing the attitudes of young men.
- 3. Use of community radio: In rural areas, the dissemination of information through community radio is encouraged, especially as a source of information accessible to women. This has provided a platform for rural women to make their voices heard.
- 4. Education and awareness-raising activities: Efforts are being made to increase viewers' understanding of social issues such as sexual and domestic violence through the production of drama and discussion programmes on gender-related topics, thereby raising awareness throughout society.

# 3) Côte d'Ivoire – "Project for Community Reinforcement Towards Social Cohesion in Grand Abidjan (COSAY) Phase 2"<sup>347</sup>

This project was implemented by JICA in the Abidjan region of Abobo and Yop communes, from 2017 to 2023 to support the restoration of trust between residents, and between residents and local administration in a society divided by conflict, targeting both residents and city hall staff. The project goal is to ensure that social integration-friendly methods of public service delivery take root in the covered areas, and the project involves conducting social surveys in conflict-affected areas, establishing and monitoring a joint steering committee (CCG) management structure comprising representatives of tribal and sectarian groups, women, youth and other residents, and social integration-friendly, evidence-based three-year plans and projects were developed.

Although different from the countries covered by this study, this is an example of a good example of peacebuilding that has promoted the participation of women in conflict-affected areas.

As the beneficiaries included women, the project was implemented with attention to identifying the situation and roles of women through social surveys, promoting women's participation in CCG/construction works and community activities, and encouraging awareness-raising among male participants. The following five lessons for WPS were learned through this project.

- Contribution in awareness-raising activities to promote peace and social integration
- Acting as mediators in disputes between residents
- Active in occupations such as construction work, traditionally considered male-dominated occupation
- Gaining confidence among women who participated in the activities
- Changing community attitudes towards women through their active participation in the project

#### (2) Youth (YPS)

# 1) State of South Sudan - "Project for Youth Empowerment Through Sports for Peace Promotion (YES for Peace)"

JICA's project in South Sudan is known as a successful example of reuniting communities divided by conflict. On South Sudan's National Unity Day (NUD), a sporting event similar to Japan's National Sports Festival was introduced as a symbol of national unity, and JICA has supported this initiative since the first event in 2015. Young people from different ethnic groups engaged in football, basketball and other sports, fostering team building and promoting interaction between teams. The tournament has been held eight times so far. Using this symbolic event as a starting point, the project has contributed to building trust among the participants, with the aim of fostering dialogue and mutual understanding through sports.

Through "sports academies", which are the equivalent of local sports clubs and youth groups, the project ensures that children and young people have a place in the world of sport. Former NUD participants have participated as instructors, and their serious dedication to coaching has played a role in shaping positive behavioural changes among children and youth. In some cases, the project has contributed to peace promotion in communities with high gang activity by involving parents and supporting the inclusion of at-risk youth, thereby preventing delinquency. The project has also conducted peace education workshops, which have taught young people the importance of peace and nurtured their awareness of its importance as future peacebuilders. The project has been highly valued by counterpart institutions for its contribution to sustainable peacebuilding, strengthening the foundation of peace and stability in the community as a whole.<sup>348</sup>

### 2) Burkina Faso: Developing SHEP Through National Volunteers<sup>349</sup>

In Burkina Faso, a multi-sectoral initiative aimed at promoting peace and stability in areas experiencing an influx of IDP was implemented. The project contributed to the regional stabilisation by integrating multiple activities, including the dissemination of the Smallholder Horticulture

348 From the interview with JIN Corporation and Directorate of Youth Development, Ministry of Youth and Sports, South Sudan

Exemplified as a good example of peacebuilding that promoted women's participation in conflict-affected areas, although different from the countries covered by the Survey, from the interview with a consultant (Earth and Human Corporation) who carried out agricultural and rural development policy advisory work.

Empowerment and Promotion (SHEP) approach to Agricultural Development Policy Advisory Services Agricultural Promotion, and support for livelihoods in conflict-affected areas. Baseball activities were also conducted as part of peacebuilding through sports. At the heart of the project was the use of national volunteers.

National volunteers, mainly university graduates, were joined by a wide range of motivated young people to support local communities. In the North Central Province in particular, priority was given to those from the region, and they were effectively supported in their activities at their destination through prior technical training. They played the role of "middle person", collaborating with experts from the government side to support the local population, and functioned as a bridge between the local population and the government. In addition, the fact that many young people and women participated the project is considered to have had a positive impact on the local community.

The project is an example of good practice in youth empowerment and the promotion of peace and stability in the region. Although the short duration of the project means that there remain challenges in confirming sustainable results and impact, the variety of initiatives using national volunteers has shown to be an effective model for solving community issues.

In the implementation of the said activities, the limited staffing and budget of the National Volunteer Organisation of Burkina Faso triggered the implementation of the training of volunteers to meet the needs of the project by using the budget of the overseas office to contribute to the costs of training and daily accommodation for the trainees. The case is a good example of a multi-sectoral approach using multiple JICA schemes, including long-term expert placements, volunteer projects and overseas development studies in conflict-affected countries with multiple vulnerabilities in areas such as infrastructure, food security, nutrition and employment.

### 5.4 Summary of Initiatives by International Organisations and Aid Agencies to Support Youth and Women in the Horn of Africa

This chapter summarises the initiatives by aid agencies to support women (WPS) and youth (YPS) in the Horn of Africa.

#### (1) Support in the WPS Sector by Aid Agencies

In the WPS initiative, UN Women has supported the formulation of NAPs and LAPs, and a system is in place for countries to report progress based on the AU and IGAD monitoring frameworks. In Kenya, an implementation system has been established through the formulation of several NAPs, and at the regional level, LAPs have been formulated in 18 counties, raising awareness and developing human resources for women's peace committees, and promoting women's participation in peacebuilding. In Uganda, UN Women participates in the formulation and implementation of NAP-3 and is supporting smooth implementation through technical and material support to MGLSD. There is a high need for localisation of plans to meet local needs, particularly in border conflict areas and refugee and IDP host communities, and support is being provided for the formulation of county-level LAPs and the establishment of peace committees.

#### (2) Support in the YPS Sector by Aid Agencies

In terms of support for YPS, UNFPA is leading support for the formulation of NAPs, but the situation is such that several target countries have started initial discussions on formulation. International organisations such as UNDP and GIZ are developing activities for youth empowerment. In particular, support focuses on youth employment promotion and skills development, but opportunities for young people to participate in the policy-making process remain limited. In addition, as noted in Chapter 4, the majority of countries do not have a network of relevant institutions or a system for building platforms compared to WPS, and it is a challenge not only to provide individual support, but also to work towards building an ecosystem. In order to promote the social participation of young people, there is a need to strengthen the leadership of youth organisations and empowerment activities in the community.

#### (3) Support in Access to Justice

Regarding improving access to justice, UNDP is taking the lead in assisting survivors of GBV, strengthening the capacity of judicial institutions and expanding local legal aid services. Capacity building of judicial officials and dissemination of legal education remain challenges, particularly in rural areas where legal aid services are vulnerable and in conflict-affected areas. Strengthening support structures for women and young people to access legal protection is essential, particularly in response to the "increased risks faced by young people and women in emergencies".

#### (4) Initiatives of the Japanese Government and JICA

In NAP for WPS, the Government of Japan has developed activities, challenges and indicators for the promotion of WPS in developing countries, including those in the Horn of Africa region where projects are implemented by JICA; but no NAP has been developed for YPS. JICA has identified priority initiatives in the governance, peacebuilding and gender equality agendas of the Global Agenda, and is promoting projects related to the WPS and YPS pillars, such as access to justice, participation in peacebuilding processes and eradication of GBV. In addition, JICA's wide-ranging support includes WPS and YPS perspectives in a variety of assistance packages, including direct peace-building initiatives such as youth involvement in sports, the involvement of youth volunteers in SHEP, and linking entrepreneurship support and GBV eradication projects.

### Chapter 6 Challenges for Women and Youth in the Horn of Africa

#### 6.1 Overview of Challenges for Women and Youth in the Horn of Africa

The underlying challenges to the promotion of the WPS and YPS agendas in the Horn of Africa region in the Survey are highly common, including high barriers to participation, dysfunctional protection and compounded vulnerabilities. Based on the aforementioned challenges, the following three broad categories of key challenges for women and youth in the Horn of Africa region, which are summarised in Chapters 3 and 4, are then described, with specific detail.

- 1. Human rights protections for safe participation in social and economic activities are not functioning.
- 2. Policies and institutions do not reflect the voices of young people.
- 3. Youth and women are socially vulnerable and at greater risk when faced with emergencies.

# 6.1.1 Human Rights Protections for Safe Participation in Social and Economic Activities are not Functioning

As pointed out in Chapter 3, protection from violence, many women in the Horn of Africa are at risk of daily violence, which is a barrier to their ability to speak and act freely. As for young people, they are often reluctant to express themselves or abandon their current situation for fear of restrictions on their freedom of assembly and speech, arrest without cause, violence, etc.

#### (1) Urban/rural Disparities and Difficulties in Accessing Justice Services

In the Horn of Africa region, the disparity in judicial services between urban and rural areas is a severe problem. While access to courts and law firms is relatively easy in urban areas, the development of judicial institutions in rural areas is lagging and access to legal assistance is difficult. For example, in Uganda, urban legal education centres (LDCs) are functioning, but there is a shortage of paralegals in rural areas, limiting access to appropriate legal advice. The excessive cost of judicial proceedings, the slow progress of court proceedings and the overwhelming shortage of judges and lawyers are also major barriers for residents in rural areas. Furthermore, low literacy rates and a lack of understanding of the legal system hinder residents' access to justice, leaving them unable to seek appropriate redress if their rights have been violated. This disparity in judicial services between urban and rural areas hinders the fair application of the law and encourages social inequalities.

#### (2) Impunity of Violence and Abuse of Power

A major problem in the Horn of Africa is that perpetrators of violence are not properly punished, and that women and vulnerable groups in particular do not receive judicial protection when they become victims of violence. In many countries, perpetrators frequently escape arrest or prosecution because the legal system against GBV is not well established or properly implemented.

Cases have also been identified where the police and judicial institutions themselves have disregarded GBV, where registrations of damage are not accepted, and where corruption is widespread, and perpetrators are not properly brought to justice. Abuse of public power is also an issue, with women and youth in particular vulnerable to arbitrary arrest and violence by security forces and the police.

#### (3) Limited Freedom of Speech, Assembly and Association

Although the right to freedom is constitutionally guaranteed in the Horn of Africa, in practice, there are cases of restrictions on freedom of speech and assembly in several of the target countries.

Youth-led CSOs are steadily contributing to peace and stability at the grassroots level. However, the policies of national governments rather see youth and CSOs as threats and tend to strengthen their control. While it is important to set up a system to protect human rights so that young people can freely express their opinions and engage in activities, at the same time, necessary support can also be provided to increase the number of opportunities for them, where CSOs can play an active role, and to improve their capacity, including negotiation skills, by providing organisational management training.

#### (4) Lack of Protection and Social Integration Systems and Operations

Systems to protect GBV survivors and vulnerable groups are underdeveloped or dysfunctional in many countries. From the YPS perspective, it is also known that there is a large judicial backlog in terms of case handling of young people who are alleged to have committed crimes, and those with even minor offences taking a long time to be released or being detained in poor conditions. In addition, programmes such as vocational training and educational opportunities related to rehabilitation and social reintegration are not in place.

#### (5) Underestimation of GBV Victimisation Issues (Inadequate Data Availability)

In the Horn of Africa, data on GBV is inadequate and the actual situation is not accurately grasped, leading to delays in policy formulation and countermeasures. In many countries, comprehensive statistics on GBV do not exist, and the data collected by government agencies and international organisations vary. The problem is that many victims of GBV are forced to withdraw their reports of victimisation for a variety of reasons, which are not reflected in official statistics. In the first place, many victims are hesitant to speak out because reporting GBV victimisation to the police or medical institutions is itself associated with social stigma. In cases where the perpetrator is a husband or male relative on whom the woman is financially dependent, women who are not financially independent often endure the violence without reporting it for fear of losing their livelihood if the perpetrator is punished.

This current situation, including the withdrawal of damage reports, creates a vicious circle that further undermines the lack of and credibility of data. This situation leads to GBV being neglected despite being a deep-rooted social problem, and the protection and redress of victims being put on the back burner.

#### 6.1.2 Policies and Institutions Do not Reflect the Voices of Young People

As seen so far, there are extremely high barriers to women's participation in all aspects of social and economic life, and difficulties in getting their input into policies and institutions. Policies on youth empowerment, including peace-building and social participation, are even less historic than those on women's and children's issues, and the resources allocated are limited. Although each country has a ministry responsible for youth, in practice there is poor coordination with other agencies such as the MOE and the Ministry of Labour (MOL), resulting in ineffective policies. Under these circumstances, several barriers need to be overcome if the voices of young people are to reach policies.

#### (1) Exclusion from all Decision-making Arenas

In the Horn of Africa, in a patriarchal society with high regard for elders, young people sit at the back of meetings and are not given the opportunity to speak until they are nominated. Even if they are given a voice, decision-making power is often held by older men. In some cases, young women are not even given the opportunity to participate. Under these circumstances, young people feel that their views are unlikely to reach the government and be reflected in political, economic and social terms.

In response to this situation, as indicated in section 4.2 ("Policies and participation mechanisms to promote youth involvement in peace and security"), youth councils have been established in various countries to represent the views of young people and to allow for dialogue and consultation with government agencies. However, youth councils cannot represent all the diverse views of young people.

The fact that youth councils are politically strong and have the ability to dialogue with the government is an indication of the potential for young people to have their views reflected in policy. On the other hand, more efforts need to be done to ensure that a diverse range of young people, including young people with disabilities and those who are socially vulnerable, express their views and participate effectively in the decision-making and decision implementation process. In particular, inclusive system should be introduced to ensure the participation of young people in decision-making to achieve safer and better recovery and reconstruction during peace negotiations and conflict and disaster recovery.

#### (2) Insufficient Human Rights, Civic and Peace Education Initiatives

The judicial aspect is a challenge in creating an environment in which young people can freely express their opinions and protect their human rights, which was identified during the Survey. At the same time, there is room for improvement in the fact that peace education and human rights education are not sufficiently integrated into the educational curriculum. A proper knowledge of the relationship between the judiciary and one's own life helps to protect oneself and at the same time fosters a sense and understanding of what behaviour is criminal and what is not.

Policies on peace education have already been formulated in some countries, but there are regional differences in implementation. Some progress has been made in urban areas, but in rural areas, the lack of educational resources makes it difficult to fully implement. In fact, it has yet to be established as a sustainable system, and it is pointed out that peace education relies on the volunteers and that insufficient preparation time has been given to them before dispatch. Providing peace education is particularly difficult in conflict-affected areas due to the closure of schools and difficulties in accessing peace education specialists in schools.

### 6.1.3 Youth and Women are Socially Vulnerable and At Greater Risk When Faced with Emergencies

#### (1) Low Shock Resistance and Resilience

As described in Chapter 2, the Horn of Africa region is predominantly an informal economy and has a relatively low GDP. Moreover, the countries face economic crises due to the frequent deterioration of their financial situation, conflicts and shocks caused by climate change. In particular, the persons

who are severely affected in these circumstances are those who are socially vulnerable and hard to reach for assistance due to limited access to information.

Social protection systems remain underdeveloped and vulnerable populations may face life-threatening risks in the event of a crisis. After the COVID-19 pandemic, the need for protection systems that can respond to shocks has been recognised and there have been movements to strengthen these systems in some countries. However, it will take time to ensure that these systems reach vulnerable groups and that their effectiveness will be evident. In addition, while priority is given to the protection of children and the elderly, social protection for young people in emergency situation is not being adequately addressed.

Moreover, prolonged conflicts and droughts have led to dysfunctional safety nets within communities in many areas. Some socially vulnerable groups, particularly GBV survivors, have become increasingly isolated and have difficulty building trusting relationships within their communities. Thus, the low resilience of vulnerable groups in the Horn of Africa region is exacerbated by a combination of factors.

#### (2) Economic Disparities and Unequal Opportunities

In many countries, addressing unemployment, particularly high youth unemployment, is an urgent issue. While the number of young people is expanding due to high fertility rates and improved survival rates, economies are failing to create jobs that can absorb that population growth. Besides the mismatch between technological sophistication and vocational training, a youth survey by USAID also points out that there is a gap between the job expectations of young people and the conditions of the jobs they have access to, and that they sometimes quit work because their livelihoods cannot be guaranteed, or the jobs are not what they expected.

Initiatives include National Volunteer schemes in Kenya, Ethiopia, Djibouti and Uganda, which provide opportunities for young people to make effective use of their time and contribute to society. However, worsening conditions due to climate change, prolonged unemployment and disappointment with the employment situation in the Horn of Africa have also led to people leaving their countries as economic migrants or refugees, finding hope abroad.

# (3) Shortages and Distortions in Public Services Such as Quality Education, Health and Social Security (Including Emergency Assistance)

As noted in Chapter 4, (see 4.4 Prevention), the involvement of young people in social activities is an important process that enables them to prevent marginalisation and secure their place in the community. In order to play a role in the local community, it is essential for young people to develop critical thinking skills through education, to grow up healthy by receiving healthcare services appropriately and equally through the realisation of UHC, to ensure access to social protection and not to be cut off from development due to external shocks such as conflict or drought. The AU is in the process of revising its 2006 Youth Charter, to which it plans to add well-being, health and climate action, so it is beginning to be seen as important.

However, young people and women in the Horn of Africa currently have limited opportunities to acquire the education and skills they need to achieve self-fulfilment. Although basic education is

widespread, the quality of this education is a major challenge. Furthermore, there are significant disparities in access to vocational training and higher education, particularly in rural areas and amongst the poorest youth, who lack access to learning opportunities, and women, whose opportunities are even more limited.

#### 6.1.4 Common Challenges

### (1) Barriers due to Social Norms and Traditional Values

In the Horn of Africa, defamation and violence against women who participate in politics is widespread. Factors include child marriage due to the socially accepted notion that early marriage is desirable for women, and early school drop-out because of unwanted pregnancies, low levels of education due to lack of interest in education for girls, and persistent negative social practices against women engaging in politics and the security sector. In particular, social norms and practices persist at the local (rural) level, where the rule of law is not widespread, and women's participation is particularly limited. Lack of collaboration with local government and community leaders is also a challenge, and women's perspectives are not fully reflected in peacebuilding, conflict resolution and access to justice processes.

More attention needs to be paid to young women, who are also at the intersection of the WPS agenda. In a social customary and cultural environment that is strongly patriarchal, young women belong to the group with the most limited opportunities. It had been pointed out that "female youth" would be overshadowed when it would be grouped under "youth" at the WPS • YPS conference in Sudan in 2022.

Overlooking the empowerment of young women runs the risk of reproducing gender disparities. It is advisable to work on the principle of 50% (minimum critical mass of 30%) being women when targeting youth in support and activities.

#### (2) Insufficient Staffing and Budget for Ministries in Charge of Youth and Women

Lack of funding and human resources to promote the WPS and YPS agenda is another major challenge. Although many countries have prepared WPS-NAPs, not enough budget has been allocated for their implementation. As a result, the situation is dependent on donor funding. Activities are limited, especially outside urban areas, and rural areas are not adequately reached. In addition, there is a lack of progress in training and deploying personnel with gender expertise, which makes sustainable activities difficult. Lack of coordination and funding for women's CSOs is also an issue, and there is insufficient infrastructure to promote peacebuilding and gender equality initiatives. Regarding ministries of youth, as discussed in detail in Chapter 4, there is also a lack of leadership and resources to coordinate with relevant ministries in a wide range of areas, including employment, health and social security.

#### (3) Lack of Policies and Plans in Line with Local Context, Uniform Policies

In Chapter 4 (see section 4.3), it was pointed out that there are limitations to the perception of uniform or narrowly defined radicalisation by policymakers and policymaking based on this perception. Many research reports on intensification factors point to economic challenges such as unemployment and

poverty, as well as institutional challenges such as government functions and human capacity. However, the seemingly common challenges are influenced by political, economic, social, cultural-historical conditions and contexts, and each country or region has its own complex challenges. In order to properly resolve these issues, it is necessary to carefully understand the current situation through a process of interviews and field surveys with experts and others who are familiar with the area in question, but due to the budgetary and time constraints mentioned above, the policies and plans compiled in urban areas after reading the research report are then rolled out nationwide in many cased.

#### 6.2 Conducting Regional Seminars

As a second field survey, the regional seminar was conducted in the target countries. A summary of the seminar and the results are provided below.

#### (1) Overview of Regional Seminars

An overview of the regional seminars is shown below.

- Date: 17-19 February 2025
- Location: Sapphire Addis Hotel (Ethiopia)
- Co-hosting: IGAD
- Participants: 30 from the five countries covered by the field survey (Djibouti, Ethiopia, Kenya, South Sudan and Uganda), 10 from the Survey Team and JICA officials (40 in total)
- Participating organisations: AU, IGAD, UN Women, UNDP, target country ministries of women and youth, NGOs, CSOs, legal professionals
- Purpose: It summarises the challenges faced by youth and women in the Horn of Africa, activities to be undertaken and points to consider in project implementation. The seminar also provides a forum for information sharing among stakeholders through the seminar, as well as gaining insights from participants from diverse positions, including regional organisations, international organisations, government agencies, CSOs and NGOs

Table 6-1 Agenda of Regional Seminar

Date	ate Topic Presenter					
	17 Feb (Mon)	110001101				
,	Opening remarks	Ms. Ilwad Elmi Mohamed (AU)				
	Explanation of the purpose and objectives of the seminar	JICA Survey Team				
AM	Introduction of seminar participants	Participants				
7 (17)	Explanation of survey results (WPS·YPS)	Ms. Ota, Ms. Ikawa (JICA Survey Team)				
	Initiatives and challenges for the involvement of young women in regional organisations (keynote speech)	Ms. Amina Farah (IGAD)				
PM	Challenges for young women's participation in the Horn of Africa (panel discussion)  Legal and policy challenges  Human resource development challenges  Social customs and norms challenges	Moderator: JICA Survey Team Participants: Ms. Faith Mutumba Wasubire (Uganda Paralegal Advisory), Mr. Sam Ogwal (IGAD) Ms. Blantine Loice Lavric (IPCA)				
Day 2	, 18 Feb (Tue)					
	Introduction of overview of JICA's initiatives	JICA Survey Team				
	Case study (1) Towards Enhancing Effective and Innovative Actions to address GBV in Kenya	Ms. Caroline N. Lentupuru (Kenya NGEC)				
AM	Case study (2) Youth Empowerment Through Sports for Peace Promotion "YES for Peace"	Mr. Lemor William Joseph (Ministry of Youth and Sports, South Sudan)				
	Case study (3) Kenya National Youth Service Presentation as a Best Practice for Youth Volunteerism	Ms. Primerose Obala (Kenya NYS)				
	Case study (4) Initiatives and Challenges in Promoting Youth Engagement in Ethiopia	Mr. Likke Serawitu (Ethiopia Youth Council)				
PM	Group work	Facilitator: Ms. Ota, Mr. Sekiguchi, Ms. Ikawa (JICA Survey Team) Co-facilitator of participants: Ms. Belgrade Okwiry (Programme Officer, NGEC- JICA GBV Elimination Project) Ms. Sophia Nabukenya (She Leads Uganda) Mr. Obed Mugisha (COACT 1325)				
Day 3	Day 3, 19 Feb (Wed)					
AM	Preparation for group work presentations	Each group				
	Presentation (30 mins. × 3 groups)	Representatives of each group				
РМ	Reviews	Ms. Amina Farah (IGAD) Mr. Nakagawa (JICA Survey Team)				
	Closing remarks	JICA Ethiopia Office				

Source: Prepared by the Survey Team

#### (2) Seminar Outcomes

The seminar was more than just a forum for research reports; it was a valuable opportunity for policy makers and practitioners to come together and share experiences and knowledge. Through presentations and group work, the seminar provided an opportunity for participants from different perspectives to discuss the activities that need to be undertaken, as well as to develop a common understanding of the challenges faced by the Horn of Africa region with regard to WPS and YPS.

The seminar also included many practical participants, such as JICA project officials, NGOs and legal professionals, who provided insightful comments on points to bear in mind in project implementation based on their experiences.

Through the seminar, participants expressed their willingness to strengthen the network of stakeholders in their countries and to share the knowledge gained. In particular, participants from Uganda expressed a desire to use the seminar as an opportunity to build strong bonds and actively share their knowledge with YPS and WPS stakeholders in their country. In fact, after the seminar, a meeting of YPS stakeholders in Uganda was held, and a roadmap is being developed, and a steering committee is being formed.<sup>350</sup>

Furthermore, many participants expressed their intention to reflect the learnings from the seminar in their own national policies and projects, confirming their willingness to start considering concrete actions to achieve peace and stability through the promotion of WPS and YPS.

#### 1) Contents of Keynote Speech and Panel Discussion

In keynote speech, the WPS representative from the IGAD referred to various challenges related to young women's participation in the regional organisation. The presentation noted the existence of cultural and structural barriers, in addition to the challenges posed by limited access to resources and safety concerns that inhibit young women's participation. In addition, issues such as lack of participation in leadership positions and lack of funding and monitoring were also highlighted. It was stressed that these challenges are compounded, serious and require a comprehensive response.

A panel discussion followed, with three experts presenting three perspectives on issues related to young women's participation in the Horn of Africa, followed by a question-and-answer session and a lively discussion. The main points of the discussion were as follows.

#### 1. Legal and policy challenges

The role of youth, particularly young women, was often overlooked in policy discussions, and anti-discriminatory laws and policies were identified as inadequate. In response, the need for a multifaceted approach involving legal reform, policy change and even cultural transformation was highlighted. Challenges were also presented to emphasis local-level frameworks for youth participation are not adequately implemented at the national level, and that there is a lack of policy and institutional support for youth councils and grassroots organisations to function effectively.

<sup>&</sup>lt;sup>350</sup> From the interview with seminar participants (COACT 1325)

#### 2. Human resource development challenges

The lack of training opportunities for young women was shared as a problem. The importance of promoting education on peace and security to young women at the grassroots level was identified as a future challenge.

#### 3. Social customs and norms challenges

It was pointed out that patriarchal values entrenched in society have immobilised gender inequalities and hindered women's participation in elections as well as political and institutional processes. The importance of working against these cultural norms was therefore emphasised.

#### 2) Contents of group discussion

This group discussion was held with participants from various backgrounds to share case studies on the issues described in sections 6.1 of this report and to discuss the elaboration of the issues, necessary initiatives and points to keep in mind for implementing the activities through discussions among the participants.

In the group work, discussions were held on the following three themes, based on the recognition that youth empowerment initiatives have so far not produced sufficient impact and those young women in particular face various challenges.

- 1. "Initiatives to make protection functions" for the safe participation of youth and women in social and economic activities
- 2. "Initiatives to better reflect the voice of young people" in decision-making, policy and implementation
- 3. "Strengthening access to opportunities to participate in social and economic activities" for young people in vulnerable positions

The discussions and outcomes of each group are as follows.

### Group 1: "Initiatives to make protection work" for the safe participation of youth and women in social and economic activities

The group focused on strengthening the protection of women and youth through the promotion of WPS · YPS. Discussions highlighted the importance of addressing the root causes of GBV, including the gaps in law enforcement due to the capacity and ethical challenges of police and justice personnel; lack of human and material resources; cultural and social stigma; the impediments to youth and women in the conflict resolution process due to customary law; challenges, especially in rural area, in access to justice in general due to lack of human resources of police and judicial personnel; weak coordination of relevant agencies working on GBV and inadequate comprehensive and continuous support systems.

Specific initiatives were proposed as solutions to these challenges, such as expanding mobile courts to enhance access to justice, strengthening the training of female police officers, judges and other human resources, as well as promoting self-help through awareness-raising in traditional communities and encouraging the participation of women and youth.

# Group 2: "Initiatives to better reflect the voice of youth" in decision-making, policy and implementation

The group discussed under-representation and lack of empowerment of young people as key themes. In particular, there was a shared recognition that improved access to funding is essential for young people to become independent and to express their views.

As for future efforts, it was suggested that it is important to ensure physical and virtual spaces where young people can freely discuss and transmit their views. In addition, the promotion of dialogue and mutual understanding across generations was mentioned as an important point to keep in mind when promoting activities, and it was suggested that accountability should be strengthened for decision-makers in government institutions, which are mainly made up of older people.

### Group 3: "Strengthening access to opportunities to participate in social and economic activities" for young people in vulnerable positions

The group focused on the involvement of vulnerable groups in peace and security processes and discussed measures to be taken to break the vicious circle they are trapped in. The discussions underlined the importance of providing support to particularly hard-pressed groups, such as young people living in extreme poverty, young women who do not receive sufficient attention from their protectors, conflict-affected youth, displaced persons, victims of GBV and juvenile delinquents. It was suggested that it is important to promote positive empowerment of these vulnerable groups in order for them to participate in society and engage in peace and security processes.

Through this discussion, it was confirmed that legal reforms, improved access to funding and the creation of mechanisms to strengthen protection are essential to promote the empowerment of youth and young women. In addition, an ordinary understanding of the importance of approaching social and cultural practices was deepened and directions for future efforts were provided.

#### 3) Comments and feedback from seminar participants

After the seminar, the participants were asked to answer a questionnaire and their answers showed much positive feedback. In particular, it is notable that participants said they were able to deepen their knowledge on gender equality, peacebuilding, governance, conflict resolution and the participation of youth and women in regional cooperation. Some participants indicated that they had come to a new realisation that youth and women should not be seen simply as victims of conflict, but as "active agents" who play an active role in peacebuilding. The importance of intergenerational dialogue and collaboration was also emphasised, and there was a shared recognition that collaboration at the national, regional and international levels is essential for effective peacebuilding.

Following these learnings, many participants expressed an ardent desire to implement specific policies and projects in their countries. In particular, many said that they plan to focus on the formulation and implementation of NAPs in their countries to strengthen the participation of women and youth in peacebuilding. Furthermore, inspired by the Kenyan case study, participants also expressed a willingness to consider establishing or strengthening OSCs to address GBV.

In addition, many participants expressed interest in the use of digital technology in peacebuilding,

with comments pertaining to the intention of conducting awareness-raising campaigns for young people, launching online platforms and introducing training programmes.

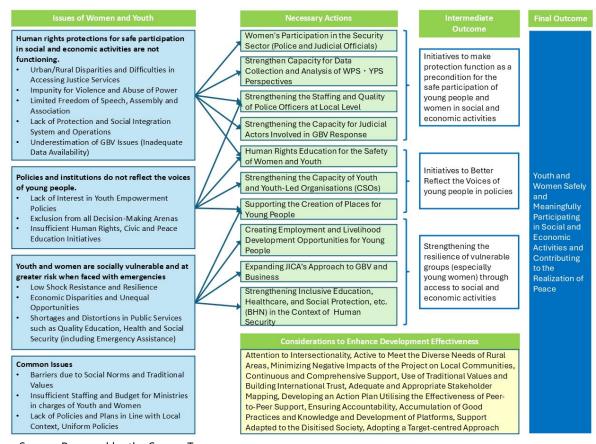
Finally, it is also important to note the strong interest shown in building national and regional cooperation networks. This move is expected to contribute to the formation of long-term partnerships for sustainable peacebuilding in the region.

### **Chapter 7** Consideration of the Direction of Support

#### 7.1 Overview

This chapter presents solutions and directions for support based on the challenges faced by women and youth in the Horn of Africa. In response to the current situation where conflict, political instability and social and cultural practices hinder their participation in rights guarantees and peacebuilding, a comprehensive approach that promotes meaningful participation of women and youth is proposed. WPS and YPS are structured to be addressed through the development of RAPs and NAPs. However, in reality, some countries have yet to make progress in implementing their NAPs. Therefore, rather than being constrained by the perspective of NAP implementation, this document presents proposed initiatives based on the analysis above. Additionally, it suggests implementing these initiatives not only in collaboration with the counterpart government's ministries responsible for women and youth but also with a diverse range of partners, including regional organisations and CBOs. Specifically, it presents multifaceted solutions, such as violence prevention and victim protection, promotion of political participation, job creation, capacity building in the community and support for the creation of a place at which to belong, to clarify the direction of support for the realisation of peace and stability.

The following Figure 7-1 outlines the current situation of young people and women as organised in the Survey and the direction of support needed for their meaningful participation in peace and stability.



Source: Prepared by the Survey Team

Figure 7-1 Challenges and Directions of Supports (Summary)

#### 7.2 Initiatives Needed for the Participation of Women and Youth in the Horn of Africa

The previous chapter summarised key issues such as women and youth's social participation and access to justice, impunity for violence and economic disparities in the Horn of Africa. Based on these challenges, this chapter provides specific directions for initiatives that incorporate WPS and YPS perspectives.

The following three initiatives are necessary as a broad framework for support to promote meaningful participation of women and youth in the Horn of Africa. These correspond to the intermediate outcomes in Figure 7-1, which correspond to the three challenges described in Chapter 6.

- 1. Initiatives to make protection function as a precondition for the safe participation of young people and women in social and economic activities
- 2. Initiatives to better reflect the voices of young people in policies
- 3. Strengthening the resilience of vulnerable groups (especially young women) through access to social and economic activities

Several common barriers to addressing these challenges are also identified. These have an impact on the development and sustainability of the effects of support programmes and should be taken into account and measures thought of carefully when considering support measures and their implementation. These include the following: barriers of social norms and traditional values; lack of staffing and budget for ministries in charge of youth and women and lack of leadership required to work with other ministries; lack of policies and plans in line with the local context; and one-size-fits-all policies.

In order to organise these necessary support measures, the current initiatives being pursued by national governments, international organisations, NGOs and CSOs organised, and initiatives for which JICA support would be desirable are considered here. Table 7-1 shows the results of organising the necessary initiatives for meaningful participation of youth and women in the Horn of Africa region.

Table 7-1 Organisation of Initiatives Necessary for Meaningful Participation of Youth and Women in the Horn of Africa

Final outcome	Intermediate outcome	Initiatives required to achieve results	Current status of national government initiatives	Current initiatives of international organisations, NGOs, civil society, etc.	Existing JICA initiatives (examples/good practices that have been achieved when viewed through the WPS·YPS lens)	Initiatives that JICA should strengthen, add to and develop in the future
			<ul> <li>Based on the WPS-NAP, countries monitor the percentage of the number of women in the security sector</li> <li>Quota systems (laws) have been adopted in some countries to promote women's participation in parliament.</li> </ul>	<ul> <li>UN Women is assisting in the development of the NAP.</li> <li>UNDP is implementing a police sector reform programme (Somalia)</li> <li>An analytical report on barriers to women's participation in police is being prepared (Uganda)</li> </ul>	<ul> <li>Human Resource Development of Women Police in Afghanistan</li> <li>Democratic Republic of Congo, "Project of Professionalisation of Police for People and Peace"</li> <li>GBV lectures for training police personnel in task-specific and third- country training</li> </ul>	Increase in the number and quality of female police officers/ Gender mainstreaming in police     This is a situation where women and youth are exposed to violence when participating in political activities, and it is a minimum requirement that protection works (one of JICA's strengths is its experience in training female police officers in difficult countries such as Afghanistan).
			<ul> <li>The National Youth Service is accepting more young women as candidates for the police (Kenya).</li> </ul>		Knowledge Co-Creation Programme "Improving Access to Justice to Realise SDG 16" and various other trainings for justice workers	① Support (training, awareness-raising, etc.) that contributes to improving the number and quality of female judicial personnel (judges, prosecutors, lawyers) and female judicial actors
	Pillar of the initiative 1		Broadcasting of awareness-raising programmes on deterring election violence using television and radio (Uganda)	Establishment of a hotline for harassment related to elections (Ethiopia)	<ul> <li>South Sudan "Advisor to Strengthen Capacity of Electoral Commission"</li> <li>Cambodia "Advisor to Capacity building of Electoral Commission (e.g. sovereign education)"</li> <li>Lecture of Election and Gender (including GBV) was given in the Knowledge Co-Creation Programme "Electoral Management in Democratic Countries"</li> </ul>	Support for safe election implementation with a WPS•YPS perspective (e.g. dispatch of advisors, support for sovereign education)
Young people and women are able to participate safely and meaningfully in social and economic activities.	Functioning protection as a precondition for the safe participation of young people and women in social and economic activities	tection as a condition the safe cicipation of ng people women in al and nomic	As the protection pillar of the WPS within the AU CRF, monitoring the development of legal and policy frameworks protecting women's rights, including protection of SGBV in Member States     Enactment of legislation making GBV illegal and amending laws that are disadvantageous to women	<ul> <li>UN Women, UNDP support legal reform as part of support of WPS (Somalia)</li> <li>UN Women supports gender statistics (Kenya and Uganda)</li> <li>UN Women supports the development of the South Sudan Women's Charter</li> <li>Identification of discriminatory provisions, e.g. in the Criminal Code, with support of UN Women (South Sudan)</li> </ul>	Technical cooperation projects of national statistical offices (multicountry)  Lecture of gender statistics was given in the Knowledge Co-Creation Programme "Gender Mainstreaming Policies for Government Officers"	Capacity building in data collection and analysis of WPS     YPS perspectives to Statistics Bureau      Strengthening the statistical development capacity of youth and women for law and policy development, using lessons learned and findings from technical cooperation projects and Knowledge Co-Creation Programmes, as noted in the left column      Conducting awareness-raising activities for decision-makers on planning and legislation
activit	detivities		Prepare written procedures to response to GBV (Djibouti, Ethiopia, Uganda, Kenya)	UNDP training for national police officers and security officials from regional police organisations on community engagement, human rights obligations and a survivor-centred approach to addressing SGBV (Ethiopia)	<ul> <li>Community Police Project in South Sudan, Brazil, El Salvador, Honduras and Guatemala</li> <li>Human rights education and training at JICA centres in various regions, including JICA Chugoku</li> </ul>	<ul> <li>③Strengthening the staffing and quality of the police in the region         Strengthening community safety, awareness-raising and refer procedure to prevent violence against women and young people         </li> <li>⑤ Human rights education for women and young people         Educating women and young people about human rights, fostering their ability to understand and assert their rights, as well as preventing perpetration     </li> </ul>
		Capacity building of judicial actors related to dealing with GBV	<ul> <li>Operating fast-track courts specialising in SGBV and providing specialised training (Kenya)</li> <li>GBV courts and juvenile courts established for quicker response, but lack of human resources (South Sudan)</li> <li>Establish child-friendly courts to handle children's cases and care for them when summoning witnesses (Ethiopia)</li> <li>Training for police officers is being intensified, and the introduction of a fast-</li> </ul>	<ul> <li>UNDP's Access to Justice and Rule of Law Project (2014-2031) in South Sudan and other countries in the Horn of Africa to strengthen Access to Justice.</li> <li>Operating EWLA GBV hotline</li> </ul>	Lecture of Election and Gender (including GBV) was given in the Knowledge Co-Creation Programme "Electoral Management in Democratic Countries".	4 Qualitative and quantitative strengthening of judicial actors capable of responding to GBV  Strengthening the capacity not only of the specialised judges and clerks in charge of cases in GBV courts and police officers in specialised support units, but also of staff with forensic expertise is a high priority.

Final outcome	Intermediate outcome	Initiatives required to achieve results	Current status of national government initiatives	Current initiatives of international organisations, NGOs, civil society, etc.	Existing JICA initiatives (examples/good practices that have been achieved when viewed through the WPS•YPS lens)	Initiatives that JICA should strengthen, add to and develop in the future
			track system exclusively for SGBV cases is under consideration (Uganda)			
	Pillar of the initiative 2 Youth voice is reflected in policy formation	Improving the judicial system in relation to the protection and defence of human rights	<ul> <li>Promoting pro bono support by bar associations to improve access to justice, to reduce regional disparities and to improve legal aid (Ethiopia)</li> <li>Developing a policy to promote access to justice under the 2010 Constitution and improve legal literacy through a national plan for legal aid (Kenya)</li> </ul>	<ul> <li>Ethiopian Lawyers' Association offers probono legal advice free of charge in an effort to eliminate regional disparities. In addition, the ELA for Women operates a GBV hotline.</li> <li>LSK operates legal aid clinics and provides legal assistance to community members using the existing legal aid system. In addition, programmes to promote mediation and reconciliation are implemented.</li> <li>South Sudan Law Society provides free legal aid services to the poor and marginalised and works on capacity building.</li> </ul>	Development of a call centre for the provision of legal information in Côte d'Ivoire	<ul> <li>(5) Human rights education for women and youth:         <ul> <li>In cooperation with judicial institutions, bar associations and legal education institutions,</li> <li>(i) At the policy level, the formulation, improvement and multilingualisation of human rights education curricula;</li> <li>(ii) At the operational level, education on human rights for women and young people through community groups and educational institutions, aiming to foster their ability to understand and assert their own rights, including the right to protection and the right to freedom, and to prevent perpetration</li> <li>Strengthening the legal framework for civil protection and respect for human rights:</li></ul></li></ul>
		Promoting participation through increased awareness-raising and leadership of youth organisations	<ul> <li>Youth Councils function as a platform for youth input into policy making and provide leadership training (Kenya, Uganda, Ethiopia)</li> <li>Visiting all counties to enact the Youth Bill and inviting youth organisations and others to give their views on the policy (Kenya)</li> </ul>	<ul> <li>IGAD and the AU have appointed youth envoys and are implementing human resource development and other measures to realise youth YPS.</li> <li>COACT 1325 (CSO) trained 106 young people as Youth Peace Ambassador, with a focus on conflict-affected areas (Uganda).</li> <li>UN Women is training Youth Peace Ambassadors (South Sudan).</li> </ul>	Involvement of youth groups in community activities in the "Project for community reinforcement towards social cohesion in Grand Abidjan" in Cote d'Ivoire	<ul> <li>© Capacity building of youth and youth organisation (CSO) through awareness-raising and leadership strengthening</li> <li>Ensuring the participation of youth and CSOs in the planning and implementation of development projects (SHEP, community development, etc.) implemented by JICA Include capacity building (e.g. leadership, critical thinking) for the participant youth and CSOs in the plan, rather than just involving them</li> <li>Attention should be paid to creating an environment for diverse youth participation, including Youth Councils.</li> </ul>
	Pillar of the initiative 3 Improved access to social and economic activities for young people	Support for young people to find a place to belong (e.g. use of national volunteer schemes and strengthening youth engagement in reconstruction projects, development projects and social activities)	<ul> <li>Youth empowerment, employability and partnership building are taking place through the AU's Youth Volunteer Corp</li> <li>Establishment of youth and community centres, sports events and other events etc. (in Djibouti, Kenya, Ethiopia and other countries)</li> <li>National Unity Day (South Sudan), Peace Caravan (Djibouti), Peace Volunteer Dispatch (Ethiopia), etc.</li> <li>Justice and Rehabilitation support (e.g. Volunteer Probation Officers: VPOs)</li> </ul>	USAID and British council are strengthening CSO capacity (Djibouti, Ethiopia). Reintegration support for ex-gang members, ex-government forces and others through local CSOs (Accept International, COACT 1325 etc.), implemented civil society capacity building by USAID (Djibouti) Income generation through short-term employment (Cash for work): maintenance of community roads (e.g. ILO/road maintenance people)	<ul> <li>SHEP/FFS approach using Burkina Faso National Volunteers (youth work experience, benefits for local development)</li> <li>South Sudan, "Project for Youth Empowerment through Sports for Peace Promotion (YES for Peace)"</li> <li>South Sudan, "The Project for Institutional Capacity Development of South Sudan Broadcasting Corporation"</li> <li>Kenya "Project for Community-Based Crime Prevention, Supervision, Rehabilitation and Reintegration of</li> </ul>	<ul> <li>Support for young people to create a space for them</li> <li>Implement projects on the theme of building social capital and building horizontal trust through community activities, such as the project on promoting peace through sport in South Sudan</li> <li>Disseminating and raising awareness of the positive image of women and youth through media enhancement support and finding role models</li> <li>Implementation of community disaster management and community infrastructure activities in disaster management (drought, floods, etc.) projects implemented by JICA         Promoting youth groups to be involved in community disaster management planning and in all     </li> </ul>

Final outcome	Intermediate outcome	Initiatives required to achieve results	Current status of national government initiatives	Current initiatives of international organisations, NGOs, civil society, etc.	Existing JICA initiatives (examples/good practices that have been achieved when viewed through the WPS•YPS lens)	Initiatives that JICA should strengthen, add to and develop in the future
					<ul> <li>Children and Young Persons in Conflict with the Law"</li> <li>Zambia "Project for Promoting Local Integration of Former Refugees in Mayukwayukwa and Meheba", vocational training, production of desks, shelves, etc. and distributing those to schools and health centres</li> <li>Nicaragua, "Project for Enhancing Integrated Service Delivery for Social Risk Prevention and Attention for Families and Communities"</li> </ul>	<ul> <li>processes of infrastructure planning and maintenance work</li> <li>Ensure the participation of youth and women in the planning and implementation of disaster and conflict recovery projects, and utilise local youth volunteers and youth groups for community infrastructure support, etc.</li> <li>Strengthening community reception systems and preventing reoffending through collaboration with the correctional sector, including the VPOs system</li> </ul>
	Pillar of the initiative 3 Improved access to social and economic activities for young people	Strengthening access to decent work (e.g. vocational training)	<ul> <li>Introduce a national volunteer system to provide opportunities for young people to participate in public service projects (Ethiopia, Uganda, Kenya)</li> <li>The National Youth Service provides six months to a year of vocational training after the volunteers have finished. Its curriculum includes social integration (Kenya).</li> </ul>	<ul> <li>The World Bank is implementing a Women Entrepreneurship Programme to support women entrepreneurs (Uganda)</li> <li>GIZ strengthens technology in high schools and vocational schools (e.g. Ethiopia, Sudan, South Sudan).</li> <li>UNDP implements PVE and improvement of livelihoods projects (Kenya, Somalia, South Sudan).</li> <li>Promotion of micro-enterprises</li> </ul>	<ul> <li>Capacity-building projects in vocational schools and dispatch of JOCVs and senior volunteers to vocational schools</li> <li>Entrepreneurship support projects in Ethiopia, Kenya and other countries (Project NINJA, pitch events)</li> <li>South Sudan "Project for Economic Empowerment for Gender Based Violence Survivors" as part of the work to support GBV survivors to become self-reliant</li> <li>Pakistan "Project for Promoting Protection, Rehabilitation and Economic Empowerment of Gender-Based Violence Survivors"</li> <li>Jordan, "Project for Strengthening the Capacity for Career Counselling for the Youth"</li> <li>Mongolia, "Project to Strengthen Self-Reliance Support System Focusing on Creation of Job Opportunities for People in Need"</li> <li>Worldwide Technical Trainee Support Scheme</li> </ul>	<ul> <li>Extending JICA's approach to GBV x business         <ul> <li>Entrepreneurship and enterprise support on the theme of businesses that contribute to correcting the issues on young people and women</li> </ul> </li> <li>Creating employment and livelihood development opportunities for young people         <ul> <li>Vocational training support incorporating the YPS/WPS perspective (e.g. setting appropriate criteria in the selection of target groups, designing training courses with long-term and short-term women's needs)</li> <li>Including social integration in the curriculum, for example, as in the Kenya NYS</li> <li>Support for employment and self-reliance, particularly for vulnerable groups, and career counselling for this purpose</li> <li>Support for young women labour migrants from the Horn region to the Middle East (cooperation with immigration authorities, human rights education)</li> </ul> </li> </ul>
		Youth empowerment: strengthening inclusive education, health, social protection, etc. (BHN) in the context of human security	<ul> <li>Efforts to strengthen education and health systems</li> <li>Peace education delivered (CARE, Ethiopia, Uganda)</li> <li>Maintenance of social protection (e.g. poverty alleviation)</li> </ul>	Various social development assistance	Community health, promotion of UHC Honduras "Project for Strengthening Adolescent Reproductive Health in Olancho Province" Through the establishment of Schools for All and school management committees, an opportunity for community members to come together and think about their children's future, providing opportunities for communication, such as building community relationships and consensus building	<ul> <li>Strengthening inclusive education, health, social protection, etc. (BHN) in the context of human security</li> <li>Addition of initiatives in gender and YPS lenses to UHC cases</li> <li>For example, using databases to identify health issues with a focus on young people</li> <li>Awareness-raising on SRHR and drug use in health, especially in community health support cases</li> <li>In the School for All project, including young people in the selection of school steering committee members, promoting peace education and civic education, etc.</li> <li>Promoting the involvement of youth CSOs in existing health projects</li> </ul>

Source: Prepared by the Survey Team

# 7.3 Details of Initiatives That JICA Should Strengthen, Add to and Expand in the Future

Section 7.2 organised the initiatives in accordance with the three pillars of support (broad framework) for the challenges faced by women and youth in the Horn of Africa region, and Table 7-1 shows specific examples of these initiatives. In this section, based on the objective of the Survey, which is to propose a support approach to address cross-regional challenges and broad-based support, the initiatives from among these examples that were identified as a high priority for the region as a whole are described in detail.

Table 7-2 that follows summarises the priority assessment criteria that JICA referred to when selecting initiatives that should be strengthened, added to or developed in the future.

Table 7-2 Criteria for Selecting Initiatives that JICA Should Strengthen, Add to or Develop in the Future

Assessment Item	Details
Priorities on the target region side	<ul> <li>Included in AU·IGAD or RAP·NAP etc. in the target countries</li> <li>Presented awareness of issues and needs in field surveys and in regional seminars, etc.</li> </ul>
Priorities on Japan (JICA) side	<ul> <li>Alignment of specific measures and indicators in the third WPS-NAP of Japan</li> <li>Areas where strengths can be demonstrated through previous JICA projects, particularly in the target country or similar social environment</li> <li>Prospects for effectiveness of cooperation with other institutions</li> </ul>

Source: Prepared by the Survey Team

The initiatives listed in Table 7-1 include those that primarily target women, those that primarily target youth and those that target both women and youth, but in comparing and selecting WPS and YPS initiatives, it was necessary to consider the differences in institutional progress.

With regard to WPS, it has been a long time since the adoption of the UNSCR, RAPs and NAPs have been formulated in the target regions and countries. NAPs have been renewed three times in Japan, and support and monitoring based on NAPs have been conducted in JICA projects. This has also led to the consolidation of related JICA projects. YPS, on the other hand, has not yet developed a NAP in the target countries, there is no corresponding action plan in Japan, and the number of projects implemented by JICA specifically for YPS is limited. In addition, YPS covers a wide range of areas, including education, employment, social engagement and peacebuilding. Therefore, YPS-related initiatives were comprehensively prioritised, considering the strength of the needs and feasibility identified in the field survey, the affinity with existing projects and the potential for collaboration with other donors.

Based on this background, in this section, the priority initiatives are organised as shown below for each of the three pillars of support which is identified in section 7.2.

# (1) Initiatives to Make Protection Function as a Precondition for the Safe Participation of Young People and Women in Social and Economic Activities

Among the initiatives to strengthen the protection of young people and women as a precondition for their safe participation in social and economic activities, as organised in 7-2, the initiatives that are of high priority are summarised below.

### ① Women's Participation in the Security Sector (Police and Judicial Officials)

The initiative is also described in the third action plan of the WPS of Japan as GBV prevention, survivor support and human resource development for justice personnel, and is an initiative where JICA has experience and strengths in female police support projects and training. The participation of women in the security sector will deepen understanding of GBV and gender-specific issues and enable them to approach from diverse perspectives. Furthermore, the presence of female police officers and female judicial personnel in local communities strengthens trust of the community and contributes to an environment where residents feel safe to express their opinions, and women's participation is considered a high priority initiative, as it is expected to serve as a role model for other women and youth and provide an opportunity for political participation and involvement in social activities.

During the regional seminar, several important points were made regarding the importance of the initiative. First, it was noted that women's participation is essential for improving the quality of security. In particular, in response to GBV, the presence of female police officers and female judges was considered important to ensure that victims feel safe to seek advice and receive appropriate support. The benefits of women's involvement were highlighted, as it makes easier for female victims to talk about their experiences and provides a more accurate picture of the actual nature of the harm.

In particular, in terms of "protection", access to justice in rural areas is a serious challenge in the Horn of Africa in all countries, and the urgent need for local human resource development was also noted, confirming the high need for local judicial and police human resource development.

Initiatives required to achieve outcomes	Promoting women's participation in the security sector (police and judicial officials)
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	Countries covered by the Survey (8 countries) It is particularly important to target or focus activities on rural areas, as there is a serious shortage of human resources in those areas.
Actors to collaborate (International organisations, NGOs, etc.)	UNDP, UNFPA (for GBV), IGAD (Collaborate on capacity building of police being implemented by UNDP and others)
Counterpart	National Police Agency, MOJ, MOG
Beneficiary population	Women at risk of violence in the Horn of Africa region
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	GBV against women and girls is a fundamental problem in the Horn of Africa, and the presence of police officers and justice officials with a female perspective is essential to prevent it and support victims. However, in many countries, women's participation in the police and justice sector has been slow to progress, due to inadequate work environments and social prejudice that "it is not women's work". Furthermore, the police is often a member of peace committees at the regional level, and women's participation here is important for ensuring that women's voices are heard in the peacebuilding process.

	To solve this problem, it is essential to promote women's participation in the security sector and to develop human resources; and capacity-building programmes that incorporate the WPS and YPS perspectives must be provided. Specifically, specialised training needs to be introduced for women to work in the police and the justice sector, the work environment needs to be improved, anti-harassment measures need to be implemented, and awareness-raising activities aimed at eliminating social prejudice need to be undertaken.  JICA is committed to "realising the rule of law" and strengthening regional security structures through capacity building of the police and judicial officials. Specifically, JICA has a track record of conducting issue-specific training in Japan and aiding in countries such as Afghanistan, where there is strong resistance to women's participation. It also has experience in providing electoral management support in South Sudan.  The significance of JICA's work in this area is that it promotes sustainable peacebuilding by creating an enabling environment for women through institutional strengthening. These efforts will also contribute to building community confidence and strengthening local police capacity, thereby contributing to the realisation of a safe and stable society.
Key elements in developing initiatives	Training of police personnel is implemented and planned by UNDP in several countries (Kenya and Somalia), and collaboration will be considered, especially in areas that are difficult to access due to security concerns. The possibility of collaboration with UNDP Ethiopia's judicial reforms and Amkeni Wakenya, UNDP Kenya's programme which provide dissemination of paralegals and training of CSOs, will also be examined regarding human resource development for judicial personnel.
Relevant global agenda	<ul><li>12. Governance</li><li>14. Gender Equality and Women's Empowerment</li></ul>
Reference JICA projects	Country specific training "Improving the capacity of Afghan women police officers to respond to gender-based violence"  Democratic Republic of Congo, "Project of Professionalisation of Police for People and Peace"

# ② Strengthening Capacity for Data Collection and Analysis of WPS · YPS Perspectives

JICA has a track record of providing technical assistance to national statistics bureaus in the past, and data collection and analysis reflecting the WPS and YPS perspectives will enable evidence-based policy formulation in line with the actual situation and enable plans to be formulated in line with the specific challenges and concrete needs faced by vulnerable groups of women and young people. It is also considered a high-priority initiative, particularly for GBV, where data is limited, as the accuracy of the data will help in advocacy to raise the policy priority for the protection of women, which is underestimated in many countries.

The regional seminar also shared the view that data collection and analysis based on a WPS • YPS perspective is an essential element in effective policy formulation and implementation. In particular, in order to address issues such as GBV and social isolation of young people, an accurate understanding of the current situation and strategies based on specific data for each age and gender are required. On the other hand, data pertaining to GBV cannot be properly processed by staff

<sup>&</sup>lt;sup>351</sup> In the report on the project to strengthen the capacity of the DRC Police Training and Implementation for Civilians and Peace, it was noted that the project achieved good results despite being implemented in a conflict-affected country, in part because it was implemented with the cooperation of UNPOL and UNDP, which have high national priorities in relation to the project content. On the other hand, as a lesson learned, it is also noted that cooperation through UN agencies is not always well received by partner governments due to the high proportion of administrative costs.

involved in data collection. In rural areas, the challenge of data management has been raised. Insufficient data increases the risk of prioritising support incorrectly or failing to implement measures in line with actual needs. The collection of WPS • YPS-focused data was therefore highlighted as essential for making the voices of vulnerable populations visible and developing effective evidence-based support.

Initiatives required to achieve outcomes	Strengthening capacity for data collection and analysis of WPS · YPS perspectives
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	8 target countries (implemented within the framework of IGAD)
Actors to collaborate (International organisations, NGOs, etc.)	UN Women, IGAD
Counterpart	MOG, Ministry of Youth (MOY) and statistical bureau
Beneficiary population	All nationals of the target country
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	Effective implementation of WPS and YPS requires strengthened advocacy and evidence-based policy formulation, and the development of gender and age-specific data collection and analysis is important as a basis for this. An integrated data collection system needs to be established in order to accurately identify the challenges faced by youth and women and to formulate specific policies based on this. In particular, as the NAP will be developed in the YPS, it is necessary to develop the infrastructure to appropriately reflect the current situation of young people and to make use of this information in policymaking.  In educating decision-makers to promote WPS and YPS, capacity building in advocacy by NGOs and CSOs is also effective. Specifically, they should work with UN Women and others to support the collection of gender and agerelated statistical data and strengthen the capacity of national statistical bureaus and regional institutions. Furthermore, mechanisms can be put in place to effectively collect data in rural and inaccessible areas through the use of digital platforms and mobile technologies. Through WPS and YPS training for staff of statistical officers, data development can be promoted to make it easier for policymakers to understand the importance of WPS and YPS. In data collection and analysis, it is necessary to take an inclusive approach that considers intersectionality and vulnerable groups, including disability.  JICA's experience in strengthening the capacity of national statistical bureaus in Egypt and Nepal, and its experience in delivering lectures on gender statistics, means that JICA can be expected to provide support in conjunction with IGAD's work to develop gender statistics.
Key elements in developing initiatives	The state of statistical data development varies widely within the target countries. In particular, Kenya and Uganda, where UN Women is implementing Women Count, have relatively well-developed gender-specific statistics, but the status of statistical data development in other countries is a challenge. When strengthening the capacity of and training the staff of government statistical agencies and others, it is effective to develop based on the priority themes of the IGAD Strategy for Gender Statistics to be developed in 2025, mentioned above.  In addition to government statistics, some countries are collecting "Citizen Generated Data" and it is expected that these resources can be utilised and linked.
Relevant global agenda	14. Gender Equality and Women's Empowerment <sup>353</sup>

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<sup>352</sup> In the Horn of Africa, possible candidates could be Kenya's Ushahidi Platform, an NGO that collects information, for example, using online mapping of electoral violence.

The Guidance Note to the Agenda promotes gender mainstreaming in business and the need to conduct gender analysis to collect and analyse sex-disaggregated data as part of the process.

	Nepal, "Project on Capacity Development for the Implementation of Economic Census 2018"
Reference JICA projects	Egypt, "Project on Developing System of Statistical Quality at CAPMAS"
	Knowledge Co-Creation Programme (KCCP) (for Group and Region Focus) "Gender Mainstreaming Policies for Government Officers"

### 3 Strengthening the Staffing and Quality of the Police Officers at the Local Level

This initiative fits in with GBV prevention efforts in the Japan NAP and has variety of accumulating knowledge through the implementation of a number of JICA projects in insecure and conflict-affected countries, including the community policing initiative in South Sudan. Strengthening the quality and quantity of police officers at the community level, which is also an issue in many countries, is considered a high priority in terms of the needs of stakeholders in the target countries of the field survey, and in terms of its direct link to the protection of the safety of women and youth.

At the regional seminar, it was pointed out that, although victims must be treated with consideration when dealing with GBV, police officers, particularly in rural areas, have not received training for this purpose and there have been cases of secondary victimisation of victims. The issue of corruption and malpractice among police officers was also identified as a serious challenge. In some areas, it was suggested that the trust of the population has been seriously undermined by the involvement of police officers in demanding bribes or engaging in inappropriate behaviour. In particular, it was pointed out that in areas where the judicial system is weak, police misconduct is not properly pursued, resulting in a situation where the rule of law does not function. For this reason, it was noted that strengthening the code of conduct of police officers and strengthening the system is a high priority.

Initiatives required to achieve outcomes	Strengthening the staffing and quality of the police officers at the local level
Countries/regions covered	8 target countries
(e.g., conflict-affected areas, urban/rural areas)	(Focus on the police officers in rural areas, as the staffing and quality challenges are particularly acute there)
Actors to collaborate (International organisations, NGOs, etc.)	UNDP
Counterpart	National Police Agency, local authorities
Beneficiary population	All nationals of the eight target countries
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	Police officers are the administrative officials closest to the residents. It is important to strengthen the role of community policing in order to ensure community safety and foster residents' trust. This initiative should promote cooperation between residents and the police and create an environment where young people and women, in particular, feel safe to express their opinions. In addition, actively including young female officers in the training of police officers and including WPS·YPS perspectives in training will enable a flexible response to the diverse needs of the community, and it is also expected to remove gender and age-based prejudices against police officers, the security sector promoted by the WPS.  By utilising these examples and adding further training related to WPS and YPS, various effects can be expected, such as confidence-building between residents and police officers, strengthening the response to GBV and preventing radicalisation.  JICA has implemented community policing projects in South Sudan, Democratic Republic of Congo, Brazil, El Salvador, Honduras and Guatemala, and has a wealth of experience in training police officers in Knowledge Co-Creation Programme, so that the WPS·YPS lens training can contribute to keeping the safety of the local population safe.

Key elements in developing initiatives	As in ①, consider regions where collaboration with UNDP can be considered as an implementing organisation for similar cases. Consider using Knowledge Co-Creation Programme and combining it with training not only on community policing, but also on anti-corruption and anti-trafficking, which are issues in the region concerned, in order to tailor the approach to the local context.
Relevant global agenda	12. Governance
	Guatemala, "Project for Strengthening of Police Human Resources Through the Promotion of Community Police Philosophy"
Reference JICA projects	South Sudan, "Collaborative Project with Community Policing"
	Democratic Republic of Congo, "Project of Professionalisation of Police for People and Peace Phase 2"

# 4 Strengthening the Capacity of Judicial Actors Involved in GBV Response

Responding to GBV is a high-prioritised initiative set on the NAP of Japan and JICA global agenda, and training of judicial actors is explicitly included in the indicators of NAP. The lack of judicial personnel, especially in rural areas, is a serious challenge and is a high-priority activity in the protection of women's safety. As noted in 1) for protection to function as a prerequisite for safe participation in the regional seminar, the need for human resource development, especially in rural areas, to make it easier for women to report victimisation, and give high-priority to develop human resources of female judicial personnel with expertise in dealing with GBV to more accurately assess the actual situation of the victims of violence are pointed out.

Initiatives required to achieve outcomes	Strengthening the capacity of judicial actors involved in GBV response
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	Target countries (with a particular focus on rural areas, as access to justice is a challenge there)
Actors to collaborate (International organisations, NGOs, etc.)	International organisations such as UNDP, UN Women, UNFPA, WHO, World Bank, EU, local legal associations
Counterpart	MOJ, Bar Association, Courts
Beneficiary population	GBV survivor, youth and women
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	Taking comprehensive measures to address GBV is one of the main pillars of the WPS. Specifically, there is an urgent need to develop human resources to respond to GBV, which is currently lacking in terms of both quality and quantity. In addition to the aforementioned training of police officers on WPS, it is important to support the strengthening of the functions of OSCs in each country and to create an environment where survivors can receive safe and prompt medical, psychological and legal support.  The initiative should improve access to justice services in rural and inaccessible areas by enhancing mobile courts and legal aid. In addition to this, digital tools can be used to create platforms for reporting and tracking GBV harm.  In the elimination of GBV in the cluster strategy, JICA stipulates that training for professional personnel, including legal professionals, should include SGBV understanding, victim-centred approach, etc., and activities can be developed using the findings of the elimination of GBV in the Knowledge Co-Creation Programmes.

Key elements in developing initiatives	There is an overwhelming shortage of facilities and human resources for GBV in all target countries, especially in rural areas, and there are many shelters and OSCs that do not function adequately due to a lack of legal personnel, even when shelters and OSCs are established. In order to ensure effective use of the trained human resources and to avoid an urban bias of the trained human resources, it is preferable to implement the project in countries where it is possible to collaborate with NGOs, hospitals and other organisations that operate shelters and OSCs. For example, collecting information about UNFPA in Uganda which is supporting human resource development and shelters related to GBV and has information on missing knowledge and human resource needs, etc.
Relevant global agenda	14. Gender Equality and Women's Empowerment
Reference JICA projects	Election and Gender in the Knowledge Co-Creation Programme "Electoral Management in Democratic Countries"

### (2) Initiatives to Ensure that the Voices of Youth Are Reflected in Policy Formation

## (5) Human Rights Education for the Safety of Women and Youth

Strengthening human rights education to ensure the safety of women and young people is considered a high priority for initiatives in the Horn of Africa. This is because, as stated in Chapter 3, it is important to build a foundation to protect women from unjust oppression and violence by developing their ability to understand and assert their rights, as they lack knowledge about human rights, such as that violence is inevitable in the target countries. There is also a particular need to improve the ability to use legal knowledge to participate in society, as this contributes to peacebuilding and social empowerment. Although not directly human rights education, a useful example of the provision of information on the underlying law is the establishment of a call centre in Côte d'Ivoire, which was implemented in support of the efforts of JICA issue-specific training. The project also partnered with Direction des affaires Civiles et Pénales (DACP) to develop facilities and technical assistance. In addition, supports can also be provided in the form of school and lifelong education by utilising the domestic support findings of JICA centres such as JICA Chugoku and other.

In the regional seminar, in terms of the importance of human rights education, it is noted that raising human rights awareness is essential for women and young people to protect themselves from violence and discrimination and to become active and involved members of society. In the Horn of Africa region, where GBV and the social isolation of young people are particularly severe, it was observed that people's lack of understanding of basic human rights is a cause of these problems. The importance of creating an environment where women and young people understand their rights and can speak up when they are treated unfairly, through human rights education, and the opportunity to learn about their rights to legal aid and other services, was emphasised.

Initiatives required to achieve outcomes	Human rights education for women and youth
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	Eight target countries
Actors to collaborate (International organisations, NGOs, etc.)	IDLO, Civilian Bar Association
Counterpart	MOJ, MOE

Beneficiary population	Women and young people from eight target countries
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	In the Horn of Africa, the human rights of vulnerable women and youth are not adequately protected, for example, through impunity for violence against women and the suppression of youth protests by outlawing them. Challenges to law enforcement can also be seen, while women and youth have a poor understanding of the human rights they have (e.g., freedom of speech, freedom of assembly, physical and mental security through the right to life, etc.) and the right to access legal aid, for various reasons, such as low levels of education, the fact that the law is closed and the inaccessibility in certain languages, etc.  In order to encourage youth participation, it is also essential to improve the safety environment surrounding them and establish mechanisms to protect young people from unjustified repression and oppression. Legal protection for young people engaged in advocacy needs to be strengthened. Specifically, a system for the defence and protection of young people who participate in demonstrations needs to be developed, and human rights education for young people by lawyers needs to be provided. For example, initiatives by law students and young lawyers to provide human rights education to students and pupils and their ability to use their legal knowledge to participate in society. The implementation of these education initiatives is also expected to contribute to the protection of women from all forms of violence, and as an awareness-raising campaign for young people to be responsible citizenship by learning that violence is not tolerated in any case and as a deterrent to violence and radicalisation.  JICA centres, including JICA Chugoku, have been running participatory human rights education programmes for citizens, and it is envisaged that activities based on these experiences will be introduced into school programmes or implemented as lifelong education for citizens.
Key elements in developing initiatives	As there are various channels for human rights education, consider collaboration not only with the MOE and the MOJ, but also with private and grassroots organisations such as private bar associations and paralegal CSOs. In countries such as South Sudan, where key laws have not yet been enacted or where legislation is applied in a way that is disadvantageous to women, activities are designed in partnership with organisations providing human rights education and legal reform support.  In the Horn of Africa, unjustified violence against youth protesters and election-related violence is an issue, and education content should be tailored to the national context, such as before elections.
Relevant global agenda	12. Governance
Reference JICA projects	<ul> <li>Cambodia "Electoral Commission Capacity Building Advisor" (Sovereign Education)</li> <li>Côte d'Ivoire "Strengthening Access to Justice (Knowledge Co-Creation Programme)" triggered the establishment of a call centre (support provided during the dispatch of judicial advisers)</li> </ul>

## **6** Strengthening the Capacity of Youth and Youth-led Organisations (CSOs)

In order for young people to be actively involved in decision-making in their communities and to have their voices heard, capacity-building, including their own leadership skills, is essential. Therefore, the initiative is a high priority. By developing leadership skills, young people become empowered to contribute to solving community challenges and promoting sustainable development.

The work of the NCAJ in Kenya and the Ethiopian Lawyers Association (ELA) are good examples in this regard. These include Wakili wa Watoto (Swahili for Children's lawyer), which provides legal education for children by university students at the NCAJ in Kenya, and legal education for young people at the Juvenile centre in ELA, Ethiopia. In Kenya, the Law Society of Kenya (LSK) also provides human rights education for young people related to the demonstrations.

It is also considered as important because their participation leads to the empowerment of society as a whole. JICA promotes the participation of youth groups in its activities through technical cooperation projects, etc., and the knowledge from these projects can be used.

In the regional seminar, it was pointed out that even if the quota system gives seats and roles to youth and women, they often do not have influence over policy and decision-making, and that human resource development is essential. Seminar participants also mentioned that youth-led CSOs often face challenges in terms of funding and human resources, and that it is important to strengthen their access to funds; that the current system for youth involvement in decision-making is inadequate, and that government agencies and private organisations need to work together to develop a mechanism for youth opinions to be reflected in policies; that there is a need to establish a legal framework that facilitates the activities of youth organisations and CSOs.

Initiatives required to achieve outcomes	Strengthening the Capacity of Youth and Youth-led Organisations (CSOs)
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	8 target countries Countries with national volunteer schemes
Actors to collaborate (International organisations, NGOs, etc.)	AU, IGAD, UNDP, CSOs for youth support
Counterpart	MOY, Youth Council
Beneficiary population	Young people from eight target countries
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	For young people to actively participate in peacebuilding processes, it is essential to establish diversity-sensitive youth councils and to strengthen their functions. Strengthening the capacity not only of youth councils but also of youth-led CSOs at the same time is also essential for balanced policy advocacy. Participation processes need to be transparent and inclusive in order to promote youth participation, particularly with regard to gender, ethnic and inter-regional balance.  This support includes developing policy platforms that reflect the voice of young people and increasing opportunities for young people to be substantively involved in policymaking. In addition, young people need funding to participate in various activities. It is also necessary to promote participation through initiatives (institutional reforms, guarantees) that allow young people, who generally have low social creditworthiness, to access funds with fewer hurdles. At the regional/community level, it is necessary to provide opportunities for young people to express their views in familiar places, such as schools and community activity places, and to create an environment in which young people can openly share their issues and opinions. In this process, it is also effective to introduce training programmes and mechanisms for human resource exchange and information exchange (opinion exchange platforms, including virtual spaces, such as youth CSOs, and exchange events) to enhance the capacity of youth leaders.  It is also important to encourage the participation of youth and youth-oriented CSOs in all development projects implemented by JICA, as this will lead to the formation of projects with a YPS perspective and the active participation of youth groups and CSOs during project implementation.
Key elements in developing initiatives	Strengthening youth networks is not only effective within the same country, but also through learning from and networking with youth organisations in neighbouring countries, such as the regional seminars conducted in the Survey. As there are active platforms of regional youth organisations, such as HOAYN, in the Horn of Africa region, consider collaboration in training and other activities.
Relevant global agenda	11. Peacebuilding

Reference JICA projects	•	Involvement of youth groups in community activities in the "Project for Community Reinforcement Towards Social Cohesion in Grand Abidjan", Côte d'Ivoire
	•	SHEP/FFS approach using Burkina Faso National Volunteers (youth work experience, benefits for local development)

# (3) Strengthening the Resilience of Vulnerable Groups Through Access to Social and Economic Activities

Many young people and women in the Horn of Africa are exposed on a daily basis to a variety of shocks, including climate change, conflict and the influx of refugees and displaced people due to neighbouring conflicts. To ensure that they are not isolated and are at least minimally prepared in the event of shocks, and also moving people out of poverty and vulnerability and stabilising their livelihoods is an important initiative to increase individual and community resilience, and an important contribution to the development of people and communities.

# Supporting the Creation of Places for Young People (Utilising the National Volunteer System and Strengthening the Engagement of Young People in Development Projects)

Securing places for young people is a key issue that needs to be addressed urgently in order to break the vicious cycle of young people falling into poverty and risk, and to contribute to the development of society. It has been reported that some young people do not have anyone to talk to about the problems they face or feel alienated and unable to find a place for themselves, and it has also been confirmed that governments are aware of the challenges of the situation of young people's dependence on alcohol and drugs. The good examples of the project to promote peace through sports in South Sudan and the project to strengthen the organisational capacity of broadcasters were of interest to the seminar participants in the region, and it can be effective to develop them as support from Japan.

In the regional seminar, it was noted that it is important to ensure psychological safety for young people to express themselves freely and that positive images of young people need to be raised in cooperation with the media. It was also commented that strengthening youth internships and volunteer projects will be effective in promoting young people's participation in the labour market. A seminar participant, a NYS employee in Kenya, who is now in a managerial position in a government agency, is from the NYS programme and has gained work experience through NYS and is building a career as a government employee with support for further education as a role model. She then shared with other participants the importance of the same initiative by presenting her own case of empowerment as a role model for young people's careers through the Young Volunteers Project.

Initiatives required to achieve outcomes	Support for the creation of safe spaces for young people
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	Conflict-affected areas / urban and rural areas, etc.
Actors to collaborate (International organisations, NGOs, etc.)	UNDP, local NGOs, media
Counterpart	Ministry of Youth and Sport, MOL, MOE, local authorities, CSOs

Beneficiary population	Youth in the Horn of Africa
	Creating a safe environment for young people to participate in civil society activities is an important element of YPS promotion. Young people from vulnerable backgrounds, particularly those who are vulnerable to conflict and drought, may be recruited into gangs while in search of a place to belong, or may become involved in petty crime, prostitution, etc., resulting to further displacement in the community.  Creating an environment in which these at-risk young people, like other
Deduction and to the surround	young people, can participate in local activities, regain contact with society and further contribute to the community will not only prevent radicalisation, but also transform the power of young people into a force for community development.
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	In the regional seminar, it was pointed out that youth mental health is not taken seriously and that, in some cases, "showing weakness" is even discouraged. However, there is a high demand for psychological care among individuals with experiences of conflict, GBV survivors, and those forced to flee due to various circumstances. Creating safe spaces for youth, where they and women can access mental health care without stigma, is crucial.
	One effective approach to addressing these challenges is strengthening social cohesion through activities such as sports, leveraging JICA's experience in other countries. Additionally, collaboration with CSOs active in schools and communities, alongside ministries responsible for social welfare, is essential for delivering comprehensive support. Furthermore, efforts should be made to work with the media to improve stereotypical portrayals of youth as terrorists or threats to security, promoting a more positive image of young people.
Key elements in developing initiatives	As there are a number of international organisations and INGOs working in the Horn of Africa that provide trauma and mental health care, there is a need to ensure continuity with JICA's existing community development work and to work with organisations that can provide appropriate care depending on the situation in which the young people are in.
Relevant global agenda	10. Sport and Development 11. Peacebuilding
Reference JICA projects	<ul> <li>State of South Sudan, "Project for Youth Empowerment Through Sports for Peace Promotion (YES for Peace)"</li> <li>Nicaragua, "Project for Enhancing Integrated Service Delivery for Social Risk Prevention and Attention for Families and Communities"</li> <li>State of South Sudan, "The Project for Institutional Capacity Development of South Sudan Broadcasting Corporation"</li> </ul>

### Extending JICA's Approach to GBV and Business to Other Countries

This initiative is a JICA initiative implemented in one of the target countries, Kenya. In Kenya, GBV has had a serious negative impact on socio-economic activities, including an increase in femicide in recent years, which requires an urgent response. These are also considered high priority because they are initiatives that can be deployed in other target countries in the Horn of Africa.

As a case study in the regional seminar, the project's initiatives were presented by the Commissioner of the Kenyan NGEC, who is the counterpart, and were highly appreciated by the participants from other countries. Many participants from other countries commented that they would like to implement various initiatives related to GBV eradication through technical cooperation projects, methods of cooperation with the private sector to ensure the sustainability of projects and innovative initiatives using digital technology, such as the development of mobile apps. These are initiatives that are highly valued and of great interest to WPS practitioners in particular.

Initiatives required to achieve outcomes	Extending JICA's approach to GBV and business to other countries
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	8 target countries (specifically targeting the private sector)
Actors to collaborate (International organisations, NGOs, etc.)	Private sector, UN Women
Counterpart	MOWA, Ministry of Entrepreneurship and IT, etc.
Beneficiary population	Residents of the regions in the eight target countries
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	As mentioned above, the staffing and budgets of the MOWA in all countries are limited, and in GBV, resources are limited in all areas of protection, prevention, self-reliance support and punishment of perpetrators.  The collaboration between GBV and private sector business in Kenya, as described in the case study in 5.3.2, was able to target aspects that are difficult to approach under the usual support framework, such as people engaged in private sector business, and to solve the lack of budgetary and personnel resources as a challenge related to WPS, the active use of private funding and private sector human resources can be expected.  JICA is developing initiatives that utilise private-sector funding, such as private-sector partnerships, Project NINJA for start-up support and social start-up support that contribute to solving social issues. By including projects related to WPS·YPS in the selection of companies for these activities and businesses to be supported, and by implementing projects and training related to WPS·YPS in Project NINJA target countries, various types of support can be expected, including job creation and protection of vulnerable women and youth using private funding.
Key elements in developing initiatives	As for the seminar participants in the target countries of the Survey, it is known that the demand for implementation of support is extremely high. In recent years, JICA surveys on start-up ecosystems, including companion support, have been conducted in Africa and other countries around the world, so it is possible to select projects that contribute to solving issues faced by young people and women for pilot projects in surveys procured by JICA headquarters.  As the start-up ecosystem is immature in the target countries, it is important to implement activities in combination with financial inclusion and collaboration with partners who can provide medium- to long-term support to ensure the self-sustaining development of the business.
Relevant global agenda	Private Sector Development     Gender Equality and Women's Empowerment
Reference JICA projects	Kenya, "The Project to Enhance County Governments' Responses Against Gender-Based Violence (GBV)"

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A parallel need to be addressed with creating a place is livelihood security, as JICA has a lot of experience in supporting livelihood enhancement and vocational training. Based on the context of the Survey, additional efforts to provide supports to vulnerable groups (e.g., clarifying vulnerable groups and targets at the project planning stage and considering communication tools to reach them) can be considered for inclusion. In addition, support that leads to job creation (e.g., improving the environment of informal markets where vulnerable groups are more likely to be employed, business support, support for job-creating entrepreneurs, etc.) can also be considered as effective initiative that utilises JICA's strengths.

The limited employment opportunities for young people and the fact that young women have particularly limited access to employment due to social practices were also repeatedly pointed out in the regional seminar. In the context of protection from violence, it is also indicated that a serious challenge is that many women choose not to report violence because they fear the loss of their livelihoods due to the arrest and loss of employment of their husbands or male relatives who are the heads of the household to whom they are financially dependent.

Initiatives required to achieve outcomes	Creating employment and educational opportunities for young people
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	Youth with limited employment opportunities in 8 target countries, particularly in rural areas
Actors to collaborate (International organisations, NGOs, etc.)	UNDP, ILO, World Bank, GIZ, chambers of commerce and private sector, local NGOs, etc.
Counterpart	MOY, relevant ministries and organisations for labour and vocational training
Beneficiary population	Young people from eight target countries
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	Efforts to strengthen the capacity of young people to have their views reflected in policy are discussed above. In fulfilling their role, a prerequisite is to ensure the independent livelihoods of young people. Technical training and employment matching programmes should be implemented for their social and economic empowerment. This will enable young people to become economically independent and make a positive contribution to their communities.  Efforts to create youth employment need not only to strengthen the capacity of the MOY, but also to formulate and implement projects with a YPS perspective for government agencies in all sectors that generate youth employment.  Naturally, it is important to ensure the inclusion of young people's perspectives and the promotion of youth group participation in the formulation of vocational training and livelihood programmes.  Cross-sectoral efforts can be effective by expanding the National Volunteer Scheme, which has schemes in most target countries, utilising volunteers in the agricultural sector, such as SHEP and FFS implemented by JICA, and using the TVET sector to train volunteers. Increasing opportunities for young people to gain practical experience is also expected to expand employment opportunities, accelerate regional development and promote vertical and horizontal trust-building as volunteers function as bridges between the population and the government.  JICA's Project NINJA, which supports entrepreneurship, will not only support young people to start their own businesses, but will also consider initiatives such as inviting businesses that create employment for young people and
	have a YPS perspective when selecting businesses to be supported.
Key elements in developing initiatives	Youth volunteer schemes exist in the Horn of Africa countries and the AU, but when utilising them, it is necessary to match the objectives of the project with the required competencies, as the budgets, structures, target ages and expected tasks of volunteer-related ministries vary widely from country to country. In many cases, budgets are not sufficient to accommodate large numbers of long-term volunteers in training centres or assigned sites, so young people work for short periods of time, except for the Kenya NYS.
Relevant global agenda	4. Private Sector Development
Reference JICA projects	<ul> <li>Entrepreneurial support projects (Project NINJA, pitch events)</li> <li>State of South Sudan, "Project for Economic Empowerment for Gender Based Violence Survivors"</li> <li>Mongolia, "Project to Strengthen Self-Reliance Support System Focusing on Creation of Job Opportunities for People in Need"</li> </ul>

# (1) Strengthening Inclusive Education, Health, Social Protection, etc. (BHN) in the Context of Human Security

JICA has consistently worked towards the fulfilment of BHN in various sectors, and it is considered that effective assistance can be achieved by utilising Japan's strengths. It has been working to improve the educational participation rate of girls and has also accumulated experience that can be utilised in developing regional disparities, particularly in conflict-affected areas, such as community health volunteers and Schools for All (which is being implemented remotely in Mali).

The importance of stakeholder mapping to ensure that particularly vulnerable groups are not excluded from support and of designing projects with a good understanding of the local context were repeatedly stressed during the regional seminars.

Initiatives required to	Strengthening inclusive education, health, social protection, etc. (BHN) in the
achieve outcomes	context of human security
Countries/regions covered (e.g., conflict-affected areas, urban/rural areas)	8 target countries, with particular emphasis on conflict-affected countries and rural areas
Actors to collaborate (International organisations, NGOs, etc.)	Relevant international organisations and CSOs
Counterpart	Responsible ministry (e.g. MOH, MOE, Ministry of Social Welfare)
Beneficiary population	Vulnerable people
Background to the proposal (Why JICA should strengthen, add to and extend it in the future)	In order to achieve meaningful participation of young people in the community, they need to experience the realisation of UHC, receive healthcare services and grow physically and mentally healthy, develop critical thinking skills through quality education, and implement human rights and civic education to protect their rights and develop an awareness of their contribution to the community.  In addition, cases of impoverishment in the Horn of Africa occur because of external shocks due to conflict and climate change, etc. It is crucial to ensure access to social protection that mitigates this situation, as well as a routine approach to increasing shock resilience through BHN sufficiency.  JICA is implementing projects related to BHN in the Horn of Africa and other countries, and when developing these projects, JICA will contribute to strengthening the well-being of young people by analysing needs and engaging CSOs to ensure the participation of women and youth in activities. In social protection, not only support for the poor and welfare are delivered, but also public and community support for young people with social grievances and challenges, who have committed delinquency or crime, is provided which is an important element to ensure that they are not left behind in society and that they are able to participate in economic and social activities again.
Key elements in developing initiatives	During the regional seminar and field survey, stakeholders commented on the inseparability of the WPS pillar challenges of securing BHN and GBV (child marriage, unwanted teenage pregnancy, etc.) and the need to design cooperation in terms of both WPS•YPS perspective because young women are likely to be isolated with complex challenges.  In an environment where social protection is not fully functioning, support in partnership with donors and NGOs that can provide cash transfers and goods to individuals, which are restricted under the JICA scheme, can be effective.
Relevant global agenda	<ul><li>6. Health</li><li>7. Nutrition</li><li>8. Education</li><li>9. Social Security/ Disability and Development</li></ul>

	<ul> <li>Kenya, "Project for Strengthening the Accountability in the Management of County Health Services"</li> </ul>
Deference IICA consists	<ul> <li>Honduras, "Project for Strengthening Adolescent Reproductive Health in Olancho Department"</li> </ul>
Reference JICA projects	• Schools for all (Strengthening the ability to learn through school management committees)
	• South Africa, "Project for the Promotion of Empowerment of Persons with Disabilities and Disability Mainstreaming"

## 7.4 Points for Considerations for JICA to Design the Support

The previous section summarised the activities that should be undertaken in response to each issue. Listed below are the issues and lessons learned from previous projects referred to in sections 5.3.2 and 7.2, as well as points to keep in mind when implementing all projects based on the results of the presentations and group discussions of the participants in the regional seminars.

# (1) Attention to Intersectionality

Background	In order to realise a society in which young people, women and vulnerable groups have opportunities to participate and contribute to the safety and development of their communities, it is necessary to consider support measures that do not lump "young people" and "women" together but also focus on vulnerability due to intersectionality. In general, various attributes such as disability, ethnicity, faith and place of residence influence an individual's situation. Patriarchal social norms and cultural practices persist in the Horn of Africa, as do negative attitudes towards women playing a role in politics and the security sector. In addition, neglect of education for women and practices such as child marriage have resulted in a lack of opportunities for education and leadership support, especially for young women in rural areas and conflict-affected areas, who often do not have access to even basic education. Furthermore, even among women, the voice of young women is not adequately guaranteed due to practices that favour elders (intersectionality of women × youth).  Making a case without taking intersectionality into account involves the risk of putting vulnerable groups in an even more vulnerable position. For example, if ethnicity and language are identified as intersectionality, and the provision of public services in a single language biases the benefits to certain groups, this can result in increased vulnerability of groups that are less likely to benefit. This situation can lead to resignation and dissatisfaction with the government and can be a barrier to meaningful participation. Particularly in rural areas, such as border areas at substantial risk of conflict, where access to infrastructure and public services is limited, it is important to provide services in multiple languages and support tailored to local characteristics.
Examples of project implementation	Care should be taken to adopt a beneficiary-centred approach, striving to understand the specific challenges of youth, women and vulnerable groups with these diverse backgrounds and challenges.  First, in Peacebuilding Needs and Impact Assessments (PNAs) conducted when operating projects in conflict-affected areas, intersectionality and its impact, including gender, should also be investigated to avoid the risk of further marginalising vulnerable groups, leading to better development impact.  For example, a vocational training support project in an environment where youth × gender intersectionality has been identified can consider ensuring equity, for example by encouraging young women to apply, selecting young women on a priority basis and considering scholarship provision for those from rural areas or conflict-affected areas.

# (2) Activities to Meet the Diverse Needs of Rural Areas

Background	Officials from government agencies and international organisations that are developing and implementing WPS-NAPs have repeatedly stressed the importance of "localisation" of NAPs, in particular. Within the Horn of Africa, the environment for women and youth varies widely from country to country, and the challenges that create bottlenecks to meaningful participation are different in each. Within the same country, challenges vary according to the natural environment and ethnic and religious diversity, as evidenced by the differences in the LAPs developed in the six Somali states.  The resentment of minority citizens, ethnic groups and clans shaped by their historical and cultural backgrounds should also be noted. For example, resentment caused by the political persecution and social discrimination suffered by Muslim and Somali citizens in Kenya, especially their women and youth. It is necessary to provide equitable support to ensure that these benefits are not monopolised by the majority citizens, ethnic groups and clans. It should be noted that resentment among youth and women may be passed on to the next generation.
Examples of project implementation	The implementation of PNAs will be strengthened not only at the national level but also at the project level. By studying the dynamism of the project sites, their historical background and livelihoods, it is possible to consider the support approach required in rural areas. This approach is also necessary information for the development of pilot projects in other rural areas. Understanding the aspects that need to be considered when developing the project in rural areas will help to increase the development potential of the project.

# (3) Minimising Negative Impacts of Projects on Local Communities

Background	It is essential to ensure that projects are implemented based on the principle of "Do No Harm" so as not to cause disparities and fragmentation within the region in the project area. ODA projects implemented through bilateral cooperation are mainly conducted in consultation with relevant government agencies, but risk factors may be overlooked if sufficient information is not available on the target areas and the people and agencies involved.  Appropriate stakeholder analysis, including youth, women and vulnerable groups, should be conducted to identify diverse opinions and needs in the target areas. Next, regarding the scale and development method of the project, it is desirable to start the project on a relatively small scale and in a few locations as a pilot project to minimise the uneven distribution of benefits, and to design the project to deliver benefits in a broad and shallow manner.  Furthermore, as people in conflict-affected areas, especially government officials and CSOs, are also parties affected by conflict, imposing excessive expectations and burdens on these stakeholders should be avoided. At the same time, care should be taken to ensure that preferential treatment beyond what is necessary does not conversely become a burden, a source of jealousy or a source of distrust.
Examples of project implementation	When implementing affirmative action to ensure a certain percentage of women's participation as one of the measures to encourage it, efforts can be made to harmonise the benefits to both sides of the activity so that men do not complain that "women are given too much preferential treatment". When implementing projects targeting excombatants and those returning from terrorist and gang-organised groups to avoid the risk of complaints from security-affected residents that they are the only ones receiving assistance, it is also considered to design activities that include local residents and organising dialogue and sporting events aimed at improving relations between the two groups.  In addition, to ensure that such dissatisfaction does not create conflicts within the region, transparency of policies and projects should be increased to explain how equitable support should be provided. By designing and implementing projects based on these considerations, it is possible to prevent the fragmentation of communities due to the negative impacts of project inputs and achieve sustainable outcomes.

# (4) Continuous and Comprehensive Support

Background	Women and youth in the Horn of Africa are characterised by a combination of factors that make them vulnerable and often prevent them from solving their problems and challenges through a single initiative.  For example, focusing solely on the protection of women and young people will not help them to move away from a vulnerable situation if the continuity with activities to support social reintegration and self-reliance is not ensured. Therefore, it is important to analyse the complex issues faced by the target areas and target groups and to provide comprehensive support for efforts to resolve each of these issues.
Examples of project implementation	In supporting survivors of GBV, the construction of OSCs and shelters and financial self-reliance support should not be implemented in isolation, but it should be implemented to ensure a continuum of projects to support self-reliance, vocational training and resettlement and reintegration into the community after leaving the OSCs and shelters. It is also important to strengthen the judicial system to ensure that the risk of recurrence and appropriate punishment of perpetrators is implemented. Implementing everything in one project is often subject to various resource constraints. It is recommended to plan for synergies in activities with other government agencies and CSOs operating in the target area. As several relevant government agencies and stakeholders are involved in the realisation of comprehensive assistance, it is recommended to establish frameworks of activities contributing to strengthening cooperation.

# (5) Use of traditional values and building intergenerational trust

Background	In the Horn of Africa, traditional values are deeply rooted in community cohesion and identity formation and ignoring them may lead to a lack of sustainability and may be perceived as imposing other people's ideas and ideologies, which may be counterproductive. By making good use of the values and knowledge held dear by the community, and the customs and mechanisms that exist there, it is easier to gain the understanding of the local population and to propose new initiatives that are easier to accept and take root when introduced. If the project is in line with the local culture and customs, the local population will be more willing to participate, and the project will be more effective.  For example, Ethiopia has a traditional fundraising mechanism called Equub, and similar mechanisms exist in other countries, but the Survey Team hears of cases where these mechanisms have been integrated into vocational training to promote women's entrepreneurship, and where traditional fundraising has been further secured with the introduction of digital technology to ensure secure management systems. Other examples can be found in Oromo, Ethiopia, where there is a social power structure given to women, known as "Sinke", that plays a role in promoting peace and stability in the community, including rights protection and conflict arbitration.  The use of such traditions and customs can be a useful means of triggering intergenerational dialogue. It can contribute to building a relationship of trust and cooperation with young people and young women, believing in their potential, while learning from the lessons of their elders' experiences.  By adhering to the principle of do no harm and incorporating utilisable traditional methods, coupled with modern approaches, more comprehensive and effective
	solutions can be found.
Examples of project implementation	When considering activities in the areas covered by the project, existing mechanisms should be identified to the extent possible, and consideration should be given to incorporating these methods.  Savings schemes, which are likely to be practised in some form in many communities, will be an easy case study to utilise. There is also value in continuity with vocational training support as described above, if it is used at the same time as seed purchases in agricultural projects, for example. Other mechanisms such as community security mechanisms for maintaining local security and conflict resolution can be considered for inclusion in project activities and implementation structures.

# (6) Adequate and Appropriate Stakeholder Mapping

Background	A wide range of stakeholders are implementing activities in the WPS and YPS. In particular, understanding the challenges faced by young people and women and encouraging their participation requires collaboration with a diverse range of stakeholders, including government agencies, international organisations and CSOs. Effective mapping clarifies the roles and responsibilities of each stakeholder, optimises the allocation of resources and enhances cooperation. An inclusive approach is also required to facilitate dialogue between different generations and to find solutions to the specific needs of the region.
Examples of project implementation	It is crucial to keep abreast of the activities of local CSOs and CBOs as well as those of national projects and international organisations. This does not only avoid duplication but also enables the sharing of lessons learned from each organisation's knowledge and experience and the establishment of effective cooperation. It is also expected to optimise resources and create multiple effects by targeting synergies between different stakeholders.  Specifically, it is recommended that regular information exchange platforms be set up, where organisations report back to each other on their activities and achievements. Through such platforms, successes and failures should be shared and strategies also should be jointly developed for use in future projects. In addition, promoting the implementation of joint projects and the sharing of resources will enable efficient operations and a flexible response to local needs.

# (7) Developing an Action Plan Utilising the Effectiveness of Peer-to-peer Support

	In the context of the Horn of Africa, harnessing the mutual support of parties who have the power to facilitate the reintegration of marginalised populations and create sustainable change is key to building resilient societies. In particular, youth and GBV survivors who are vulnerable to the effects of conflict and social unrest can be distanced from their families and communities and have difficulty building trusting relationships with others. This reduced social cohesion makes them more likely to isolate themselves and less likely to take advantage of opportunities for recovery.  In such an environment, opportunities for consultation between young people and young women, between person concerned, for example ex-survivors, between parties with disabilities, etc. should be used successfully as one effective tool. In slums, school
Background	drop-outs due to inability to raise school fees from poverty or due to early pregnancy occur daily. A case in which a female student who could not get support from her family in such an environment was inspired by a woman from the same slum who had succeeded in going to university and chose to continue her education was introduced at the regional seminar conducted during the Survey. Another case of a self-help group of GBV survivors in South Sudan who became new supporters by sharing their experiences with other GBV survivors and providing peer support to help the next group to be successful was also presented. In addition, a great deal of knowledge has been accumulated in JICA projects on the empowerment of persons with disabilities by peers. Thus, it has been demonstrated that mutual support among peers with the same experiences facilitates psychological recovery and re-engagement in society.  Strengthening horizontal trust based on such peer-to-peer cooperation and providing a safe place for people to return to society can also lead to long-term social stabilisation.
Examples of project implementation	In the "Project for Strengthening Adolescent Reproductive Health in Olancho Department", Republic of Honduras, implementation was done in collaboration with relevant organisations, including the securing of youth-friendly spaces, combined with training for peer supporters to create a safe environment for young people to seek advice, and referrals from peer supporters to the hospital. In project planning, one idea is to incorporate the support of peer supporters and the establishment of a system to appropriately link them to hospitals, police and judicial officials when issues are identified.  When utilising such peer support, it is also important to have a system in place to ensure that psychological counselling is obtained, as well as not to overstrain or overwhelm them, especially bearing in mind that the individual is also a party to the situation and may be exposed to his/her psychological trauma and may be reminded of their past.

### (8) Ensuring Accountability

### Through the literature review and interviews conducted for the Survey, it was pointed out that rampant corruption and fraud are obstacles to the effectiveness of support in both the YPS and WPS agendas, and this point was raised by many participants at the regional seminar. On the other hand, it was also pointed out that corruption and fraud have become so commonplace that it is difficult to completely eliminate them, not only among politicians and decision-makers, but also among the general public, as the perception against corruption and fraud has declined. There is a risk that witnessing corruption and injustice on a daily basis may lead to resentment and giving up hope **Background** among young people, women and vulnerable groups. In an environment where there is distrust of governments, regional administrations and other institutions due to corruption and fraud, it is important to ensure that these institutions (many of them elder-led) are even more accountable. Additionally, in such an environment, it is essential to avoid development partners, including JICA, inadvertently becoming part of corruption or misconduct. Development partners must set an example in accountability and transparency, playing a key role in restoring trust in government and administrative institutions. In order to strengthen transparency and accountability, the decision-making process can be made as open as possible, regardless of whether it is at the time of project formation or project implementation, and the establishment of monitoring committees, etc. with the participation of the public can be considered. In the selection of beneficiaries, in particular, the process should be sufficiently transparent. It is also important to recognise that some people have difficulty accessing information **Examples of** and to ensure multiple channels of communication. project Education and awareness-raising on governance and ethics on the part of beneficiaries, implementation such as young people and women, and introduction to understanding risks and how to avoid them, can also strengthen the response. Furthermore, the use of digital tools (e.g., lowering the risk of intermediaries cutting out middleperson by transferring money via mobile phones in cash transfer operations, using digital tools for information disclosure and awareness-raising) is another effective means of ensuring transparency.

### (9) Accumulation of Good Practices and Knowledge and Development of Platforms

Bacl		In order to address the challenges faced by young people and women, it is essential to systematically organise past successes and lessons learned and build approaches based on those. In particular, the collection of good practices and the accumulation of data are important foundations for the promotion of WPS and YPS.  First, the development of good practices is a means of providing effective solutions for
	Background	communities facing similar problems by referring to successful experiences in other regions and countries. This will avoid unnecessary trial and error and enable a rapid and effective response. The accumulation and sharing of knowledge also facilitate cooperation between the various stakeholders and contributes to strengthening sustainable initiatives. Specifically, it is essential to organise regular workshops and seminars where policymakers and practitioners can discuss and share experiences and results together. The significance of this can be confirmed by the many responses to the knowledge sharing at the regional seminars conducted in the Survey.
		Furthermore, WPS and YPS share many common challenges, and the effectiveness of mutual learning is extremely high. In particular, YPS is a newer agenda compared to WPS, and there are many points of reference, such as the process of overcoming the challenges that WPS has advanced. For example, it is desirable to utilise the platform formation and awareness-raising activities developed in WPS for YPS, and to develop a more effective promotion system.

### Examples of project implementation

The effectiveness of training at the practitioner level as well as the exchange of views at the policy level is high. It will be meaningful to incorporate a programme on case study sharing and knowledge enhancement into the training conducted in the target countries, and to ensure sufficient time to exchange views in order to deepen learning. This will enable the formulation of more effective support measures and contribute to the realisation of sustainable peace and security.

It is also significant because it creates a forum for case sharing and exchange of views between organisational officers in charge of policy formulation (AU, IGAD, etc.) and practitioner-level personnel (ministry officers, CSOs, etc.) at the regional level in the Horn of Africa and builds partnerships between stakeholders. At high-level policy formulation meetings, indirect reports from ministers, vice-ministers, etc. from various countries (including political intent in some cases) are discussed, and policy decisions are made based on these reports. Hearing the voices of practitioners, close to the ground, makes it possible to formulate policies that are more in tune with the realities of the situation.

### (10) Support Adapted to the Digitised Society

## In the regional seminar, it was noted that the development of the digital society offers important opportunities, especially for young people and vulnerable groups, and also poses new challenges. In the Horn of Africa, economic inequality and educational disparities persist, and limited access to digital technologies means that many people are unable to benefit from them. In particular, women and poor youth are placed in a digital divide, where traditional social structures and cultural constraints prevent them from acquiring digital skills and accessing information. In digital society, with the use of digital technology in all projects and especially artificial intelligence (AI) in recent years, it is important to incorporate activities related to eliminating digital divide and thus strengthening digital literacy in all projects to benefit from the technology.

#### **Background**

The use of digital technologies is required to unlock the potential possessed by women and youth. Digital technologies have the potential to create new opportunities in areas such as education, employment and entrepreneurship. Through digital platforms, their voices can also be reflected in policymaking, contributing to a more inclusive society.

In the regional seminar, it was also noted that women and youth in the African region are exposed to online GBV through the internet and social networking services, and that they are at increased risk of being deceived by fake news and misinformation, elaborated by AI, and being recruited into extremist and violent groups. On the other hand, as noted in ®, the digitalisation of projects is also effective as a means of increasing information transparency and curbing corruption and fraud in projects in the region, where corruption and unethical behaviours have been identified as serious issues.

## **Examples of** project implementation

Training in the use of digital technology and lectures on digital literacy shall be incorporated in projects targeting women and youth, such as financial inclusion, vocational training and livelihood enhancement.

In addition, when using the internet, social networking and mobile services as means and medium for information dissemination, information sharing and technical assistance in any project, a survey on the digital literacy and digital access and trainings should be conducted for the target group to ensure that no group of people is omitted from the benefits of assistance due to the digital divide.

In addition, in view of the current situation where AI technology is making digital crime and online violence more complex, it is noted that the training programmes for police and judicial personnel listed in 7.3 should also include programmes such as online violence prevention for the AI era.

# (11) Adopting a Target-centred Approach

Background	Women and youth in the Horn of Africa region have limited opportunities for education, employment and political participation due to multiple factors, including the multiple crises of conflict/natural disasters and social structural and cultural constraints. For example, traditional values make it difficult for women to hold leadership positions, while social isolation and lack of involvement in decision-making processes are challenges for youth. The problems of GBV and the economic deprivation of young people are also factors that hinder the stability of society as a whole. Under these circumstances, widespread support measures have limited effectiveness, and a "target-centred approach" tailored to the specific needs of the region and the challenges of vulnerable groups is essential. Specifically, there is a need for mechanisms to reflect their voices in policy and support to encourage their social and economic participation. This will help to draw out the capacities of a segment of the population that tends to be left out of conventional assistance, thereby providing support that contributes to the creation of a resilient society.
Examples of project implementation	As pointed out in recent UNSCR for WPS, the importance of a survivor-centred approach to women's protection has been stated, and this has been adopted in JICA's projects when supporting GBV survivors in South Sudan to become independent. During the regional seminar, it was noted that aside from GBV survivors in the Horn of Africa, there are also people from extremely vulnerable positions, such as the extremely poor and refugees/displaced people, young women exposed to family neglect, conflict-affected youth and juveniles with a history of delinquency.  In the implementation of all projects, care should be taken to design livelihood support, self-reliance support, social integration and other projects by adopting a target-centred approach so that these people are not excluded as targets of the project and that support is provided according to their current situation and needs.





**Proceedings of the Regional Seminar** Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approach in the Horn of Africa



Date: February 17-19, 2025

Location: Sapphire Hotel Addis Ababa, Ethiopia

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# 1. Preface

This seminar was conducted as part of the **Data Collection Survey on Youth, Vulnerable Groups, and Women to explore assistance approaches in the Horn of Africa**. The Proceedings document serves as a record of discussions, presentations, and key recommendations made during the seminar, contributing to future policymaking and cooperation efforts.

The Horn of Africa is one of the world's most fragile and conflict-affected regions, grappling with intersecting crises such as internal conflicts, climate-induced droughts and floods, displacement, and rising commodity prices due to global conflicts. This region's geopolitical significance as a logistics and trade hub amplifies the consequences of its instability. The area faces persistent armed conflicts involving extremist groups, intercommunal disputes over resources, and clashes involving militaries and anti-government factions.

Climate change, while not a direct cause of conflict, exacerbates existing disputes over land and resources, triggers large-scale migration, and destabilizes livelihoods, indirectly fueling conflict escalation. Women and youth, particularly young women, are disproportionately affected, making their inclusion essential for building a resilient society and achieving socio-economic development, peace, and stability.

Global initiatives, such as UN Security Council Resolutions 1325 and 2250, emphasize not only the protection of vulnerable groups but also their active participation as agents of change. In alignment with this international trend, development approaches are increasingly focusing on empowering individuals and supporting their engagement in societal transformation. Japan International Cooperation Agency (JICA), with its long-standing commitment to "human security," has been advocating for development cooperation that centers on individuals. Under the conditions, JICA implements the survey called "Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approaches in the Horn of Africa" and as a conclusion of this survey, this seminar seeks to integrate these principles to address the transboundary challenges of the region.

# 2. Executive Summary

The Regional Seminar on the "Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approach in the Horn of Africa" convened in Addis Ababa, Ethiopia, from February 17–19, 2025. The event brought together policymakers, civil society representatives, and international organizations to discuss key challenges and opportunities for advancing the "Women, Peace, and Security (WPS)" and "Youth, Peace, and Security (YPS)" agendas in the region. The seminar aimed to generate insights for multi-country assistance strategies, promote regional collaboration, and provide actionable recommendations for improving the socio-economic and political inclusion of youth and women, particularly young women. Discussions highlighted persistent barriers, such as weak legal frameworks, socio-cultural constraints, and economic disempowerment, which limit the active participation of these groups in governance, peacebuilding, and economic development.

Throughout the three-day seminar, experts and stakeholders engaged in thematic sessions, case studies, and group discussions, presenting best practices and successful initiatives addressing gender-based violence (GBV) prevention, youth leadership development, and economic empowerment. Key presentations examined the role of legal reforms, institutional capacity-building, and multi-sectoral approaches in addressing the systemic challenges faced by youth and women. Specific case studies from Kenya, South Sudan, and Ethiopia showcased effective models for youth volunteerism, social entrepreneurship, and community-led initiatives that foster inclusive participation. The seminar also underscored the importance of digital inclusion, intergenerational dialogue, and cross-border cooperation in advancing sustainable solutions.

As a result of these deliberations, the seminar produced concrete policy recommendations, including expanding legal aid services, strengthening institutional frameworks for youth engagement, enhancing regional cooperation for the protection of vulnerable populations, and increasing investment in leadership training programs. Participants emphasized the need for a survivor-centered approach to GBV response, improved access to economic opportunities for marginalized youth, and the institutionalization of youth participation in decision-making. Moving forward, these insights will inform JICA's project design and implementation strategies, contributing to long-term stability, peace, and inclusive development in the Horn of Africa.

# Seminar Objectives and Background

This seminar aims to explore strategic directions for cooperation in peace and stability for the Horn of Africa, in preparation for the 9th Tokyo International Conference on African Development (TICAD9) scheduled for August 2025. The focus will be on the frameworks of "Women, Peace, and Security (WPS)" and "Youth, Peace, and Security (YPS)" alongside the promotion of the "Rule of Law." Key objectives include:

- 1) Analyzing the current challenges and opportunities for women and youth in the region.
- 2) Identifying regional, transboundary issues for multi-country assistance strategies.
- 3) Discussing the roles of international organizations and regional organizations in implementing solutions.
- 4) Generating actionable insights for JICA's project design and implementation.

# 4. Day 1: Seminar Sessions and Discussions

# 4.1. Opening Session

Time: 9:30 - 10:00 AM

Speaker: Ms. Ilwad Elmi Mohamed (AU)

Ms. Ilwad Elmi Mohamed delivered the opening remarks, emphasizing the importance of gender-inclusive peacebuilding efforts and the need for active participation from youth and women. She highlighted that sustainable peace can only be achieved through meaningful

participation from all sectors of society. The session included a photo session with participants.

# 4.2. Presentation of Seminar Objectives

Time: 10:00 – 10:10 AM Speaker: JICA Study Team

The JICA Study Team gave a presentation entitled "Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approach in the Horn of Africa Regional Seminar: Objective & Schedule of the Seminar." The presentation sought to highlight the challenges faced by women and youth in the Horn of Africa and explain how the seminar would address these issues.

The main topics addressed were key challenges, the objectives of the seminar, and its expected outcomes. Specifically, the challenges include armed conflicts, climate change, and economic instability, which necessitate their active participation in peacebuilding and development. In response, the seminar sought to analyze the challenges and opportunities, identify common regional issues to develop multi-country assistance strategies, discuss necessary actions, and propose recommendations for JICA's future projects. The expected outcomes were presented as follows: refinement of key challenges and needs, compilation of practical recommendations, and gathering lessons learned to guide JICA's future projects.

The following key points were highlighted:

- Identifying challenges faced by youth and women in peace and security.
- Mapping policy initiatives at national and regional levels.
- Recommending region-wide cooperation strategies.

# 4.3. Presentation of Survey Findings

Time: 10:30 - 11:10 AM

Speakers: Ms. Yoko Ota & Ms. Mariko Ikawa (JICA Study Team)

Ms. Yoko Ota and Ms. Mariko Ikawa from the JICA Study Team gave a presentation entitled "Data collection and validation survey to examine approaches to assistance to youth, vulnerable groups and women in the Horn of Africa: Survey Findings." The presentation sought to outline key survey findings, which focused on the challenges faced by youth, vulnerable groups, and women in the Horn of Africa.

The main topics addressed were key survey findings related to WPS and YPS. With regard to WPS, the survey identified the primary factors contributing to failures in the protection of women: dysfunctional governance and patriarchal social practices. Along with the underestimation of violence against women, these factors contribute to WPS being a low political priority. This results in limited human and financial resources being allocated to the promotion of WPS.

Concerning YPS, the survey identified key remaining challenges, such as the lack of an inclusive

decision-making process for youth participation and the need for safe, accessible platforms for diverse youth. The limited capacity of CSOs is crucial for enlarging the civic space. Preventing social isolation and exclusion through adequate education and health services, and encouraging respect for differences among youths, in addition to economic empowerment, are also notable aspects of the prevention effort. There is limited coordination among stakeholders, which hinders the effectiveness of partnerships in promoting the YPS agenda. Finally, there is a pressing need to support the reintegration of children and youth in contact with the law through diversion programs.

The following key points were highlighted:

- Women, Peace, and Security (WPS) Agenda Challenges: Economic constraints, cultural norms, weak judicial access, and insufficient protection for survivors of gender-based violence (GBV).
- Youth, Peace, and Security (YPS) Agenda Challenges: Limited youth participation in decision-making, shrinking civic space, disrespect for differences among youths which puts certain youths in vulnerable positions, inadequate social services (education, health, social protection), and the need for youth-friendly reintegration/diversion programs for youth (and children) in contact with the law/former offenders.
- Implementation Gaps: Despite the existence of National Action Plans (NAPs) in some countries, funding and coordination remain inadequate.

# 4.4. Keynote Speech: Efforts and Challenges for the Participation of Young Women in Regional Organizations

Time: 11:10 - 11:55 AM

Speaker: Ms. Amina Farah (IGAD)

Ms. Amina Farah from IGAD gave a keynote speech entitled "Efforts and Challenges for the Participation of Young Women in Regional Organizations." The keynote speech sought to reaffirm the collective commitment to the WPS agenda in a region affected by conflicts and social upheavals.

The main topics addressed were IGAD's key achievements, remaining challenges, and suggestions on the approach. Highlighting IGAD's efforts since the adoption of UN Security Council Resolution 1325, Ms. Farah emphasized the importance of women's participation in peace processes as both a moral imperative and a strategic necessity. Key achievements included strengthening women's leadership, integrating gender-sensitive indicators into early warning systems, and enhancing mediation through the IGAD Women, Peace, and Security Forum. However, challenges such as cultural and structural barriers, limited access to resources, security concerns, underrepresentation in leadership, and insufficient funding and monitoring were acknowledged. She called for a multifaceted and inclusive approach to overcome these obstacles, emphasizing the need for education, safe spaces for participation, amplifying women's voices, strengthening partnerships, and monitoring and evaluation to ensure lasting peace and security in the IGAD region.

The following key points were highlighted:

- Gender equality in peacebuilding is a strategic necessity.
- IGAD member states have made progress in WPS implementation, but Ethiopia is still developing its first NAP.
- Cultural barriers and security concerns hinder women's participation.
- Budgetary constraints remain a major challenge for national gender ministries.

# 4.5. Panel Discussion: Challenges for the Participation of Young Women in the Horn of Africa

Time: 1:00 - 2:00 PM

Moderator: Yoko Ota, JICA Study Team

Panelists:

- Ms. Faith Mutumba Wasubire (Uganda Paralegal Advisory)
- Mr. Sam Ogwal (IGAD)
- Ms. Blantine Loice Lavric (IPCA)

Three panelists spoke on their respective topics, with each addressing a particular area:

- **Legal and Policy Challenges:** The lack of gender-sensitive legal frameworks and the need for stronger enforcement mechanisms.
- Capacity-Building Challenges: Limited leadership training opportunities for young women.
- Socio-Cultural Barriers: Patriarchal norms and traditional gender roles that discourage women's participation in governance and security sectors.

Ms. Faith Mutumba Wasubire from Uganda Paralegal Advisory gave a presentation entitled "Challenges for the Participation of Young Women in the Horn of Africa: Legal and Policy Challenges." The presentation sought to highlight the significant legal, policy, socio-cultural, and economic barriers faced by young women in the Horn of Africa regarding their participation in socio-economic and political spheres.

The main topics addressed were young women's challenges and proposed approaches to addressing them. The presentation underscored that despite making up a large portion of the population, young women face challenges such as discriminatory laws, inadequate policies, patriarchal norms, and financial burdens. It also emphasized the importance of addressing these challenges through a multi-faceted approach involving legal reforms, policy changes, and cultural shifts. The call for comprehensive reforms included strengthening legal frameworks, promoting gender-responsive policies, increasing representation in leadership roles, engaging communities to challenge harmful norms, and framing the empowerment of young women as crucial for sustainable development and justice in the region.

Mr. Sam Ogwal from IGAD gave a presentation entitled..."Capacity-Building Challenges." The presentation sought to highlight the importance of youth participation in peacebuilding.

The main topics addressed were youth marginalization in policy, gaps in national implementation, and challenges for youth organizations. Mr. Ogwal emphasized that while young people, particularly young women, are often at the forefront of conflicts, their roles are frequently overlooked in policy discussions. Although regional frameworks provide guidelines for youth involvement, implementation at the national level remains weak. Youth councils and grassroots organizations struggle to operate effectively without adequate policies and institutional support. He also stressed the need for increased funding and legal recognition of youth institutions to ensure sustainability. His recommendations for governments and development partners included strengthening youth institutions by providing legal recognition and sustainable policies, addressing policy gaps through the development and implementation of National Youth Policies and Action Plans on Youth, Peace, and Security, prioritizing youth-led initiatives, and shifting the focus from protection to prevention.

Ms. Blantine Loice Lavric from the IPCA gave a presentation entitled "Initiative for Peace Communication Association (IPCA)." The presentation sought to address the challenges faced by young women and girls in Africa.

The main topics addressed were the challenges and proposed solutions. The presentation highlighted the deeply rooted patriarchal beliefs that perpetuate gender inequality and hinder women's participation in electoral, political, and other institutional processes. She outlined various legal and policy challenges, capacity challenges, and social norms and cultural practice challenges, including inadequate policies, lack of training opportunities, and negative cultural norms. As for future prospects, she mentioned the importance of educating young women about peace and security at the grassroots level. The presentation also highlighted the needs to train young women as peace mediators, prevent election-related violence, and promote economic empowerment. Additionally, she advocated for women's equal participation in peace negotiations and mentioned the importance of appointing gender advisors and increasing women's representation.

## 4.6. Q&A and Discussion

Time: 2:15 - 3:00 PM

Moderator: Yoko Ota, JICA Study Team

This session covered topics such as corruption and its impact on gender policies, as well as the role of traditional legal systems in addressing gender-based violence and youth-related issues.

Participants raised the following key concerns:

- Data Gaps: A lack of comprehensive gender-disaggregated data makes it difficult to assess the effectiveness of policies.
- Local-Level Implementation: Many policies remain theoretical without grassroots engagement.

 Political Commitment: While frameworks exist, commitment to gender inclusion varies across countries.

# 4.7. Summary of Day 1 and Outlook for Day 2

Time: 3:00 - 3:15 PM

Presenter: Yoko Ota, JICA Study Team

A summary of the discussions from Day 1 was presented, followed by an overview of Day 2 of

the seminar.

Key takeaways from Day 1 included:

• The need for improved regional cooperation in WPS/YPS implementation.

- Greater investment in youth leadership training and mentorship programs.
- Strengthening judicial access and protection mechanisms for GBV survivors.

The session announces that Day 2 focuses on case studies highlighting successful initiatives in youth and women's empowerment.

# 5. Day 2: Case Studies and Group Discussions

# 5.1. Overview of the Day

The second day of the seminar began with an introduction to JICA's Global Agenda, followed by a series of case study presentations on gender-based violence (GBV) prevention, youth empowerment, and social inclusion. The day concluded with group discussions focused on identifying concrete solutions and strategies.

### **Program Schedule**

09:15 - 09:30 AM: Overview of JICA's Global Agenda

Ms. Yoko Ota from the JICA Study Team gave a presentation entitled "JICA's Priority and Activities Global Agendas for "Peace." The presentation sought to overview the priorities and activities of JICA.

The main topics addressed were three agendas from the "JICA Global Agenda," which comprises twenty corporation strategies (agendas). She first highlighted the "Peacebuilding" agenda, which aims to mitigate conflict risks and strengthen state and societal capacities. She then outlined the "Realizing the Rule of Law" cluster in the "Governance" agenda. This cluster aims to promote democratic and inclusive governance. Lastly, she explained the "Gender Equality and Women's Empowerment" agenda, which emphasizes women's empowerment through fostering societal awareness and behavioral change.

# 5.2. Detailed Case Study Presentations

# 5.2.1. GBV Awareness Raising – Kenya

Time: 09:30 - 10:00 AM

Speaker: Ms. Caroline Lentupuru (Kenya NGEC)

Ms. Caroline Lentupuru from Kenya NGEC delivered a presentation entitled "Towards Enhancing Effective and Innovative Actions to address Gender based Violence in Kenya." The presentation sought to showcase cases of GBV awareness-raising efforts.

The main topics addressed were the background of GBV and an introduction to initiatives such as the NGEC-JICA GBV Elimination Project. The Project aimed to explore effective action models for GBV prevention and response. Key components included capacity building of various stakeholders, the establishment of specialized GBV courts and shelters, and community-level awareness campaigns. As key lessons learned, she emphasized the importance of a survivor-centered and multi-sectoral approach, stressing the need to address GBV across multiple sectors. She also underscored the roles that businesses can play in addressing GBV.

The following key points were highlighted:

- The survivor-centered approach to GBV prevention, which prioritizes the needs and rights of victims.
- Strengthening legal frameworks to improve access to justice for GBV survivors.
- The establishment of specialized GBV courts and shelters to provide holistic support.
- Community-based awareness campaigns targeting schools, workplaces, and local leadership.
- Engaging men and boys as allies in combating GBV.
- A business initiative aimed at supporting GBV survivors through entrepreneurship programs and vocational training.

# 5.2.2. Young Women's Participation in Sports and Volunteer Activities – South Sudan

Time: 10:00 - 10:30 AM

**Speaker:** Mr. Lemor William Joseph (Ministry of Youth and Sports, South Sudan)

Mr. Lemor William Joseph from the Ministry of Youth and Sports of South Sudan gave a presentation entitled "Youth Empowerment through Sports for Peace Promotion "YES for Peace." The presentation sought to share a case of promoting youth empowerment through sports as a means of peace promotion.

The main topics addressed were national sports events and grassroots pilot activities. Mr. Joseph highlighted the role of national sports events, particularly the National Unity Days (NUDs), in fostering social integration among diverse populations. The presentation underscored the

significance of inclusivity and fairness in sports, detailing initiatives to increase women's participation. Additionally, grassroots activities were introduced, emphasizing a participatory approach and the concept of "Everyday Peace."

The following key points were highlighted:

- The National Unity Day initiative, which brings together youth from different ethnic groups to compete in sports and engage in dialogue.
- The role of sports in promoting gender equality by encouraging female participation.
- Capacity-building programs for young women to take leadership roles in sports administration.
- The establishment of community-based sports academies to nurture young talent and create a safe space for youth interaction.
- Overcoming cultural barriers that limit female participation in sports and outdoor activities.

# 5.2.3. National Youth Service (NYS) – Kenya

Time: 10:45 - 11:15 AM

Speaker: Ms. Primerose Obala (Kenya National Youth Service)

Ms. Primerose Obala from Kenya National Youth Service gave a presentation entitled "Kenya National Youth Service Presentation as a Best Practice for Youth Volunteerism." The presentation sought to show the invaluable roles that the NYS plays in peacebuilding, gender inclusivity, and youth empowerment.

The main topics addressed were youth training, challenges, and solutions for promoting women's participation in the peace and security sector, as well as vocational training and economic empowerment. While youth empowerment and volunteerism are crucial to Kenya's development and peacebuilding, the NYS plays a vital role in these efforts by providing education and training. However, challenges to women's participation exist, such as cultural and gender norms and limited access to leadership roles. She then explained how the NYS promotes gender inclusivity and empowers young women through vocational training and other initiatives.

The following key points were highlighted:

- The role of NYS in fostering national unity through structured paramilitary training and service programs.
- Inclusion strategies for women in the security and peace sector, breaking gender stereotypes in traditionally male-dominated roles.
- Disaster response and community service initiatives undertaken by NYS cadets, such as emergency relief, infrastructure rehabilitation, and environmental conservation.
- Youth rehabilitation and reintegration programs targeting vulnerable groups, including former street children and at-risk youth.

 The impact of NYS-led vocational training programs in improving employability and economic resilience.

# 5.2.4. Youth Engagement and Economic Opportunities – Ethiopia

Time: 11:15 - 11:45 AM

Speaker: Mr. Likke Serawitu (Ethiopia Youth Council)

Mr. Likke Serawitu from Ethiopia Youth Council gave a presentation entitled "Initiatives and Challenges in Promoting Youth Engagement in Ethiopia CSOs' Efforts to Give Voice to Youth." The presentation sought to explore the efforts and challenges encountered in enhancing youth engagement in Ethiopia, particularly through the initiatives of Civil Society Organizations (CSOs).

The main topics addressed were Ethiopia's youth policies, YPS initiatives, and the capacity building of youth CSOs and NGOs. Mr. Serawitu outlined the Ethiopia's youth policies, which focus on the socio-economic, political, and cultural needs of young people. He then discussed key challenges, such as insufficient institutional coordination, the limited inclusion of youth in decision-making, and inadequate funding and resources. He also highlighted Ethiopia's active involvement in YPS and the roles of youth-led organizations and CSOs.

The following key points were highlighted:

- The importance of youth participation in policy and decision-making.
- Expanding technical and vocational education and training (TVET) programs to enhance youth employability.
- Promoting youth entrepreneurship through financial support, mentorship, and business incubation programs.
- Strengthening partnerships between government, the private sector, and development organizations to create job opportunities.
- The role of digital technology in fostering innovation and access to markets for young entrepreneurs.

### 5.3. Q&A and Discussion

The Q&A session addressed topics such as digital applications for GBV survivors, the involvement of line ministries in mobilizing youth sports activities, and the inclusiveness of the Ethiopia Youth Council. The discussion examined the effectiveness of youth engagement in peacebuilding and governance, as well as regional challenges and the role of international organizations, among other topics.

# Day 3: Policy Recommendations and Closing Remarks

# 6.1. Group Work Presentations and Feedback

A group work session was held to share both successful and unsuccessful practices and to brainstorm innovative solutions, with a focus on collaborative problem-solving. Participants were divided into three groups and engaged in discussions from Day 2. Three main topics were provided for the session: "Efforts to make protection function as a precondition for the safe participation of youth and women in social and economic activities," "Efforts to better reflect the voices of youth in decision-making, policies, and their implementation," and "Enhancing access to opportunities for vulnerable youth to participate in social and economic activities."

On Day 3, each group delivered a 20-minute presentation, followed by a 10-minute Q&A session. This was subsequently followed by a comment and evaluation session.

# 6.1.1. Group 1: Enhancing Protection for Women and Youth in the Horn of Africa

Group 1's theme focused on enhancing protection for women and youth through a unified regional approach to YPS and WPS. Their presentation emphasized addressing the root causes of gender-based violence (GBV) and identified challenges, including legal implementation gaps, resource shortages, and cultural and social stigmatization. Existing measures included legal reforms, empowerment programs, and male engagement initiatives. In addition, the proposed actions involved expanding mobile courts, strengthening capacity-building, and promoting selfmutual help within the traditional communities. Key lessons encompassed NGO-government collaboration and community-based prevention models.

The key points highlighted were as follows:

#### Goal

The group aimed to create a unified regional approach to Youth, Peace, and Security (YPS) and Women, Peace, and Security (WPS). Their vision focused on ensuring youth and women actively contribute to peacebuilding while being protected from GBV and other violations. The group emphasized strengthening the role of YPS and WPS in addressing structural inequalities, harmful gender norms, and access to justice.

### **Challenges Identified**

- 1) Legal Barriers
  - Lack of legal frameworks and awareness of existing laws
  - o Limited access to legal aid, especially in rural areas
  - o Gaps in law enforcement, including unethical practices by lawyers, police, and

judges.

Poor record-keeping and documentation of GBV cases

### 2) Resource Constraints

- Inadequate shelters and safe spaces for GBV survivors
- Lack of funding and coordination between stakeholders, including governments and civil society organizations
- Insufficient economic empowerment programs for women and youth

### 3) Social and Cultural Barriers

- o Stigmatization of survivors discourages them from seeking help
- o Discrimination based on gender, youth status, and traditional norms
- Victim-blaming, which deters survivors from reporting crimes or engaging in peacebuilding efforts
- Low participation of women and youth in governance and security processes

#### **Current Actions and Best Practices**

- Legal Reforms: Some countries have implemented mobile courts to improve access to justice
- Capacity Building: Training programs for law enforcement, policymakers, and legal practitioners
- Community Engagement: Religious and traditional leaders are being involved to help shift harmful gender norms
- Shelters and Support Centers: Safe spaces and one-stop centers are being established for GBV survivors
- Economic Empowerment: Programs aimed at youth and women to provide livelihood opportunities

### **Recommendations and Way Forward**

- Expand Legal Aid Services: Increase access to justice, particularly in rural areas
- Strengthen GBV Laws and Policies: Enhance legal protections and accountability mechanisms
- Build More Shelters and Safe Spaces: Ensure survivors have access to protection and rehabilitation services
- Enhance Government Oversight: Strengthen mechanisms to ensure justice and victim support

- Develop Gender-Sensitive Policies: Ensure policies at all levels integrate gender perspectives
- Increase Collaboration: Governments, CSOs, and international organizations should work together to protect women and youth
- Education and Awareness: Incorporate gender and peacebuilding components into national education curricula

#### Points of Consideration for Strengthening Protection of Youth and Women

To create a sustainable and effective protection system for youth and women, the group proposed the following considerations:

#### 1) Sustainable Funding

- Government Commitment: Ensure national budgets allocate sufficient resources for GBV response and youth empowerment
- Public-Private Partnerships: Engage the private sector to support youth and women's protection initiatives
- International Funding: Strengthen partnerships with international donors and organizations to ensure long-term financial sustainability

#### 2) Regional Cooperation and Knowledge Sharing

- Cross-Border Collaboration: Establish a regional framework to address shared challenges in YPS and WPS
- Knowledge Exchange Programs: Encourage countries to share the best practices and lessons learned in GBV prevention and youth participation
- Regional Peacebuilding Networks: Create platforms for youth and women to engage in inter-country dialogues

#### 3) Comprehensive Support Systems

- Survivor-Centered Approach: Ensure that GBV response services prioritize survivors' needs and mental health
- Holistic Reintegration Programs: Implement economic empowerment programs for survivors to reintegrate into society
- Strengthened Referral Mechanisms: Improve coordination between legal, health, and social support services

#### 4) Encouraging Positive Masculinity

 Male Engagement Programs: Educate men and boys about the importance of gender equality and non-violence

- Gender-Sensitive Training for Law Enforcement: Ensure police and justice actors adopt survivor-centered approaches
- Redefining Gender Roles: Promote cultural shifts that encourage shared responsibilities in peacebuilding and governance

#### 5) Culturally Tailored Programs

- Community-Led Initiatives: Encourage locally-driven peacebuilding solutions that respect cultural contexts
- Integration of Indigenous Knowledge: Utilize traditional conflict resolution mechanisms that support women and youth
- Engagement of Religious Leaders: Strengthen partnerships with faith-based institutions to advocate for gender equality

#### 6) Inclusive Peacebuilding Efforts

- Youth and Women's Leadership Training: Equip young people and women with skills to take active roles in decision-making
- Public Awareness Campaigns: Address harmful stereotypes and encourage inclusive participation in governance
- Creation of Safe Political Spaces: Ensure that youth and women can engage in policymaking without fear of violence or intimidation

#### 6.1.2. Group 2: Youth Participation in Policy and Decision-Making

Group 2's theme focused on the underrepresentation and lack of youth empowerment. Their presentation emphasized that achieving the proposed actions requires youth autonomy which necessitates improved access to financial resources. Efforts to facilitate such access are essential. Additionally, securing both physical and virtual spaces where young people can engage in discussions was highlighted as an important measure. Furthermore, fostering intergenerational dialogue and mutual understanding, as well as ensuring the accountability of the government, which is primarily led by older generations, should be incorporated into various activities as key considerations.

The key points highlighted were as follows:

#### **Vision and Objectives**

The group's vision was to ensure that youth are inclusively and holistically empowered to meaningfully participate in policymaking and decision-making processes at all levels. They highlighted advocacy, strategic partnerships, and strengthening youth participation structures as key pillars.

#### **Challenges in Youth Participation**

1. Limited Engagement Opportunities

- Lack of structured platforms for youth involvement in governance
- Absence of institutionalized youth participation frameworks
- Limited mentorship and leadership training opportunities

#### 2. Conflicts of Interest with Other Stakeholders

- Resistance from traditional, religious, and elder-led institutions
- Political and cultural constraints limiting youth representation
- Perceived lack of experience among youth in policymaking

#### 3. Inadequate Resources and Capacity

- Limited access to ICT and digital platforms for youth engagement
- Insufficient funding for youth-led initiatives
- Absence of strong accountability mechanisms in youth governance structures

#### **Current Progress and Success Factors**

- Increased use of social media and digital platforms to mobilize youth
- Political goodwill in some countries, leading to policy shifts
- Support from civil society organizations and faith-based institutions
- Existence of youth-led structures such as National Youth Councils (NYCs)
- Adoption of regional and global youth commitments into national development plans

#### **Recommendations and Proposed Actions**

- Institutionalizing youth participation through policies that mandate youth involvement in decision-making
- Strengthening mentorship programs to guide and train young leaders
- Providing safe spaces such as youth centers to facilitate engagement
- Promoting intergenerational dialogues between youth and elders
- Establishing youth exchange programs for knowledge-sharing
- Building youth capacity in policymaking and governance
- Increasing funding for youth-led programs through public-private partnerships

#### **Mitigating Conflicts Between Youth and Other Stakeholders**

- Engaging traditional and religious leaders in youth policy dialogues
- Creating collaborative frameworks that incorporate different generational perspectives

- Implementing structured advocacy campaigns for youth inclusion
- Fostering trust-building initiatives to bridge intergenerational gaps

#### 6.1.3. Group 3: Peace and Security for Vulnerable Populations

Group 3's theme focused on vulnerable populations' participation in the peace and security process.

The key points highlighted were as follows:

#### Goal

The group aimed to address the barriers preventing marginalized youth from participating in peace and security processes by breaking the vicious cycle that traps them. Their focus was about empowering the vulnerable, including youth in extreme poverty, young women with little or no attention from their parents, youth affected by conflict, displaced populations, GBV survivors, and juvenile delinquents.

#### **Challenges Identified**

- 1. Factors Pushing Youth into Vulnerability
  - Poor economic condition of family
  - Negligence of parents, especially for young women
  - Exposure to violence and conflict
  - o Geopolitical disadvantages where they were born in
  - Stigmatization based on gender, sexual orientation, class, or identity
- 2. Structural and Systemic Barriers
  - High poverty levels and unemployment
  - o Corruption and weak institutional frameworks
  - o Religious beliefs (extremism)
  - Social and cultural norms that limit youth empowerment (e.g., patriarchy, gender roles, FGM, etc)
  - o Insufficient education and vocational training opportunities
  - Limited access to opportunities due to language barriers, lack of digital tools, and social networks
- 3. Gaps in Current Assistance and Support
  - o Lack of targeted interventions for vulnerable youth
  - Unsustainable existing programs

- Insufficient stakeholders and systems analysis
- Limited coordination between stakeholders (working in silos)
- Inefficiency caused by corruption and fraud
- (youth side) Lack of awareness about opportunities among youth
- o (youth side) Youth perception and attitude (dependency)

#### **Best Practices and Lessons Learned**

- Volunteering program for youth to engage in socio-economic activities (Kenya)
- Utilizing sports as platforms for engagement (South Sudan)
- Peer-to-peer mentoring and role model initiatives
- Survivor-centered approaches in supporting GBV survivors (Kenya)
- Youth-centered programs that emphasize their voice and agency.

#### **Recommendations and Solutions**

- Immediate cash assistance programs at the time of shock for marginalized youth
- Enhancing opportunities for economic activities (vocational training, career guidance, entrepreneurship support, etc)
- Linking vulnerable groups to socio-economic opportunities through volunteer programs
- Conducting awareness campaigns to challenge harmful social/traditional/religious norms
- Strengthening media institutions to promote gender and youth-sensitive reporting and stop stereotyping youth and women
- Capacity building of government institutions and CSOs implementing the youth programs
- Conducting study and collecting gender/age group disaggregated data of youth and youth programs to enable evidence-based programming
- Awareness creation on existing opportunities through context-based means of communication (e.g., radio, hotlines, languages)
- Creating safe space for youth (e.g., GBV supervisor shelter, protection house)

#### **Points of Considerations**

- Conduct thorough stakeholder mapping for effective collaboration between governments, civil society, and development partners
- Take survivor-centered / youth-centered approach in designing and implementing the

programs, recognizing the specific needs of the target youth

- Leveraging mentorship and role-models /Peer-to peer approach
- Leveraging traditional and indigenous knowledge to resolve local challenges
- Ensuring sustainability of the youth programs by putting a sustainability strategy from the beginning
- Pay proper attention to youths' mental health
- Adopt "care for caregivers" approach to help mental wellness of the care workers

#### 6.1.4. Comment and Evaluation Session

Speakers: Ms. Amina Farah (IGAD), Dr. Yoshito Nakagawa (JICA)

- **Group 1: Enhancing Protection for Women and Youth** Strengthening legal frameworks for GBV survivors, expanding legal aid access, and creating safe spaces.
- Group 2: Youth Participation in Policy and Decision-Making Establishing youth
  councils, improving mentorship programs, and expanding ICT access for youth
  engagement.
- Group 3: Peace and Security for Vulnerable Populations Addressing economic insecurity as a driver of violence, promoting peace education, and expanding psychosocial support services.

The comment and evaluation session adopted relevant theoretical frameworks to analyze each presentation through these analytical frameworks. One of the questions addressed by Group 1 was what is required to focus on "invisible" women, youth, and vulnerable populations. The theory of the "three dimensions of power" proposed by Lukes (1974) (Figure 1) was introduced as a relevant framework to analyze the challenges that render the targeted populations "invisible." Group 2's presentation included the question of what is required for "meaningful participation." It was noted that "meaningful participation" is achieved through both quantitative and qualitative improvements in participation (Figure 2). Regarding the qualitative aspect, Arnstein's (1969) "eight ladders of participation" theory was introduced to explain the enhancement of participation quality (Figure 3). Group 3's presentation included the question of what activities are effective in enhancing "human security." In the session, UNDP's (1994) "human security" theory, which focuses on "freedom from fear" and "freedom from want" (Figure 4), was explained. While their presentation was primarily based on the perspective of "freedom from want," the significance of "freedom from fear" was also highlighted, particularly in conflict-affected regions. Through using the theoretical frameworks, the session helped participants to understand the theoretical analysis and foundations of their work.

## Session 1: How to Make Visible Those Who Are Invisible?

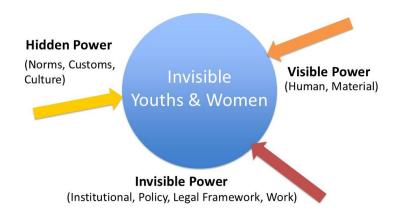


Figure 1. "Three Dimensions of Power"

## Session 2: Understanding Meaningful Participation

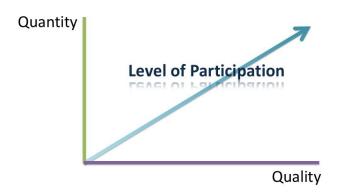


Figure 2. "Meaningful Participation"

## How to Improve the Quality Dimension of Participation?

#### 7 Ladders of Participation (Arnstein, 1969)

1. Manipulation
2. Therapy
3. Informing (Invited)
4. Consultation
5. Placation
6. Partnership
7. Delegated Power
& Citizen Control

Closed
Invited
Claimed/
Demand Area

Figure 3. "Eight Ladders of Participation"

## Session 3: How to Secure Those Who Are Insecured?

#### Freedom of Want

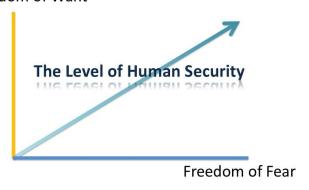


Figure 4. "Human Security"

#### 6.2. JICA Closing Remarks

Speaker: Mr. Shintaro Takano (JICA Ethiopia Office)

Mr. Takano concluded the seminar by summarizing the key outcomes of the seminar and emphasized JICA's commitment to supporting youth and women in the Horn of Africa. He highlighted the seminar's success, noting the active discussions, and introduced JICA's ongoing efforts to enhance initiatives for youth, vulnerable groups, and women. In Ethiopia, current activities include providing emergency relief including dignity kits to young women in conflict-affected areas to ensure their access to education and offering IT training to young people to help them acquire expertise. He also stressed the importance of networking and partnership

among seminar participants, noting its potential to influence leadership decisions.

#### 6.3. Conclusion

The seminar successfully synthesized key discussions, producing concrete recommendations for policymakers, development agencies, and civil society organizations. The collaborative efforts initiated at the seminar will serve as a foundation for sustainable policy reforms and capacity-building programs across the region.

#### 7. Feedback from the participants

Below are the major feedback and comments from the participants.

#### 1) Learning/Take away from the seminar

Through this seminar, participants gained deep insights into gender equality, the participation of youth and women in peacebuilding, governance, conflict resolution, and regional cooperation. Many participants realized that women and youth are not merely victims of conflict but active agents of peacebuilding. They particularly learned from case studies from Kenya and South Sudan about the establishment of GBV One-Stop Centers and the importance of tailored approaches to regional challenges. Additionally, the significance of National Action Plans (NAPs) was highlighted, reinforcing the need for each country to develop and implement concrete policies.

Another key takeaway was the **importance of intergenerational dialogue and collaboration**. Participants understood that sharing knowledge and experiences between youth and older generations is essential for sustainable peacebuilding. The discussions emphasized how integrating the voices of young people into policymaking can lead to more effective peace and security strategies. Furthermore, they recognized the increasing role of **technology and digital tools** in peace and security efforts, particularly in addressing **emerging threats like cyber insecurity** and **leveraging digital platforms for youth empowerment**.

Lastly, participants learned that **collaborating across national, regional, and international levels** is vital for effective peacebuilding. They acknowledged that tackling security and peace challenges requires **multi-sectoral cooperation** involving governments, civil society, and international organizations. By engaging diverse stakeholders and fostering partnerships, countries can develop more **context-specific and sustainable** solutions to enhance peace and security.

#### 2) Major actions to be taken in the participants' countries

Based on their learnings from the seminar, participants expressed a strong commitment to implementing concrete policies and projects in their respective countries. First, many participants plan to focus on the development and implementation of National Action Plans (NAPs). They intend to work closely with government agencies and civil society to strengthen policies that enhance the

participation of women and youth in peacebuilding. Specifically, they aim to establish partnerships with policymakers to drive forward the Youth, Peace, and Security (YPS) and Women, Peace, and Security (WPS) agendas.

Secondly, drawing inspiration from case studies in Kenya and South Sudan, several participants plan to set up or strengthen GBV One-Stop Centers in their countries. They want to enhance victim support services, expand access to justice, and develop preventive education programs to combat gender-based violence. Some also expressed their intent to collaborate with law enforcement and local governments to establish legal support systems and accessible reporting mechanisms for GBV survivors.

Moreover, some participants emphasized the **importance of digital technology in peacebuilding**. They aim to launch **awareness campaigns, online platforms, and training programs** to educate youth on peace, security, and human rights. With the rise of misinformation and cyber threats, they plan to introduce **media literacy initiatives** to equip young people with the skills needed to counteract disinformation and prevent digital conflicts.

Finally, participants expressed a strong desire to **build regional cooperation networks** to facilitate continuous knowledge-sharing and joint initiatives. By establishing these collaborative frameworks, they hope to foster long-term partnerships that will contribute to **sustainable peacebuilding across the region**.

### Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approach in the Horn of Africa



Date: February 17–19, 2025

Location: Sapphire Hotel Addis Ababa, Ethiopia

Hybrid/zoom:

 $\underline{https://us06web.zoom.us/j/89169461871?pwd=cnCj6RVB1ZLQb8xV6DtKh64azueCGC.1}$ 

#### Agenda:

Time	Topic	Presenter(s)	Hybrid Support
Day 1: Februa	ary 17 (Monday)		
9:00-9:30	Registration	-	-
9:30–10:00	Opening Remarks and Photo Session	Ms. Ilwad Elmi Mohamed (AU)	Yes
10:00-10:10	Introduction of Seminar Objectives	Yoko Ota, JICA Study Team	Yes
10:10–10:30	Self-Introduction	All participants	Yes
10:30–11:10	Presentation of Survey Findings (WPS/YPS)	JICA Study Team (Ms. Yoko Ota and Ms. Mariko Ikawa)	Yes
11:10–11:55	Efforts and Challenges for the Participation of Young Women in Regional Organizations (Key Note)	Ms. Amina Farah (IGAD)	Yes
11:55-13:00	Lunch Break	-	-
13:00–14:00	Panel Discussion: Challenges for the Participation of Young Women in the Horn of Africa - Legal and Policy Challenges - Capacity-Building Challenges - Socio-Cultural Norms and Practices	Moderator:  Yoko Ota, JICA Study Team  Participants: Ms. Faith Mutumba Wasubire (Uganda Paralegal Advisory) Mr. Sam Ogwal (IGAD) Ms. Blantine Loice Lavric	Yes
14:00-14:15	Break and Collection of Questions	-	-
14:15–15:00	Q&A and Discussion	Moderator: Yoko Ota, JICA Study Team	Yes
15:00–15:15	Summary of Day 1 and Explanation of Day 2 Program	JICA Study Team	Yes

### Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approach in the Horn of Africa



Time	Topic	Presenter(s)	Hybrid Support	
Day 2: February 18 (Tuesday)				
9:00-9:30	Registration	-	-	
	Introduction of JICA Global Agenda	Yoko Ota, JICA Study Team	Yes	
	Case 1: GBV awareness raising	Ms. Caroline N. Lentupuru (Kenya NGEC)	Yes	
9:30–11:30	Case 2: Meaningful Participation of Young Women in Sports and Volunteer Activities	Mr. Lemor William Joseph (Ministry of Youth and Sports, South Sudan)	Yes	
	Case 3: National Youth Service: Training Youth as Agents of Peace and Cohesion	Ms. Primerose Obala (Kenya National Youth Service)	Yes	
	Case4: Promotion of Youth Engagement	Mr. Likke Serawitu (Ethiopia Youth Council)	Yes	
11:30-12:00	Q&A	-	Yes	
12:00-13:00	Lunch Break	-	-	
13:00-13:30	Explanation of Group Work	Yoko Ota, JICA Study Team	-	
13:30–15:30	Group Work	Facilitators: JICA Study Team 1. Ms. Yoko Ota 2. Mr. Masaya Sekiguchi 3. Ms. Mariko Ikawa  Participant side: 1. Ms. Belgrade Okwiry (Program Officer, NGEC- JICA GBV Elimination Project) 2. Mr. Obed Mugisha (COACT 1325) 3. Ms. Sophia Nabukenya (She Leads Uganda)	-	
15:30–16:00	Summary of Day 2 and Explanation of Day 3 Preparations	Yoko Ota, JICA Study Team	-	

### Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approach in the Horn of Africa



Time	Topic	Presenter(s)	Hybrid Support	
Day 3: Februa	Day 3: February 19 (Wednesday)			
9:00-9:30	Registration	-	-	
9:30-9:45	Explanation of Day 3 Agenda	Yoko Ota, JICA Study Team	-	
10:00-12:00	Group Work Preparation for Presentations	Each Group	-	
12:00-13:00	Lunch Break	-	-	
13:00–14:30	Group Presentations (30 minutes per group)	Group Representatives	Yes	
14:30-14:45	Break	-	-	
14:45–15:00	Feedback and Commentary	Ms. Amina Farah (IGAD) Dr. Yoshito Nakagawa (JICA Study Team)	Yes	
15:00–15:30	Closing Remarks	Mr. Shintaro Takano JICA Ethiopia Office	Yes	

#### Annex B -Participants List

Country	Organization	Affiliation	Name
Djibouti	Ministry of Youth and Culture	Director of Youths' Economic Integration	Mr. Ismail Osman Ahmed
Djibouti	Ministry of Women	Chef de Service, MFF, Ministry of Women and Family	Ms. Arafo Mohamed Houssein
Djibouti	Association for the Development of Social Wellbeing and Youth Sports (ADSY)	-	Mr. Hassan Ali Guedi
Djibouti	The Kaizen Company	Technical Manager GBV- FGM	Mme. Kafia Omar Djama
Kenya	State Department of Youth ACE	Assistant Director, Youth Development, Directorate of Youth Social Development	Ms. Louisa Rautta
Kenya	Kenya Coalition on YPS	Steering member, Program and Training	Ms. Peally Salim
Kenya	National Youth Service	Senior Superintendent	Ms. Primerose Obala
Kenya	National Gender Equality Commission	Commissioner	Ms. Caroline Lentupuru
Kenya	NGEC-JICA GBV Elimination Project	Program Officer	Ms. Belgrade Okwiry
Kenya	UNDP	Capacity Building Officer Amkeni Wakenya Project	Ms. Zainab Ali
Region	UN Women	Regional Policy Specialist  – Women, Peace and Security Eastern and Southern Africa Region (ESARO)	Ms. Idil Absiye
Uganda	Terre des Hommes/ She Leads	Country Coordinator	Ms. Sophia Nabukenya
Uganda	COACT1325	Programme Coordinator, Youth, Peace and Security	Mr. Obed Mugisha

Country	Organization	Affiliation	Name
Uganda	Paralegal Advisory	National Coordinator	Ms. Faith Mutumba Wasubire
Uganda	Ministry of Gender	Commissioner, Gender and Women Affairs	Dr. Angela Nakafeero
Uganda	UWONET	Partnerships and Advocacy Officer	Ms. Norris Linda Nakimbugwe
Region	IGAD	Youth Envoy	Mr. Sam Ogwal
South Sudan	Initiative for Peace Communication Association (IPCA)	Head of the Program	Ms. Blantine Loice Lavrick Yerimia
South Sudan	Ministry of Youth and Sports	Director General of Youth Empowerment	Mr. Lemor William Joseph
Ethiopia	Youth Council	Strategic Partnership & International Relations Officer	Mr. Likke Serawitu Yimer
Ethiopia	ACSO	Project Management, Partnership & Resource Mobilization Team Leader	Mr. Endriss Yousif
Ethiopia	Ethiopian Youth Entrepreneurs Association	Membership Engagement Manager	Ms. Fozia Mohammed
Ethiopia	Ministry of Peace	National Volunteer Service M&E Directorate Director	Mr. Tesfaye Muleta
Ethiopia	Ministry of Peace	Federalism and Democracy Expert	Mr. Demeke Biazine
Ethiopia	Ministry of Peace	Women and Social Affairs Expert	Mrs. Banchiyerga Abebe
Ethiopia	Ministry of Peace	Advisor to State Minister of Federalism & Conflict Management	Mr. Habetamu Metiku
Ethiopia	Ministry of Women and Social Affairs	Youth Voluntary Service Coordination Desk Head	Mr. Habtamu Kebede

Country	Organization	Affiliation	Name
		United Nations	
	Ministry of Woman and	Population Fund as	
Ethiopia	Ethiopia Ministry of Women and Social Affairs	Technical Specialist	Mr. Seleshe Wendafrash
		GBV/Gender, HPs &	
		Youth of MoWSA	
Region	IGAD	Program Officer in Peace & Security Division	Mr. Moges Ali

# Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approach in the Horn of Africa Regional Seminar Objective & Schedule of the Seminar

February 17, 2025 JICA Study Team

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#### **Background & Importance of This Seminar**

The Horn of Africa is facing multiple, interconnected challenges, including armed conflicts, climate change-induced disasters, and economic instability. These issues disproportionately affect women and youth, making their active participation in peacebuilding and development crucial.

Global frameworks, such as UN Security Council Resolutions 1325 and 2250, emphasize the need to protect and empower these groups. In line with these principles, this seminar aims to provide a platform for discussing regional, transboundary issues and opportunities for cooperation.

Japan International Cooperation Agency (JICA), with its long-standing commitment to "human security," has been advocating for development cooperation that centers on individuals. Under the conditions, JICA implements the survey called "Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approaches in the Horn of Africa" and as a conclusion of this survey, this seminar seeks to integrate these principles to address the transboundary challenges of the region.

#### **Objectives of the Seminar**

This seminar has four key objectives:

- **1.Analyze the challenges and opportunities** for women and youth in the Horn of Africa.
- **2.Identify regional common issues** to develop multi-country assistance strategies.
- **3.Discuss the necessary actions to be taken** including the roles of stakeholders.
- **4. Propose items for consideration** to inform JICA's future assistance projects from the past experience and context of HoA region.

These discussions will also contribute to the **preparations for TICAD9**, which will take place in August 2025.

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#### **Expected Outcomes**

At the end of this seminar, we aim to achieve the following outcomes through presentation from the speaker, Q&A, and group discussion:

- . Refinement of key challenges and needs in the region.
- Compilation of practical recommendations for future cooperation.
- Lessons learned and consideration to guide JICA's future projects in the Horn of Africa.

#### **Reporting Guideline**

To facilitate open and constructive discussions, please note that comments and opinions shared during this seminar will be included in the final report without attributing them to specific individuals.

This approach ensures that participants can freely express their views while maintaining confidentiality.

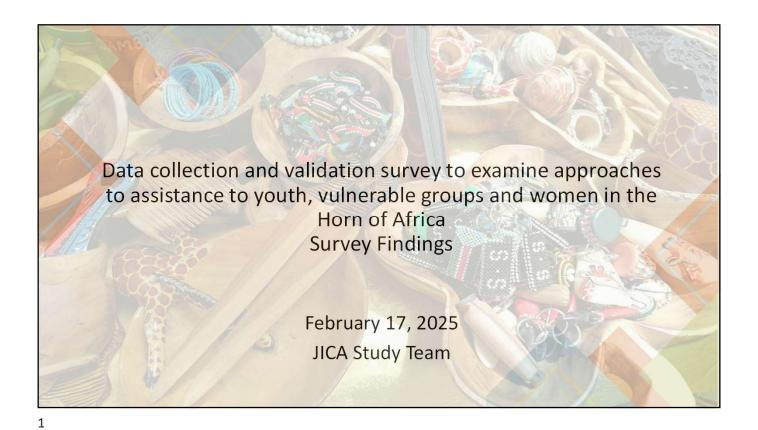


Table of Contents

1. Basic information of the survey
2. Objective of the survey and survey items
3. Survey result and finding (WPS)
4. Survey result and finding (YPS)

#### 1. Basic Information

Period of Study	Jun 2024 – Apr 2025
Target Countries	Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda
Commissioned by	Japan International Cooperation Agency (JICA)

#### 2. Objective of the survey& survey items

- Identify and analyse the situations and challenges of the youth, vulnerable groups, and women in the Horn of Africa (HoA) region
- Identify and analyse assistance policies and initiatives by government agencies, international/regional organisations, donors, NGOs, civil society organisations, etc. to address the challenges
- Propose cross-sectional and region-wide assistance approaches for upcoming TICAD9

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#### **Survey Items**

#### 1. Situation & Challenges

- Assess current trends and challenges affecting youth, vulnerable groups, and women
- Understand socio-economic and policy landscapes in the target countries and the HoA

#### 2. Policy & Initiative Mapping

 Identify policies and initiatives by governments, international/regional organizations, donors, NGOs, and civil society organizations addressing these challenges.

#### 3. Identify Regional Common Issues

- Highlight shared challenges across the region.
- Understand international/regional efforts and donor-supported initiatives tackling these common issues.

#### 4. Lessons Learned & Best Practices

• Extract key lessons and good practices from various initiatives by international/regional organizations, donors, and NGOs.

#### 5. Assistance & Cooperation Needs

Determine the specific assistance and cooperation requirements of the target countries and the HoA region.

#### 6. Strategic Recommendations for TICAD9

- Propose cross-sectoral and region-wide assistance strategies.
- Suggest integrated approaches to ensure sustainable impact.



#### Common challenges of WPS agenda

Participation:

Economic constraints, social customs, and prevailing violence limit women's political participation, while traditional gender norms hinder young women's involvement in peacebuilding and decision-making.

Protection:

Weak access to justice, lack of judicial personnel, police capacity, and inadequate shelters result in ineffective protection for women and survivors of gender-based violence.

Prevention:

Despite awareness campaigns, harmful practices like female genital mutilation and child marriage persist, and widespread violence against women remains a major challenge in both conflict and peacetime.

Relief and Recovery:

Women face heightened risks of sexual violence and forced marriage in crisis settings, while resource shortages, climate-induced displacement, and inadequate support systems make post-conflict recovery difficult.

#### National Action Plans (NAPs) & Implementation Efforts

#### 1.WPS NAP Development

- a. WPS framework promotes National Action Plans (NAPs) as per UN Security Council resolutions.
- b. Implementation is guided by four key pillars.

#### 2.NAP Progress in the Region

- a. Kenya, Somalia, Uganda: Effective NAPs & Local Action Plans (LAPs) formulated.
- b. Ethiopia, Djibouti, Sudan, South Sudan: NAPs in development or update phase.

#### 3. Key Actors & Implementation

- a. UN Women: Lead agency in NAP development.
- b. Other UN agencies (UNDP, UNFPA, IOM) & Donors: Support implementation.
- c. NGOs/CSOs: Carry out grassroots prevention & protection activities with donor funding.

#### 4. Regional Coordination

- a. AU& IGAD: Oversees policy development & monitoring.
- **b. Current Efforts**: Reviewing WPS Regional Action Plan monitoring & developing statistical data collection guidelines.

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#### 3. Survey result and finding (WPS)

#### Women's Political Participation for Peacebuilding:

 Regional initiatives promote women's political participation via quota systems.

#### Political participation barrier:

(i) Economic constraints, (ii) Social customs, (iii) Various form of violence(election related violence)

#### Security sector (police& justice) participation barriers:

- (i) Education level, (ii) Social norms, (iii) Workplace conditions
- WPS NAPs & LAPs support women in **peace committees**, **grassroots arbitration**, **and conflict prevention**.
- Male leader training & awareness programs implemented in all countries.
- Slow progress in young women's participation remains a challenge (WPS led by older women, YPS by young men).

#### Prevention

#### Regionwide effort:

- Women's human resource development for conflict prevention is promoted in all countries
- Peace education and GBV awareness-raising implemented in schools in several countries

#### Perception gap:

- Women and decision-makers often have differing views on "peacetime."
- In HoA countries, violence against women is widespread- regardless of the state of conflict- making the environment neither peaceful nor secure.
- Women suffer greatly from regional destabilization in the Horn of Africa.
- Prevention efforts should focus on fostering a society intolerant of GBV and CRSV (Conflict-Related Sexual Violence).

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#### 3. Survey result and finding (WPS)

#### Prevention (Cont'd)

#### Awareness & Education Efforts:

- International organizations, NGOs, and donor agencies **engage local influencers** (elders, religious & cultural leaders).
- Awareness raised through school education, radio, and media.
- Efforts target harmful practices: FGM, child marriage, and forced marriage. Limited resources hinder nationwide implementation.

#### **Priority Areas for WPS LAPs & Awareness Campaigns:**

• High-risk conflict areas, border regions, and vulnerable communities.



#### **Protection**

- Existing Efforts: One-Stop Centres (OSCs) for GBV victims, GBV officers in police forces, and shelters are being established in some countries.
- Protection Focus in Conflict Areas: Resources are directed toward protection, leaving prevention and participation underfunded.
- Structural Barriers: Court procedures are slow, distant, expensive, and psychologically burdensome.
- Geographical & Institutional Barriers: Large land areas and limited centralized justice services.
- GBV Justice Challenges: Victims face difficulties in reporting due to distance and slow judicial processes.
- Juvenile Justice Issues: Backlogs and lack of legal aid make justice inaccessible for both perpetrators and survivors.

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#### Ref: Challenges in Access to Justice: Key Issues & Responses

#### **High Cost**

- Countries provide legal aid & pro bono assistance, but coverage varies.
- Women's Bar Associations train women in self-representation (Kenya, Ethiopia).

#### **Slow Process**

- Judicial personnel shortages and case backlogs cause delays.
- Responses:
  - (i) Expansion of judicial human resources
  - (ii) Creation of issue-specific courts
  - (iii) Digital infrastructure & case management improvements
- Informal justice (AJS) & national mediators are being institutionalized, but their use in GBV cases remains controversial.

#### Far Away (Limited Access to Courts)

- Mobile courts, call centers, & digitization improve accessibility, but progress is inconsistent.
- UN & bar associations provide support, but mobile courts remain infrequent (e.g., South Sudan).
- One-Stop Centres (OSCs) for GBV victims are being developed in various countries.

#### **Recovery and humanitarian assistance following disasters and conflicts**

- Negative impacts on women's safety such as CRSV due to increased Communal Conflict from lack of resources due to drought and flooding caused by climate change in the Horn region in general, increased risk of sexual violence due to long travel times to fetch water, forced marriage due to poverty, and increased trafficking in persons are increasing.
- The increased influx of IDPs and refugees due to the impact of conflict in Ethiopia, Sudan, South Sudan and Somalia, combined with the above-mentioned climate change, including the depletion of resources in host communities and the increase in transboundary trafficking, has resulted in a complex humanitarian crisis.
- The special needs of women in relation to DDR (e.g. being in childcare, balancing domestic work, etc.) are difficult to meet without an aid agency due to a lack of financial and human resources in government agencies.

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#### 3. Survey result and finding (WPS)

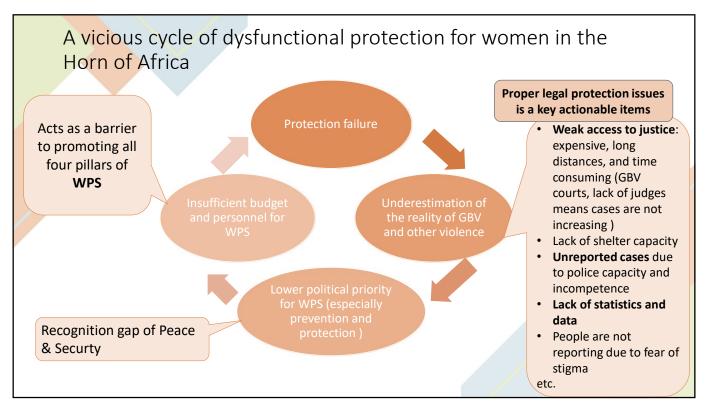
#### **Challenges of the WPS**

<u>Due to dysfunctional governance and social practices</u>, difficulties in understanding the actual situation of violence against women tend to lead to under-recognition of the damage and lower policy priorities.

The challenges in promoting the WPS agenda are <u>cited by all countries as patriarchal</u> <u>social practices that persist, particularly in rural areas</u>, and are a barrier in all pillars: <u>participation</u>, prevention, protection and relief and recovery.

On the other hand, through the development and implementation of LAPs and a series of grassroots-level awareness-raising activities (religious leaders, media in rural areas), more male leaders and decision-makers have shown an understanding of the importance of women's participation.

There is a common perception among countries that the <u>whole region has become</u> particularly <u>unstable</u> in recent years due to economic deterioration and inflation caused by <u>increased conflicts</u> and disputes <u>over resources due to climate change</u>.





#### Youth, Peace, Security (YPS) 5 Pillars



#### **Participation**

Take youth's participation and views into account in decision-making processes, from negotiation and prevention of violence to peace agreements.



#### **Partnership**

Engage young people during and after conflict when developing peacebuilding strategies, along with community actors and United Nations bodies.



#### **Protection**

Ensure the protection of young civilians' lives and human rights, and investigate and prosecute those responsible for crimes perpetrated against them.



#### Disengagement and reintegration

Invest in youth affected by armed conflict through employment opportunities, inclusive labour policies and education promoting a culture of peace.



#### Prevention

Support young people in preventing violence and in promoting a culture of tolerance and intercultural dialogue.

Source: The Missing Peace, INDEPENDENT PROGRESS STUDY ON YOUTH, PEACE AND SECURITY © 2018 UNFPA and PBSO

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#### 4. Survey Findings (YPS)

#### (1) Challenges Commonly Discussed on YPS

- Participation: Lack of Inclusive Process. Decisions are made without youth involvement.
- Protection: Shrinking Civic Space is a concern. Limited safe space for peacebuilders/ human rights activists. Freedom of association, speech etc.
- **Prevention:** There is a room for promotion of peace culture in the society. Persistent horizontal inequality hinder participation in socio-economic activities.
- Partnership: General lack of coordination among stakeholders.
- **Disengagement and Reintegration:** DDR programs are often not youth-friendly due to the absence of youth in the formal peace process.

(2) Actions Taken and Current Situation : Promotion of YPS agenda

Overall, Government is aware of the need to promote 'youth participation'

- AU: YPS Framework (2020) and 10-year implementation plan.
   Draft Guideline for the formulation of NAPs for Member States.
- IGAD: Youth Policy (2023), appointed Youth Envoy, established the Youth Peace Forum and strengthened the capacity of youth leaders.

On the other hand, **No YPS-RAP yet**. No specialized department in charge of youth issues and the lack of youth officers in each department.

- Youth Policies developed (Somalia, Kenya (youth bill under preparation) or under revision (Uganda, Djibouti, Ethiopia, South Sudan).
- YPS-NAP development has just begun (Kenya, Uganda, Ethiopia, Somalia).

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#### 4. Survey Findings (YPS)

- (2) Actions Taken and Current Situation: Participation
- Youth policy put emphasis on the regular meetings with youth and stakeholders for policy implementation. Interviews in some HOA countries suggested <u>this is often not practiced</u> due to various limitations.
  - Accessing youth is difficult due to the large geographical area of the country and security concerns (e.g., Kenya, Uganda, Ethiopia, Sudan, South Sudan).
  - Great effort in Kenya: Ministry of Youth has been making a tour to all the counties to get opinions on the National Youth Bill (2024).
- Policy implementation requires strong political commitment.
   Ministry of Youth is often are under resourced and frequently
   changing structure (merging and separating with sports, gender,
   culture etc).
- Youth Union is one of the key mechanism to ensure participation of youth. Yet, Youth Union alone cannot represent diverse youth.

- (2) Actions Taken and Current Situation: Protection –Safe Space
- Legal associations offer supports to the youth activists.
   Yet, there are significant differences in the enabling environment for the judicial system from country to country.
  - -Kenya is a leading example: Kenya's Law Society support the youth during the appeal of youth voices.
  - -Young law students provide advices to juvenile cases.



• UNDP supports the government to improve "access to justice" through mobile courts and capacity building of judicial personnel in the region.



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#### 4. Survey Findings (YPS)

#### (2) Actions Taken and Current Situation: Prevention

## COMPACTIVE CROWN PRINCES COMPACTIVE CROWN PRINCES LEWIS DEPOSITES CROWN PRINCES EMTEROPISES CROWN P

#### [Promoting Peace Culture]

- **Education**: **Peace education** is introduced (Kenya, Ethiopia), but implementation depends on schools and volunteers. Legal and civic education has not yet been introduced in the curriculum.
- Health and wellbeing: Government introduced sports or events through community youth hubs to promote youth potential and mitigate the challenges of idle youth engaging in substance abuse, etc. (Ethiopia, Djibouti, Kenya, Uganda)

#### [Promoting Economic participation]

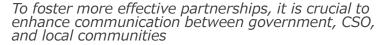
- **Employment** promotion, National volunteer schemes (Kenya, Uganda and Ethiopia), internships, community services and vocational training.
- **Entrepreneurship** assistance programs, Youth business promotion by government procurement quota (Kenya, Uganda, Djibouti).

Youth voice: There is a good will, but these services are not always reaching the needy ones.

(2) Actions Taken and Current Situation: Partnerships



- [Within government] **The Youth Policy emphasize coordination** with related ministries, Uganda also has special document on coordination mechanism for youth programs. *Realization is still limited due to various barriers*.
- [CSOs] There are networks and cooperation among the CSOs on peacebuilding (Kenya YPS Coalition, HOAYN, Ethiopia Peace & Security Consortium, etc). New/young CSOs need to build capacity to exercise their full potentials.
- [Local communities] Both government agencies and CSOs working on **such as inter-generational dialogue and dialogue involving religious leaders** to promote mutual understanding avoiding polarization of youth versus others. (South Sudan, Kenya, Djibouti, Uganda, etc)





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4. Survey Findings (YPS)

(2) Actions Taken and Current Situation: Disengagement a r Reintegration

#### <DDR>

- As an example of DDR, Ethiopia's National Rehabilitation Centre (the agency in charge of DDR) identifies the target group and listens to their respective needs. Though NRC follows the international DDR standard, limitation exist because of insufficient involvement of the youth and women throughout the peace process.
- There are assistances for the former offenders, while the community affected by these offenders/conflict claims the support is not there for them. Such sentiment of may lead to community fragmentation. (Reported in an interview in Uganda).

## (2) Actions Taken and Current Situation: Reintegration-Juvenile Justice

#### Protection and Reintegration of children and young people>.

- Another essential aspect of YPS is the strengthening of a functioning Juvenile Justice System. This aspect still receives limited assistance but is highly needed in all countries.
- For Juvenile Justice and Reintegration, there is a gap in scope as the target age for justice is lower than the age of youth as a whole (generally up to 17 or 18 years old).
- The formal judicial system is overburdened and limited with resources. The number of correction facilities, as well as officers and staff involved, are in shortage and need capacity building.
- In all countries, there is a **significant demand for diversion programs**. Kenya has introduced a probation officer system with JICA assistance, and there are calls from justice and correctional sector officials in Uganda, South Sudan and Ethiopia to consider similar institutionalisation.
- Child and women's issues are inextricably linked (e.g., Child and Family Protection Unit within the police in Uganda and South Sudan).

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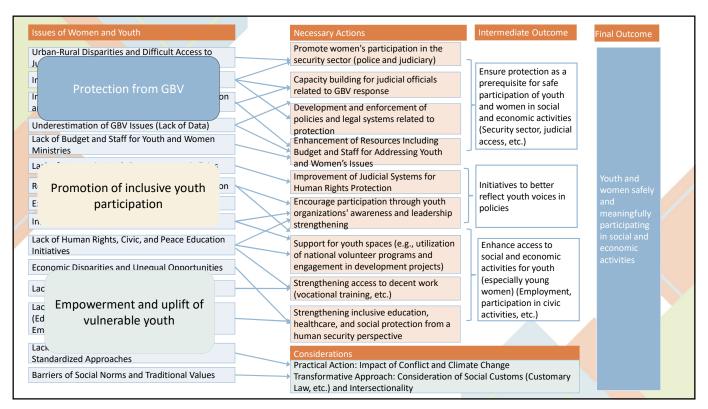
#### 4. Survey Findings (YPS)

#### (3) Key Remaining Challenges

- **Increasing Recognition on YPS:** Importance of leveraging the Youth Bulge for national development and peacebuilding.
- Participation: Young people are urging the government to ensure an inclusive decision-making process. There is a need for safe, open, and accessible platforms for youth from diverse background.
- **Protection:** CSO's capacity enhancement is a key for enlarging the civic space. Formal judicial system is overburdened. Alternative justice system is in high demand.
- Prevention: The disrespect of differences among youths, which enables those who
  attempt to exploit and maneuver for their gain, including political entrepreneurs and
  extremists. Improving the well-being of vulnerable youth through quality education and
  health services is crucial to prevent their isolation and exclusion from socio-economic
  participation and allow them of chance of vertical mobility.
- Partnership: General lack of coordination stems from trust relationship.
- Disengagement and Reintegration: Ensuring youth-friendly programming is key for sustainable peace. Urgent need to support reintegration of children and youth in contact with the law.

## Summary- Challenges of WPS/YPS agenda in the HoA region

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Introduction

Overview of the Horn of Africa (HoA) region
Importance of young women's participation in socio-economic and political spheres
Legal and Policy Issues
Key issues affecting their involvement
Call to action



#### **Key Issues:**

Look at participation of young women in different spheres (social, economic, political) as leaders, security personnel, prison service, business/entrepreneurs, relationships)

The HoA made up of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda generally ranks lower in closing the gender gap compared to other African regions. (Ethiopia, Somalia, and Eritrea show significant challenges in achieving gender equality across economic, social, and political spheres (Africa Gender Index Analytical Report 2023)

Uganda has the youngest population in the world with 78% of its citizens below the age of 35 years. (UNICEF 2022) Might double in 25 years.

Similar Challenges across African states

Legal and policy frameworks often fail to address women's unique challenges. (leading to harsher punishments compared to men)

3



#### Cont.

- UNESCO 2022 indicates a 76.53% literacy level for women compared to 84.85% for men. These
  are challenged by the complicated procedures and costs involved in the justice sector among
  other spheres.
- Women's Political Participation (WPP) Africa Barometer 2024 reveals women constitute just a
  quarter of the 13,057 parliamentarians in Africa 26% in the lower houses, and 21% in the upper
  houses of parliament.
- Electoral gender quotas in Uganda have increased women's numbers in Uganda's parliament to 34% since 1989. However, women politicians continue to be restricted to minority representation, constantly battling stereotypes that seek to maintain the status quo of male dominance in political spaces. (The conversation March 2024)
- Prevalent stereotypes and discriminatory practices perpetuate inequality and hinder women's ability to seek legal remedies and participate in key decision-making processes

This presentation highlights such key challenges and proposes solutions, drawing lessons from the PAS access-to-justice model empowering vulnerable groups in Uganda.

2/28/2025 4



## Why on Young Women

- Young women represent a significant portion of the population in the Africa. On average the female population in Africa is 50.08% of the total population estimated at 1.536 billion as of 2025. (Population of Africa (2025) World Barometer.
- In 2017, the majority of female prisoners in Uganda were between the ages of 20 and 39. The percentage of female prisoners in Uganda has been increasing gradually over the years (In 2017, there were 1,007 female prisoners in Uganda at 3.2% compared to 2024 at 4.8%
- Their participation is critical for sustainable development, peacebuilding, and economic growth in the HoA.
- Agenda 2063: Envisions a non-sexist Africa where both girls and boys can reach their full
  potential.
- Over 9 million women of reproductive age (15 to 49 years) face particular dangers to their health and aggravated risks of gender-based violence. (UNFPA Response Plan 2022/2023)
- Empowering young women leads to healthier families, stronger communities, and more resilient

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#### **Legal Barriers to Participation**

- **Discriminatory Exploitative Laws:** Restrict women's rights to property ownership, inheritance, and employment. UWOPA and CEDOVIP
- **Child Marriage Laws:** Inconsistent enforcement limits girls' education and opportunities.
- **Gender-Based Violence (GBV):** Lack of robust legal protections for women perpetuates the vice making the GBV victims voiceless.
- **Digitalization Challenges:** Low uptake of digital justice systems like Uganda's Electronic Court Case Management Information System (ECCMIS) by women.

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#### **Policy Barriers to Participation**

- Lack of Gender-Responsive Policies: Existing frameworks are not resolute to address the specific justice needs of young women, including financial inclusion through entrepreneurship and access to financial resources. Lack of sufficient protection for GBV survivors. Shelters by Civil society
- **Education Gaps:** Limited access to quality education and vocational training for the girls in some regions within the HoA.
- Healthcare Access: Inadequate reproductive health services and maternal healthcare support for women in the marketplace and available spaces.



#### **Socio-Cultural Barriers to participation**

- Patriarchal Norms: Deep-rooted cultural beliefs and practices limit young women's roles and potential to thrive in domestic spheres. E.g. some cultures neglect educational opportunities for girls, and promote child marriage and female genital mutilation (FGM) which impedes women's participation.
- **Stigma and GB-Discrimination:** Young women face stigma when participating in politics or leadership roles.
- Limited Role Models: Few visible female leaders to inspire young women.

Reference: UNICEF report on child marriage and FGM in the Horn of Africa

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#### **Economic Barriers to participation**

- Financial Burden: Poverty and meagre resources, significantly impact women's active participation in the HOA. Financial freedom empowers young women to demand and also have a stake in society.
- **Disparities and inequities**: Gender pay gaps and employment discrimination often lead to high levels of unemployment among young women

**Reference:** Horn of Africa Regional Development Action's initiatives on youth and women empowerment.

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#### **Security and Conflict Issues**

- Impact of regional conflicts on young women's safety and participation
- Increased risk of gender-based violence in conflict zones

Reference: The Guardian's report on sexual violence in Sudan



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#### Case: From the HoA

- Ethiopia: Progress in gender quotas for political representation, but challenges remain in rural areas.
- **Somalia:** Young women's participation in peacebuilding efforts, despite legal and cultural barriers.
- **Sudan:** Youth-led movements advocating for women's rights post-revolution.
- **Uganda:** Paralegals have successfully supported women in accessing justice, resolving land disputes, combating GBV and rehabilitating and reintegrating female offenders, among other women's rights organisations.



# Recommendations: Legal and Policy Reforms

- Strengthen Legal Frameworks and gender-sensitive laws: Enforce laws against GBV, child marriage, and discrimination in inheritance law, and property rights.
- **Promote Gender-Responsive Policies:** Establish programs and policies that address education, legal aid, healthcare, and socio-economic empowerment of women.
- Increase Representation: Implement quotas for young women in political and leadership roles.
- Community Engagement: Challenge harmful norms and promote gender equality through collaborative approaches and deepening dialogue.
- **Best Practices:** Promoting grassroots initiatives with low-cost high-impact results like PAS as a preventive approach and a learning model for the HoA.

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#### **Legal and Policy Reforms**

- State to adhere to gudielines that promote the rights of women. Principle 10 of UN Guidelines: Ensure equity in access to legal aid for women and vulnerable groups.
- Capacity Building: Initiate and promote gender-sensitive training for justice actors to address women's access to justice needs. Gender sensitive non-custodial sentencing, social inquiry reports, considering enacting inclusive family inheritance, marriage, and divorce laws.
- Specialized Courts: Establish courts focusing on women's rights through providing free or low cost legal aid services (like 'isange' centers in Rwanda)
- Empower Communities: Increasing legal awareness about women's rights, through a collaborative approach with grassroots organizations, community leaders and cultural institutions to address cultural barriers and promote gender equality in the justice system.



#### The Role of PAS

- Contributed Access to Justice: Sensitizations, follow-up, and diversion of cases at justice institutions.
- Strengthening cordination of Justice Institutions: Ensuring adherence to constitutional standards. e.g., the 48 hour rule, police bond, and bail. Linking the infirmal and formal justice sectors
- Linking Formal and Informal Systems: Facilitating stakeholder dialogues and alternative dispute resolution (ADR).
- **Prevention Role:** Addressing 64% of unresolved criminal justice problems through community engagement. (HiiL Report) 64% of cases in the community remain unresolved. (community members esp. women do not know how to access justice remedies)
- Advocacy: Promoting for gender-sensitive initiatives and adherence of justice institutions to
  constitutional standards Due to the harmful effects of imprisonment on women and their
  children, noting the serious levels of overcrowding across the African region's prison systems
  (Uganda prisons as Jan 2025 make up 80,248 women contributing 4.8%) there is increased need
  to decriminalising petty offences and ensuring that plea bargaining and other similar measures
  are not gender blind.

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#### **Lasting contributions**

- Human face in the administration of justice reaches the last person at the household leveldisputes resolved at the household/village level, more people know and understand the reporting mechanisms and more people can navigate the formal justice system (need for daily presence to prevent the flow of disputes into the formal complicated system disproportionately affecting women)
- Contributed to a major reduction in the prison population btn 2005 to 2017 from 63% to 52%
- PAS Foot soldiers (Paralegals and community legal volunteers) on the ground have knowledge and experience in penetrating the community structures to cause dialogue and prevent escalation of minor issues.
- Has a National coverage yet with limited resources. Can be integrated within an established institution or an independent establishment. PRI operates a fair paralegal model with limited funding



#### Conclusion

- Young women in the Horn of Africa face significant legal, policy, and cultural barriers to participation.
- Addressing these challenges requires a multi-faceted approach involving legal reforms, policy changes, and cultural shifts.
- Empowering young women is a matter of justice and a prerequisite for sustainable development in the region.
- Call to action for stakeholders (prevention at the grassroots, male engagement, people-centred justice, beneficiary- led initiatives, women empowerment towards the 2026 election general)

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#### References

- Paralegal Advisory Services Uganda (PAS): <a href="www.pasuganda.org">www.pasuganda.org</a>
- Africa Gender Index Analytical Report 2023.
- Global Gender Gap Report 2020.
- <u>United Nations Principles and Guidelines on Access to Legal Aid in Criminal</u> Justice Systems.
- UNICEF and global legal equality frameworks
- Uganda Prisons Statistics 2023/24/25
- (Population of Africa (2025) World Barometer



# Initiative for Peace Communication Association (IPCA)



Presented by:
Blantine Loice Lavrick
Women Protection and Empowerment Manager

17th of Feb 2025

IPCA

1

# **IPCA**

#### Introduction & Background

□ Founded in 2010, IPCA is an indigenous humanitarian, peace and development South Sudanese organization.

Introduction & Background Background IPCA operates in Central Equatoria, Jonglei, Western Bahr el Ghazal, Lakes, and Western Equatoria State.

□IPCA is working in partnership with local and international organizations, and UN agencies

□IPCA undertakes comparative learning events, bringing together people to share knowledge and resources on relevant conflict issues in the country

**IPCA** 

#### **Context of Women's Peace Security in Africa.**

☐ Young Women and girls in Africa face unequal challenges with deeply rooted patriarchal beliefs that perpetuate gender inequality and are the key drivers of sexual and gender-based violence and other gender inequality.

#### CONTEXT

- ☐ These range from persistent negative social and cultural norms, gender-based violence, and barriers to socio-economic empowerment, just to mention a few.
- ☐ These hinder young women's and girls' progress toward genuine gender equality and women's participation in electoral, political, and other institutional processes that promote democracy and equality.
- ☐ Therefore, these issues obstruct young women's ability to participate fully in any processes and these cause an unfair setting of systems that do not support the growth of women and girls.

3

# **IPCA**

#### Context...cont'd

☐ Young Women and girls in Africa must advocate for system and institutional change so that socio-economic barriers and other pledges such as a 35 percent quota for women and 25 percent for youth in government institutions are fulfilled.

#### CONTEXT

- □In addition, ensure that anti-gender based violence and women participation Bill in line with international Standards is enacted by Parliament and implemented in full to protect women and girls against violence,
- □The Women Enterprise Fund Bill, to enhance women's economic empowerment and reduce their vulnerability to GBV.

#### Context... cont'd

 $\square$ Implement NAP on UN Security Council Resolution 1325/2250, other regional and international legal frames

#### Context

□Enforce the African Charter on Human and People's Rights of Women in Africa (Maputo Protocol) and renew the plan for armed forces on addressing conflict-related sexual violence (CRSV) in Africa to signal a genuine commitment to promoting the Social, economic, and political rights of women and girls in South Sudan.

☐There is a need to prioritize the delivery of key services for women and girls and prioritize women's economic and political inclusion and participation at all levels.

□Sustainable peace processes must therefore address fundamental imbalances in power by challenging oppressive gender norms.



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# **IPCA**

#### Context... cont'd

#### Context

□Sustainable peace processes must therefore address fundamental imbalances in power by challenging oppressive gender norms.

□Hence, intervention for women and girls must be recognized and gender concerns placed at the front and Centre of peace and security conversations to ensure sustainable peace processes

**IPCA** 

Theme

CHALLENGES FACING YOUNG WOMEN PARTICIPATION IN AFRICA

□ Legal and policy challenges
□ Capacity building challenges
□ Social norms and cultural practice challenges

**IPCA** 

7

# **IPCA**

Legal and policy challenges

#### Context-specific changes facing women in Africa

- ☐ Policies on Gender Responsive Budgeting
- ☐ Political parties' resistance to including-to-including women as leaders and candidates, and winner-takes-all-all electoral systems that make it difficult for women to compete on an equal footing with men.
- ☐ Economic Development and Poverty Reduction Strategy
- □ National Gender Policy not being fully implemented in most countries

Legal and policy challenges

#### **Context-specific changes facing women in Africa**

- Constitutional laws
- ☐ Hindrance of the Customary laws
- Laws, policies, and programs promoting gender equality and the empowerment of Young women (Anti-GBV/Family, Affirmative action, NAP, Women/Youth, Women/Youth Enterprise fund
- □ lack of political will to implement policies that protect the rights of women and girls.

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# **IPCA**

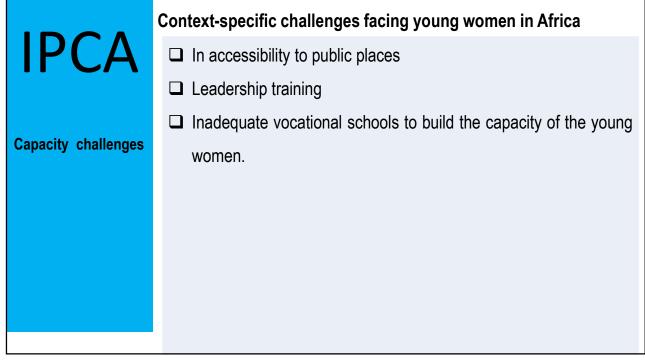
Capacity challenges

#### Context-specific challenges facing young women in Africa

- Lack of economic and social opportunities including academic and professional training opportunities and access to leadership
- ☐ The local university has no tailored technical training on project management, Peacebuilding, conflict/Natural resource management, GBV, fundraising, lobbying, and advocacy in a fragile environment.

# Context-specific changes facing women in Africa Limited institution that provides an internship program for young women. Inadequate exchange learning programs In accessibility to public places Intergenerational gaps among young women and senior women, in business, politics etc

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Social norms and cultural practice challenges

#### Context-specific changes facing women in Africa

- **Education and skill development:** there is unequal access to education due to social norms that prioritize boy education over Girl leading to lower enrollment and completion rates of girls.
- ☐ Forced/early marriage
- ☐ Many communities force their girls leading to school dropout and limiting their future opportunities.

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# **IPCA**

Social- Norms and cultural practice challenges.

#### Context-specific changes facing women in Africa

Stereotypes about young women's roles and responsibility

□ Discourage girls from pursuing certain fields of study eg. STEM (Science, Technology, Engineering, and Mathematics.

#### **Economic opportunities.**

□Limited Economic opportunities to access economic resources such as land, and the credit market, hinder their ability to start and grow businesses.

#### **Traditional Gender Roles/Unpaid Care Work**

☐ Young Women are considered to be at home and men are in the office

Social- Norms and cultural practice challenges.

#### Context-specific changes facing women in Africa

#### Social and political participation

□Negative social norms suppress women's voices, limiting them from participating in the decision-making process at the local and national levels GBV

#### Discrimination in the workplace:

□Women face discrimination in the workplace including lower wages, limited promotion opportunities, and sexual exploitation and harassment limiting their participation.

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# **IPCA**

Social- Norms and cultural practice challenges.

#### Context-specific changes facing women in Africa

- ☐ Women's rights in marriage and family
- Women's inheritance rights
- ☐ Women's rights to peace and security
- ☐ Women's reproductive rights and rights to health

#### **Future Prospects**

#### **Future Prospects**

- □Educating Young women at the grassroots level on peace and security agenda
- □ Forming WPS/YPS working groups and networks in the community
- □Need to create a national plan of action from the state, county, Payam, and Boma level
- □Awareness raising on the WPS agenda
- □Train women at the grassroots level to in level to participate early warning system this is to identify conflict indicators and report to relevant stakeholders to inform the decision to endure

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# **IPCA**

#### **Future Prospects**

#### Future Prospects... cont'd

- ☐ Train young women peace mediators at the grassroots level to address local conflicts at the community level also there is a need for young women situation to monitor and prevent election-related violence
- ☐ Train and deploy young women peacekeepers and there is a need to provide incentives to countries deploying female peacekeepers
- ☐ Economic empowerment
- ☐ Budgeting for women's peace.

**IPCA** 

**Future Prospects** 

#### Future Prospects... cont'd

- Promote young women's equal participation in peace negotiations and in all levels of post-conflict governance
- Support women's civil society and grassroots initiatives
- Prioritize climate adaptation and gender inclusion simultaneously
- Bolster women in economic recovery and community-driven development
- Prevent and respond to violence against women
- Invest in grassroots justice actors in post-conflict settings

**IPCA** 

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# **IPCA**

#### Future Prospects... cont'd

Appoint gender advisors and ensure gender parity in truth commissions

**Future Prospects** 

<sup>a</sup>Increase women's participation in the security sector

Build trust between security providers and local communities and engage male allies

**IPCA** 



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**IPCA** 

# JICA's Priority and Activities Global Agendas for "Peace"

February 18, 2025 JICA Study Team

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### JICA Global Agenda

- JICA has formulated 20 "JICA Global Agenda" (20 cooperation strategies) based on four key categories: Prosperity, People, Peace, and Planet.
- These agendas clarify medium- to long-term goals and initiatives to enhance the strategic planning of the projects.
- JICA shares these objectives with domestic and international partners to foster collaboration and co-creation and increase development impact.



#### JICA Global Agenda "Peacebuilding"

The agenda aims to mitigate conflict risk and to strengthen the state and society's capacity to deal with the crisis with the focus of:

- Capacity building and institutional development to create governments that are trusted by the people
- Community reconciliation and the recovery, reconstruction, and development and strengthening
  of social and human capital

Main Cooperation Activities in the JICA Global Agenda "Peacebuilding"

Capacity Development of Local Governments in Fragile and Conflict-Affected Areas

- Capacity development for inclusive and functional public service delivery to support areas and ethnic groups at risk of being left behind in development, as well as victims of conflict
- of Local Governments in Building societies where people can coexist
  - Providing socioeconomic and psychosocial support to prevent the spread of violent extremism
  - Building trust between the government and the population, and among the population

(Source: Compiled by the survey team based on the JICA Global Agenda)

3

#### JICA Global Agenda

"Realizing the Rule of Law" Cluster in the "Governance" Agenda

Promotes democratic and inclusive governance to ensure a free and fair society. Focuses on the rule of law, addressing business and human rights issues, and eliminating child labor.

Key activities of the JICA Global Agenda "Realizing the Rule of Law" Cluster

	Improvement of laws and regulations
Law and Justice	Access to justice
	Strengthening the capacity of legal personnel
Police	Building trust between citizens and police
	Enhancing the capacity of police officers
Media	Strengthening functions of public broadcasting
	Improving media-related policies and institutions
Business and	Eliminating child labor
Human Rights	• Collaborating and cooperating with private companies, NGOs, and international organizations

(Source: Compiled by the survey team based on the JICA Global Agenda)

#### JICA Global Agenda

#### "Gender Equality and Women's Empowerment"

This agenda promotes women's and girls' empowerment by fostering societal awareness and behavioral change. Gender is a cross-cutting issue in all JICA initiatives, aiming to build a more equitable and fair society.

Key activities of the JICA Global Agenda "Gender" Cluster

		<u> </u>
	Gender Mainstreaming	<ul> <li>Promotion of women's economic empowerment</li> <li>Ensuring women's peace and security</li> <li>Promoting education and lifelong health for women</li> <li>Promotion of gender-equal governance</li> <li>Development of gender-responsive infrastructure to improve women's lives</li> </ul>
	Promotion of Gender Smart Business (GSB)	<ul> <li>Support for the development of relevant policies and systems</li> <li>Financial resource mobilization</li> <li>Human resource development</li> </ul>
	Elimination of Sexual and Gender-Based Violence (SGBV)	<ul> <li>Support for the development of relevant policies and systems</li> <li>Human resource development</li> <li>Awareness-raising and education in communities</li> <li>Support for survivors</li> <li>Creation of a society that does not tolerate SGBV of any kind</li> </ul>
(Source: Compiled by the survey team based on the JICA Global Agenda)		







#### Youth Empowerment through Sports for Peace Promotion "YES for Peace"

Regional Seminar for Data Collection Survey on Youth, Vulnerable Groups, and Women for Consideration of Assistance Approaches in the Horn of Africa

Lemor William Joseph
Director General of Youth Empowerment, Ministry of Youth and Sports

18<sup>th</sup> February, 2025 Addis Ababa, Ethiopia

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#### **Sports for peace in South Sudan**

- Long civil war has created a divide that separate people in South Sudan. After independence in 2011, South Sudan has continued to experience ethnic conflicts that have traditionally existed, triggered by power struggles in the country
- One of the unique activities for national reconciliation in South Sudan is the promotion of social cohesion through sports. While the people of South Sudan have endured long-term conflicts, a number of sports events to promote social cohesion were organised







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#### YES for peaceProject

#### **Project name:**

Youth Empowerment through Sports for Peace Promotion "YES for Peace"

#### **Outputs**

- NUD: Strengthen the capacity of Ministry of Youth and Sports (MoYS) to implement national sport events to promote peace and youth empowerment
- 2. Grassroots pilot activities: Work with sport academies and schools to test a new approach to promote peace and youth empowerment
- **3.** <u>Platform:</u> Facilitate coordination among actors to mobilize resources for youth empowerment through sports.

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#### **Output 1: NUD**

#### **Objective**

• To promote the integration of diverse populations through sports **Theme** 

• Sports for Peace and Social Cohesion

#### Overview

- MoYS hosted eight NUDs in Juba anually since 2016
- Youth under 17 across South Sudan compete in football, volleyball and athletics.
- The events last for a week and include workshops on themes about peace promotion and gender.
- Since the first NUD, over 3800 youth participated in NUD







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#### NUD for peace promotion and gender equity

#### Through the implementation of three NUDs, the Project strengthened

- Fairness
  - ➤ Agree sports rules and selection criteria with all States
  - ➤ Introduce transparent selection process (verification of nomination form, create ID, monitoring of the athlete selection process)
  - > Conduct training for referees
- Inclusiveness
  - > Select athletes from wider areas
  - ➤ Encourage inter-county competitions
  - Encouraging IDPs to participate in the team







Exchange of minute of State convention

ID check by referees before matches

Bentiu, mixed team with local and IDPs

5

#### NUD for peace promotion and gender equity

#### Through the implementation of three NUDs, the Project strengthened

- Respecting others
  - > Players stay and eat together to know each other
  - > Encourage fair play and its award
  - > Recreation sports by mixed teams
- Deliver peace messages to people in and out of Juba
  - Deliver peace messages through radios and community events



Room assignments for people from different regions in a room together



Players congratulated each other on a

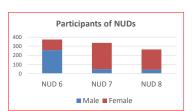


Officials and athletes from the State speak about NUD through radio

#### NUD for peace promotion and gender equity

#### Through the implementation of three NUDs, the Project strengthened

- Women participation in sports
  - ➤ Increase the number of girls participating in the 7th and 8th
  - Conduct workshop related to gender matters and promotion gender equality
  - ➤ Conduct training for women referee









Trained women referees officiate match

An awareness event by UNFPA

Sanitary pads donation from partners

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#### **Output 2: Grassroots activities (Academies)**

#### [Initial intervention for pilot activities]

Information collection about issues for sport for peace promotion

#### [Key findings]

- Women and girls are often deprived of opportunities to participate in sports because
  of social beliefs such as: "sports are for men"; "women should stay at home and take
  care of household chores"; and "sports turn girls into 'men', making it difficult for them
  to marry". (Findings from interviews from the sports personnel in the State)
- Lologo are had various gang groups and their presence destabilized the security situation in the area. Lologo Youth Development association had initiated sports activities as a means for uniting people.

(Findings from an interview of Lologo Youth Development Association)

The Project selected two academies that aimed to improve community security and empower women.

#### **Output 2: Grassroots activities (Academies)**

#### [Intervention to two academies]

#### Through the intervention of pilot activities, the Project

#### Take a participatory approach

• Project take a participatory approach not merely to "involve" academy members, but to place them at the centre of decision-making.

#### Create and apply concept of "Everyday Peace"

- The Project utilize the knowledge what ordinary people do every day to avoid and minimize conflict
- Through the project activities, the Project found that the academies' everyday activities have the potential to promote peace="Everyday Peace"
- Using the concept of "Everyday Peace," the Project developed a framework for future activities at the grass-root level

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#### **Output 2: Grassroots activities (Academies)**

#### **Create the concept of "Everyday Peace"**

- Safe space
  - Where <u>youths feel a sense of belonging</u>, have fun, interact with friends and coaches, and learn about desired social values/behaviors

#### Peaceful communities

Where academies and surrounding communities
 enhance solidarity and a sense of "togetherness"

#### Piot activities with Everyday Peace concept

- " Everyday Peace"
- Safe space
  - > Provision of sports equipment
    - Provided minimum sports equipment to make the base of sport environment
  - The making of sensitization tools
    - Supported to create the banners to deliver academy motto and vision to community members

#### Workshop for female members of the academy

- Hold a workshop to 1) hear from the members about problems/issues to have, 2) to discuss how the academy can work together with the member to solve the problems
- > Training of coach about gender
  - Conduct a training to inform 1)the benefits of women playing sport and the difficulties of women's participation in sport 2) what academies can do to help women participate in sports, and 3) considerations for girl and women athlete at the academy







Provision of equipment

Banner for Simba volleyball academy

Workshop for female members

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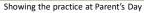
#### Piot activities with Everyday Peace concept

- " Everyday Peace"
- Peaceful communities
  - > Parent's Day event
    - √ Held a community event to make participating parents and spectators understood the academy's approach and value of sports to the youth
  - > Community event
    - √ Held a community event focus on "involvement" of parents and community leaders in a community event
  - > Support to establish the parents' council
    - √ Supported drafting the constitution of the council and organised a workshop to discuss and approve the constitution











Workshop for Parent

#### **Voices from academy**

#### Network with the community- "working together"

• "If one of them [players] is not coming, we can go to household and ask what is happening. Through these kids, we can go to their parents. This is good for us to know ourselves."—Lologo Youth Development Association

#### Friendship beyond academy

 "There was a boy who joined the academy, and he had a friend still in the gang group. He invited the friend to join the academy." —Parent



#### **Girls Empowerment**

- "Women were not allowed to speak in public. In sports, I can talk in front of men. You cannot get it in the class." – ex-Player, Volleyball Academy
- "Relationship with boys. When brothers are sitting, I cannot sit with him. [In the academy,] I will be free to talk to male teachers that encourage girls to talk to men." – ex-Player, Volleyball Academy

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#### **Sports for Peace Promotion**

Sports for Peace Promotion

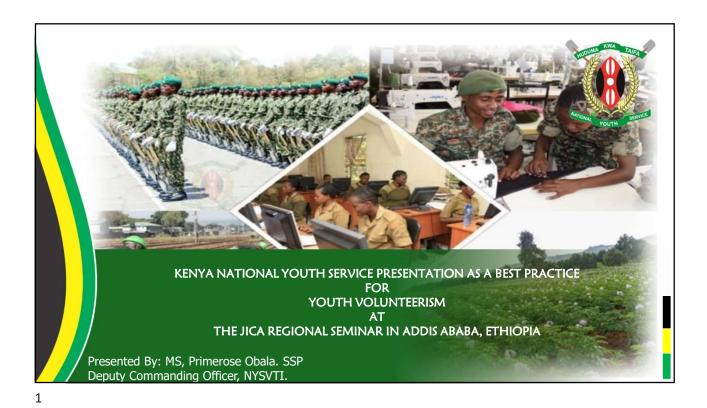
- · Sports are widely loved
- · Anyone can do sports
- Sport transcends social and cultural boundaries
- Sports helps youth grow stronger physically and mentally
- Sports require fair play, which helps foster respect for others
- Sports require collaboration with teammates
- Most youth enjoy sports with their own willingness.

By linking these elements to peace-promoting activities, youth can naturally and enjoyably, also voluntarily develop personalities that enable them to contribute to peacebuilding

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Thank you for your attention!



**OUTLINE** 



- 1. Background Information
- 2. Training Youth as peace builders.
- 3. Women's participation in peace and security sector
- 4. Vocational training and economic empowerment
- 5. Success Stories
- 6. Pictorials.

NATIONAL YOUTH SERVICE KENYA AS A BEST PRACTICE FOR YOUTH VOLUNTEERIS

#### **BACKGROUND INFORMATION**

The National Youth Service (NYS), established by the NYS Act Cap. 208 Section 5 as a Uniformed and Disciplined Service, remains an essential institution in Kenya dedicated to empowering the youth through training and service. It aims to create a disciplined and patriotic youth force capable of contributing significantly to national development. It has played a pivotal role, as a platform for youth engagement since its inception in 1964, impacting various sectors, including infrastructure, agriculture, and community service.

THE CONTRIBUTION OF NYS KENYA IN PEACE AND SECURITY IN KENYA, WITH A FOCUS ON WOMEN IN THE SECURITY SECTOR

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Youth empowerment and volunteerism are central to national development and peacebuilding in Kenya and The Kenya National Youth Service (NYS) plays a pivotal role in this by providing paramilitary training, technical & vocational education, and national service programs that mould young Kenyans into disciplined and responsible citizens.



This presentation aims to showcase the invaluable role of NYS in peacebuilding, gender inclusivity, and youth empowerment while offering insights into the challenges faced and solutions implemented to enhance women's participation in the security sector. By sharing these experiences, we seek to inspire further collaboration and the adoption of similar programs in other countries to address the plight of the youth characterized by unemployment, national unity, and security.

THE CONTRIBUTION OF NYS KENYA IN PEACE AND SECURITY IN KENYA, WITH A FOCUS ON WOMEN & YUOTH IN THE SECURITY SECTOR

# TRAINING YOUTH AS PEACE BUILDERS – WITH A FOCUS ON THE ROLE OF NYS KENYA IN PROMOTING COHESION TRAINING AND COLLABORATIVE WORK AMONG YOUTH FROM DIVERSE BACKGROUNDS.



#### 1. Diverse recruitment and integration policy in place.

Kenya National Youth Service, enlists youth from all 47 counties in the Country, by placing recruiting centers in all the 314 sub-counties to ensure equity and inclusivity across different ethnic groups, religious backgrounds, gender inclusion, people leaving with disability and socio-economic classes. This intentional integration helps break stereotypes and encourage national unity from the onset.

It's important to note that the Service has over the years increased the number of young women being enlisted, from 1500 women/8500men gradually to 8000 women/12000 men and in the current enlistment exercise that is ongoing the focus is on a ratio of 50:50 intake of Men and Women as outlined in our Strategic Plan.

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#### 2. Paramilitary training and Service regimentation



The young men and women (recruits) undergo rigorous paramilitary training where they live, train and work together in regiments of; squads -15, platoons-45, company- 135, brigade - 405, battalion – 1215, Division – 3,645, Huduma Corps – 10,935 inculcating social skills development, values like discipline, patriotism and resilience.

The shared experience promotes teamwork, discipline and mutual respect, fostering a sense of belonging beyond tribal, religion and gender identity.

#### 3. Rehabilitation and reintegration of vulnerable youths.

The paramilitary and National Service Programmes provide a structured environment where at-risk-youth, including those from marginalized areas are rehabilitated and trained for constructive societal roles. In NYS they feel included and able to attain their dreams.

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#### Rehabilitation and reintegration of vulnerable youths

Cont'd...



Rehabilitation and reintegration is done through a detailed training curriculum that focuses on;

- a. Critical thinking and empathy: They are encouraged to continuously be openminded and understanding of different perspectives to foster mutual respect and tolerance.
- b. Interfaith and intercultural dialogue: This is carried out throughout the life of the young people while in the Service by facilitating discussions between diverse groups, reducing prejudices and enhances social harmony.
- c. Human rights and civil education: This is conducted periodically to educate the youth about their rights and responsibilities and that cultivates a sense of justice and active citizenship.

#### 4. Team-based work assignments

Kenya National Youth Service deploys the Servicemen/Women in multi-ethnic teams for both internal and national projects such shown in the next slide;

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**Upgrading of Informal Settlements** – Through the Youth Empowerment Programme, we have rehabilitated critical structures like: sewer lines, toilets, community meeting halls and roads in Mathare, Kibera, Mukuru kwa Njenga, Mukuru kwa Reuben, Kiandutu and Mukuru kwa Kaiyaba informal settlements, a move that improved the lives of the communities living there.





NYS Servicemen unclogging drainage systems in Nairobi

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Disaster response - In collaboration with other agencies, servicemen/women are often first responders in disaster-stricken areas, they provide support in search and rescue mission, evacuation efforts and medical assistance during floods, drought and natural disasters. Their quick response ensures safety of affected population thereby reducing the impact of crisis and promote stability in vulnerable communities e.g maai mahiu landslides and floods, locust invasion in the North Eastern, Terrorism attacks at West Gate Mall and Dusit D2 Hotel, collapsed structures, floods and landslides in Mathare Informal Settlements etc.







NYS servicemen/women during a joint search and rescue exercise in the Maai Mahiu region, after a land slide coursed by heavy

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Infrastructure development – Servicemen/women have been engaged in construction and upgrading of critical infrastructure i.e road construction of Bura-Hola-Garsen road, Rodi-Kapiyo road; rehabilitation and upgrading of Nairobi-Nanyuki, Nakuru-Kisumu and Gilgil-Nyahururu railway lines; rehabilitation and upgrading of Kisumu, Homabay, Muhuru bay, Sio port, Luanda Kotieno, Mfangano, Asembo bay and Mbita ports; rehabilitation and construction of – Akamba in Miritini and Embu markets; Construction of Huduma Centers, Kiunga Border Security Wall; Construction of dykes in Busia Kenya, water pans in arid and semi-arid areas across

NYS servicemen/women during the Port and

Railway Rehabilitation Initiatives respectively





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**Disaster assistance** – Servicemen/women are involved in distribution of relief food to affected families during disasters; rebuilding schools and other critical infrastructure in bandit tone communities like currently in Baringo to bring back normalcy.



NYS servicemen/women distributing relief food to affected communities

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#### 5. Conflict resolution, mediation and Cohesion training

Following the UN Security Council resolution 2250 on Youth peace and Security, adopted in 2015, Kenya has recognized the power of youth as agents of peace and National Unity. Youth have become the center of societal transformation and their involvement in peace building is crucial for sustainable development. Training servicemen/women in peace building has equipped them with conflict resolution skills, leadership qualities and a sense of responsibility. It also helps counter negative influences e.g., radicalization, ethnic tensions and political violence. NYS provides training in conflict resolution, peacebuilding(mediation) and leadership skills, empowering the Servicemen/Women to act as peace ambassadors within the Service and in their communities.

Having thousands of young people from diverse background training and living together peacefully, with very little control is a clear indication of the level of discipline and training inculcated.

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## 6. Community Service and Volunteerism



NYS instills the spirit of Harambee (pulling together) through National Service Programmes and projects. The Servicemen/Women participate in activities such as:

a. Environmental Conservation – Climate resilience programs is an avenue for Service members to work with the communities to improve the cleanliness of the environment, cleaning rivers like the Nairobi and Ngong rivers; propagating tree seedlings and planting trees (from 2023 to 2025, over 52,000,000 trees have been planted across the country); Garbage collection and dumping in cities in the country. Environmental conservation plays an important role in peace and security especially in areas where resources are scarce and contested. Servicemen/women are involved in projects such as: Afforestation, Re-Afforestation, Water Conservation and land rehabilitation. Protecting the environment helps prevent disputes over water, land and grazing areas which are common triggers of violence

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NYS Servicemen/women plant trees at Gilgil, Nakuru County.

Inset: A servicewoman watering tree seedlings propagated by the Service.

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**b. Security support** – Servicemen/women are trained in basic paramilitary skills which enable them to work closely in collaboration with the National Police Service,



Kenya Defence Forces and other security agencies in maintaining law and order. Their key role in this respect is providing manpower during emergencies, crowd control in public events, during election time and strengthening the country internal security systems particularly during heightened security concerns. Such collaborations have resulted in servicemen/women being deployed in the National Police Service Integrated Communication Command and Control Center and other strategic government installations.

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## CHALLENGES AND SOLUTIONS IN FOSTERING FEMALE PERSONNEL IN THE SECURITY SECTOR.



The inclusion of women in peace and security initiatives is not only a matter of justice and equality but also a strategic imperative. The participation of women in the security sectors such as KDF, NYS, NPS, KPS, KWS and the KFS is growing, but challenges still hinder full gender inclusion. While NYS has made significant strides in women growth, several challenges persist;

1. Cultural and Gender norms - Security roles have traditionally been perceived as male-dominated, creating barriers for women who aspire to join or advance in the field. Cultural and gender norms often discourage women from pursuing careers in security, limiting their representation and opportunities for growth. Recognizing this challenge, the National Youth Service (NYS) has taken proactive measures through affirmative action to break these stereotypes and promote gender inclusivity;



#### Cultural and Gender norms Cont'd...

- -NYS has launched awareness campaigns to challenge societal biases, encourage women to join the security sector, and highlight the critical role they play in national safety and development.
- -implemented policies that ensure equal opportunities for women in recruitment, training, and leadership. By fostering an inclusive environment,
- -Empowering women with the skills and confidence needed to excel in security roles.

These efforts contribute to bridging the gender gap and reinforcing the principle that security is a collective responsibility, regardless of gender.

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2. Limited access to leadership roles – Women in security roles often face significant challenges in accessing leadership positions due to deeply entrenched gender norms and the male-dominated nature of the sector. Without strong support networks and mentorship opportunities, many women struggle to break barriers and ascend to managerial and policy-making roles. To address this, the National Youth Service (NYS) has implemented strategic interventions to promote gender inclusivity and leadership development. Through;



- -mentorship programs, NYS provides women with guidance, professional support, and role models to help them navigate career progression.
- -Enforcement of gender laws and policies in work assignments and promotions ensures that women receive fair representation at all levels.
- -actualization of affirmative action policies has significantly increased female enrollment in the security sector with Women now have equal opportunities to take on managerial roles, allowing them to influence decision-making processes. (Constitution, other laws on gender)

**3.** Work-Life Balance – Women in the security sector, including the National Youth Service, face significant challenges in balancing career and family responsibilities due to the demanding nature of their work. Long working hours, field deployments, and the physical intensity of security roles make it difficult for women to manage both professional and personal commitments. Additionally, childcare responsibilities further complicate career advancement, often forcing women to make tough choices between their jobs and family obligations. Recognizing these challenges, NYS is exploring work-life balance initiatives to support women in the service.



-Programs such as mental wellness initiatives, maternity leave, parental support, and flexible work arrangements are being considered to create a more inclusive and supportive work environment.

-Remote work options during critical family situations are also being explored, allowing women to continue contributing professionally without compromising their family responsibilities.

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**5. Insecurity** – Women in security roles, particularly in field operations and training, often face safety concerns due to poorly secured living quarters. These concerns are heightened during night shifts, remote deployments, and intensive training programs where security infrastructure may be lacking. To address this;



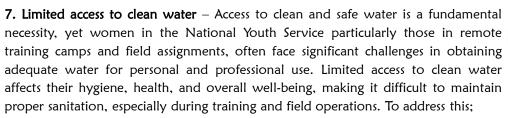
- The National Youth Service has taken proactive measures to enhance security around women's accommodation areas such as improved lighting and installation of CCTV surveillance systems.
- However, despite these improvements, challenges persist due to limited resources.
   Some accommodation areas still lack sufficient security infrastructure, leaving gaps that need urgent attention. To fully guarantee the safety of women in service, there is a need for;
- increased investment in security measures,
- expansion of surveillance systems,
- regular security assessments.



- 6. Limited access to personal hygiene facilities Women in security roles require access to proper hygiene facilities and essential personal care products to maintain their health, dignity, and well-being. However, inadequate and substandard sanitation facilities within training camps and field deployments pose significant challenges. Insufficient clean water supply, poorly maintained restrooms, and a lack of privacy make it difficult for women to manage their hygiene needs effectively, impacting their overall morale and performance. Recognizing these challenges;
- NYS has made efforts to provide consistent access to necessary personal hygiene products, including sanitary items. Limitations in resources continue to hinder the provision of adequate sanitation facilities.
- Many locations still lack proper infrastructure, making it necessary to prioritize investment in improved restrooms, clean water access, and secure hygiene stations.

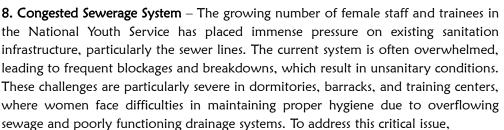
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- NYS has taken deliberate steps to improve water infrastructure in its training centers and field units. Despite these efforts, challenges remain, particularly in areas with inadequate water supply systems and aging infrastructure.
- To fully resolve this issue, further investment is required to expand and maintain water facilities, improve distribution networks, and integrate sustainable water management practices.





- NYS must prioritize upgrading and expanding its sewer infrastructure to accommodate the increasing population.
- Investments in modernized sewer lines, improved drainage systems, and regular maintenance schedules that are essential to ensuring a clean and healthy environment.
- Additionally, incorporating sustainable waste management solutions, such as biodigesters and wastewater treatment plants, can help minimize future disruptions.

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- 9. Inadequate health facilities The National Youth Service plays a critical role in training and empowering young people, but it currently lacks the capacity to provide comprehensive healthcare services tailored to the unique health needs of women, particularly in reproductive health. Female trainees and staff often face challenges accessing essential medical care, including maternal health services, gynecological care, and reproductive health counseling.
- Limited and lack of well-equipped medical centers within NYS training institutions and field units increases health risks, delays in treatment, and reduced accessibility to emergency care. This challenge is further compounded by a shortage of trained medical personnel.
- With adequate resources, NYS can establish well-equipped health centers that provide comprehensive care, including reproductive health services, maternity support, and preventive screenings.

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10. Limited number of Ambulances – The lack of efficient medical evacuation and emergency response systems within the National Youth Service poses a significant risk to women experiencing health crises. Delays in emergency medical care can lead to severe complications, particularly in cases related to maternal health, reproductive issues, or other urgent medical conditions. The situation is especially dire in remote training camps and high-risk areas where healthcare facilities are limited, and access to hospitals is challenging. Without reliable transport, women in need of immediate medical attention face unnecessary delays that could worsen their conditions.

To address this, NYS must invest in procuring adequate and well-equipped ambulances to serve its medical facilities, particularly in remote and high-risk areas. Ensuring that every NYS training center and field unit has access to emergency transport will significantly improve response times and enhance the safety and well-being of female trainees and staff.

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11. Inadequate Transport infrastructure – The National Youth Service is committed to providing safe and reliable transport for its members, ensuring their security and efficiency while on duty. However, due to limited resources, the current fleet of vehicles is inadequate and does not meet the required safety standards. Many of these vehicles are outdated, poorly maintained, and lack essential safety features, exposing occupants to potential risks of injuries, particularly during long-distance travel, field assignments, and emergency deployments.



Female personnel, in particular, face added safety concerns, especially when traveling to remote or high-risk areas. The absence of well-maintained transport increases the risk of breakdowns, delays, and accidents, which can compromise their safety and well-being. In cases of medical emergencies, the lack of reliable transport further delays access to urgent care, putting lives at risk.



## VOCATIONAL TRAINING AND ECONOMIC EMPOWERMENT WITH A FOCUS ON INITIATIVES AIMED AT ENHANCING YOUNG WOMEN'S SKILLS AND EMPLOYABILITY

The National Youth Service is committed to promoting gender inclusivity and empowering young women through vocational training and economic opportunities. By implementing affirmative action and gender-responsive policies, NYS ensures that women have equal access to training, employment and leadership roles in traditionally male-dominated fields.

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## 1. Gender Inclusivity in Vocational Training



NYS actively promotes the participation of young women in fields such as security, construction, and technical training by setting quarterly targets to increase female enrollment.

Outreach programs are conducted to raise awareness among women about available opportunities, challenge gender stereotypes, and encourage their participation in engineering, security, and other technical fields.

The training curriculum is being developed to be gender-responsive, ensuring content and teaching methods do not reinforce traditional gender roles.



### 2. Economic Empowerment and Job Placement

NYS collaborates with development partners to facilitate job placements, internships, and business linkages for women in security and technical fields. Women are supported through mentorship programs, where experienced professionals serve as role models to encourage female trainees.

NYS fosters the formation of peer networks and support groups to provide a platform for women to share experiences, offer mutual support, and motivate each other. Scholarships and incentives are being enhanced to make vocational training more accessible and attractive, especially in sectors where women are underrepresented.

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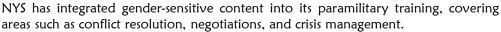
#### 3. Leadership and Career Development

NYS ensures gender balance in its recruitment policy, enabling equal access for men and women to training programs, thereby breaking barriers to female participation. Women are provided opportunities to take on managerial roles within NYS, aligning with Article 81(b) of the Kenyan Constitution and other gender-responsive policies. The organization has a gender mainstreaming policy that promote equity in leadership, training, and career progression.

Leadership training and development programs are tailored for women, equipping them with skills in decision-making, team management, and strategic planning. Affirmative action in recruitment and promotions ensures women are well-represented in leadership positions without bias based on gender, ethnicity, or background.

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### 4. Gender-Sensitive Training and Workplace Policies



A Gender-Based Violence (GBV) Prevention and Response Program has been introduced to create a safe and supportive environment where women can lead without fear of harassment or discrimination.

NYS partners with other organizations in security in Kenya and the leading organization on gender advocacy to implement programs supporting women's empowerment and leadership in the security sector.

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#### 5. Expanding Training Infrastructure for Gender Equality

Youth remain a top priority on the government's agenda, and the National Youth Service plays a crucial role as an implementing agency in achieving this objective. To meet the growing demand, NYS is set to expand its training infrastructure significantly, enabling the Service to increase its annual intake by 100,000 recruits.

This expansion will ensure that more young people gain access to transformative training, equipping them with the skills and discipline necessary to contribute meaningfully to national development while observing a 50:50 gender ratio.

This initiative calls for robust infrastructure development, including accommodation, classrooms, well-equipped workshops with modern equipment that match the evolving technology, health facilities, recreation halls, and rehabilitation centers. Strengthening policies that promote gender equality within NYS training institutions by ensuring compliance at all levels







#### **Success Stories**



# MATILDA PAMELA SAKWA: A TRAILBLAZING SUCCESS STORY AS THE FIRST FEMALE NYS SERVICE COMMANDER

Matilda Pamela Sakwa's appointment as the firstever female Service Commander of the National Youth Service (NYS) in Kenya marked a historic milestone in the country's efforts toward gender inclusivity in leadership. Her journey to this prestigious position was one of resilience, competence, and dedication to the security sector.

Left to right: Former President of Kenya Hon. Uhuru Muigai Kenyatta, Former NYS Commandant General Ms. Matilda A. Sakwa

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#### Success Stories Conte'.....



#### Breaking Barriers: A Historic Appointment

Matilda Pamela Sakwa's rise to the helm of the NYS was a testament to her exceptional leadership capabilities and extensive experience in public administration. Historically, the NYS had been predominantly led by men, making her appointment a significant breakthrough for women in security and paramilitary service. Her leadership inspired countless young women in Kenya and across Africa to aspire to higher ranks in male-dominated fields. It also reinforced the government's commitment to gender inclusivity and equal opportunity in leadership.

#### Transformational Leadership and Institutional Reforms

Upon assuming office, Sakwa focused on restoring the credibility and efficiency of NYS. As a woman breaking barriers, Sakwa prioritized gender inclusivity in NYS recruitment and training programs. She advocated for increased female participation in leadership roles within the service. Her efforts resulted in more women enrolling in technical courses and taking up leadership responsibilities, paving the way for greater gender balance in the institution.

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# Success Stories This was 199

This was 1990 during cadet training course. They later were employed as Nyayo bus conductors, until when it became a parastatal then they were absorbed The in National Youth Service in the year 1993.



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#### **Success Stories**

Her legacy paved the way for other female leaders within NYS, including:

- Ms. Jane Kiogora as the Commanding Officer of NYS Engineering Institute
- Mrs. Loice Koech as the Director of Paramilitary Academy, Gilgil
- Ms. Penina Mukundi as the Commanding Officer of NYS TGTI.
- Ann Wangare Njoroge as the Deputy Commanding Officer of NHU.



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## Success stories Conted'...... NYS: A Pillar of Opportunity for All.

Ms. Masibo Silvia stands out as living testimonies of NYS's unwavering commitment to equity and fairness. 2<sup>nd</sup> Masibo graduated on December, 2021. She recalls that while she was accustomed to hard work from childhood, handling a spade was initially a challenge. However, through NYS's structured training, she mastered every skill, proving that success is not about where one starts but about one's perseverance. Her journey underscores NYS's merit-based approach n of nys kenya in peace and security in kenya,



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Success Stories cont'd... Pvt. Stanley Nyamai Paramilitary Training Academy Gilgil.

## Redefining Possibilities for Persons with Disabilities.

Private Stanley Nyamai made history on July 29, 2021, when he became the first Person with Disabilities (PWD) to be employed as a uniformed officer in NYS. Despite being unable to speak, he defied all odds, excelling in his initial training and emerging as the Best Recruit. His outstanding performance did not stop therehe went on to be recognized as the Best Officer, an achievement that speaks volumes about his discipline, resilience, and dedication.



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Success Stories Contd'... My Journey as a Female Plant Mechanic – CPL. Silvia Opisa NYS Moto transport Branch, Nairobi.

I joined the National Youth Service of Kenya on 5th April 2017, stepping into a world where strength, discipline, and resilience were key. For six months Paramilitary training. Determined pursue my passion for mechanics, I joined Yatta School of Plant Operator and Mechanics to specialize mechanical in engineering. Due to my skill, I was employed in June, 2021 as a Mechanic in NYS. Today, I take pride in my work, inspiring young women to break barriers and pursue careers in engineering and mechanics.

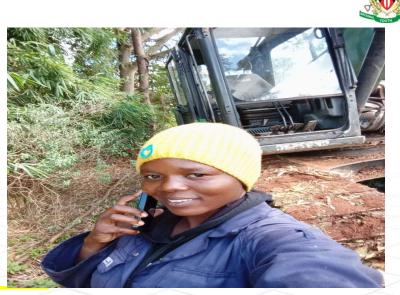


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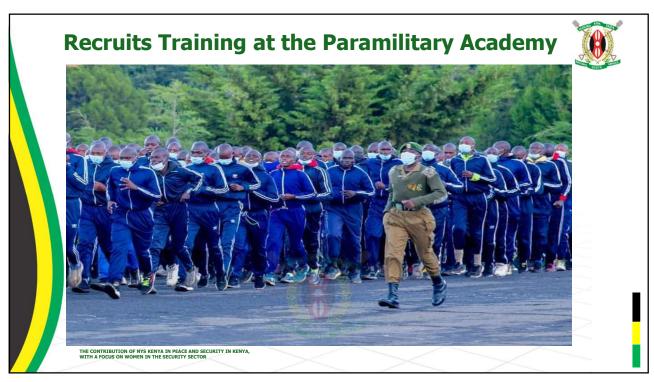
## Success Stories Cont'd... PVT. ANN BARSA Plant Operator NYS Yatta.

I joined the National Youth Service of Kenya on 5th April 2017, in Naivasha then National Service at gilgil as recruits trainer, then proceeded to class In Yatta to take a Plant Operators course after course sensitization by the <mark>Lec</mark>turers in NYS. My profissiency helped me gain <mark>em</mark>ployer at NYS Moto Transport Branch. I love doing this job and helping <mark>ot</mark>her young girls get xperience.

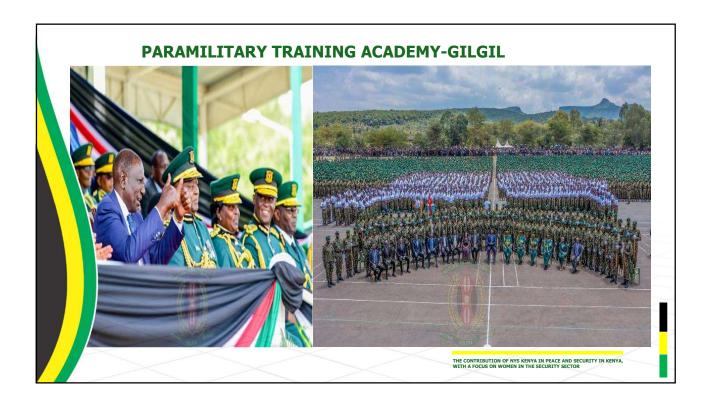


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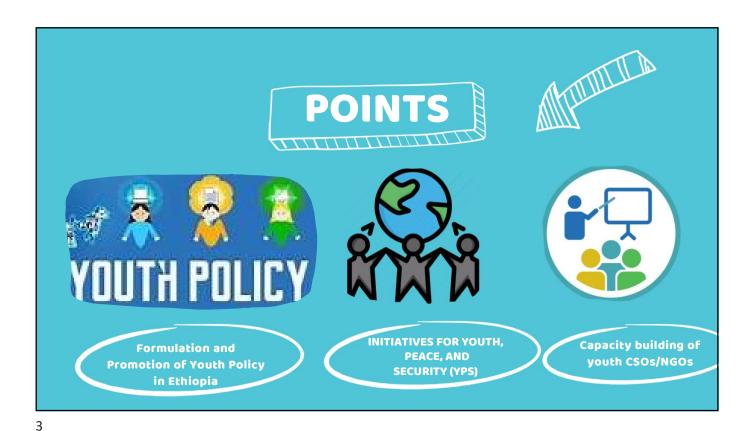


## INTRODUCTION

Youth engagement is a powerful catalyst for change, driving sustainable development and inclusive governance in Ethiopia, the Horn of Africa, and the world. As the backbone of society, young people possess the creativity, resilience, and ambition to address pressing challenges, innovate solutions, and shape the future. Their meaningful participation in decision-making ensures policies are forward-thinking, inclusive, and reflective of their aspirations. Civil Society Organizations (CSOs) play an essential role in amplifying youth voices, fostering leadership, and advocating for policies that empower the next generation.







# NATIONAL YOUTH POLICY

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## 1. ETHIOPIA'S NATIONAL YOUTH POLICY (2004)

Ethiopia's National Youth Policy, adopted in 2004, was designed to address the socio-economic, political, and cultural needs of young people (ages 15–29). The policy aimed to empower youth as key agents of national development and focused on the following key areas:

- Economic Empowerment: Promoting job creation, entrepreneurship, and skills development.
- Education and Capacity Building: Expanding access to quality education, vocational training, and technological skills.
- Health and Well-being: Improving youth access to healthcare, with a focus on reproductive health, mental health, and substance abuse prevention.
- Youth Participation and Leadership: Enhancing youth involvement in governance, decisionmaking, and civic engagement.
- Citizenship and National Unity: Encouraging patriotism, peacebuilding, and intercultural understanding among youth



• Rights and Protection: Safeguarding youth rights against discrimination, violence, and exploitation.

Despite its ambitious goals, implementation challenges included limited coordination, funding constraints, and gaps in youth inclusion in decision-making.



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## ONGOING REVISIONS TO THE YOUTH POLICY

Recognizing the evolving challenges and opportunities for youth, the Ethiopian government has initiated revisions to the 2004 policy to better align with the country's current socio-political and economic landscape. Key focus areas in the revision process include:

- Expanding the Definition of Youth: Adjusting the age range to reflect demographic shifts and socio-
- Addressing Emerging Challenges: Tackling digital transformation, climate change, migration, and youth unemployment.
- Enhancing Youth Representation: Strengthening mechanisms for youth participation in governance and policy-making.
- Strengthening Implementation Frameworks: Improving coordination across government agencies, civil society, and international partners to ensure effective policy execution.
- Aligning with Global and Regional Agendas: Ensuring synergy with the AU's African Youth Charter, the UN's Sustainable Development Goals (SDGs), and the African Union Agenda 2063.

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## Expected Outcome

- Enhanced Youth Participation in Governance & Decision-Making Strengthened youth representation in policymaking at local, regional, and national levels like indifferent thematic areas like that of Youth Peace and Security Agemda
  - Improved Economic Opportunities for Youth Expansion of job creation programs, entrepreneurship support, and access to finance, strengthened technical and vocational education and training (TVET) aligned with market demands, promotion of youth-led startups, innovation hubs, and digital economy participation.

STRONGER INSTITUTIONAL COORDINATION & POLICY IMPLEMENTATION CLEAR ACCOUNTABILITY MECHANISMS FOR POLICY EXECUTION AND MONITORING, STRENGTHENED PARTNERSHIPS BETWEEN GOVERNMENT, PRIVATE SECTOR, AND CIVIL SOCIETY AND INCREASED BUDGET ALLOCATION AND FUNDING OPPORTUNITIES FOR YOUTH PROGRAMS.

## CHALLENGES

- Limited implementation of existing youth policies due to weak institutional coordination
- Inadequate awareness and engagement of youth in policy formulation processes.
- Insufficient funding and resources allocated for youth development programs.
- Lack of an updated and comprehensive national youth policy that reflects current socio-political and economic realities.
- Limited representation of youth voices in decisionmaking bodies and policy discussions.

## **RECOMMENDATION**

- Strengthen policy frameworks to ensure effective implementation and accountability.
- Enhance youth participation in policymaking through inclusive consultations and platforms.
- Allocate adequate financial and technical resources for youth development initiatives.
- Update and revise the National Youth Policy to align with emerging challenges and opportunities.
- Establish mechanisms to integrate youth representatives into national and local governance structures.

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# YOUTH, PEACE, AND SECURITY (YPS)

Ethiopia has been actively engaging with the UN Youth, Peace, and Security (YPS) agenda and the African Union's YPS framework. The country has initiated several programs aimed at fostering youth participation in peacebuilding, conflict resolution, and security governance. Youth-led organizations and Civil Society Organizations (CSOs) have played a crucial role in promoting dialogue, mediation, and reconciliation efforts, particularly in conflict-prone areas. Additionally, efforts are underway to integrate YPS principles into national policies, ensuring that young people are recognized as key stakeholders in sustainable peace. Despite these initiatives, challenges such as limited funding, lack of youth representation in decision-making, and institutional barriers remain significant obstacles. Addressing these issues through enhanced policy support and capacity-building initiatives will be crucial for the success of the YPS agenda in Ethiopia.



## **PARTICIPATION**

Advocating for youth inclusion in peace processes and national decision-making bodies.

Organizing policy dialogues and forums to ensure youth perspectives are considered in peace and security matters.

# Disengagement & Reintegration

Supporting programs that rehabilitate and reintegrate youth affected by conflicts into society.

# PROTECTION AND PREVENTION

Promoting policies that safeguard youth from violence, radicalization, and exploitation in conflict-prone areas as well Engaging youth in conflict prevention through dialogue, mediation, and community peace initiatives.

## **Partnerships**

Establishing collaborations with international organizations, government agencies, and civil society to promote YPS initiatives.

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#### **CAPACITY BUILDING OF YOUTH CSOS/NGOS IN ETHIOPIA**

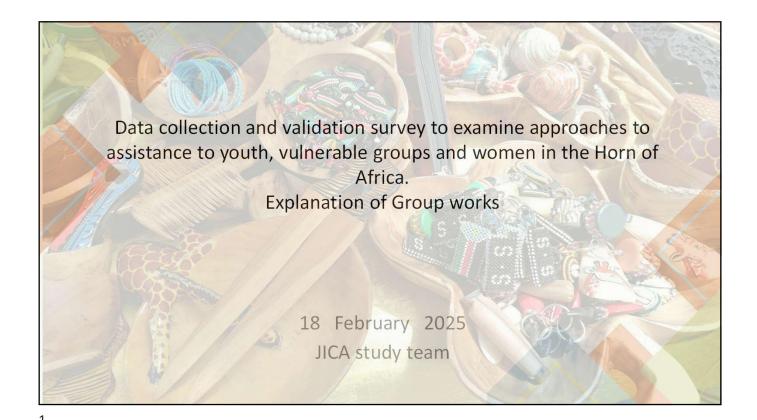
THE CAPACITY BUILDING OF YOUTH CIVIL SOCIETY ORGANIZATIONS (CSOS) AND NON-GOVERNMENTAL ORGANIZATIONS (NGOS) IN

ETHIOPIA IS A CRUCIAL STEP IN EMPOWERING YOUNG LEADERS TO DRIVE SOCIAL, ECONOMIC, AND POLITICAL CHANGE. THESE
INITIATIVES FOCUS ON ENHANCING ORGANIZATIONAL EFFECTIVENESS, LEADERSHIP SKILLS, ADVOCACY CAPABILITIES, AND PROGRAM

MANAGEMENT WITHIN YOUTH-LED ORGANIZATIONS. KEY EFFORTS INCLUDE:

- TRAINING AND LEADERSHIP DEVELOPMENT: WORKSHOPS AND MENTORSHIP PROGRAMS ON GOVERNANCE, PROJECT MANAGEMENT,
   FUNDRAISING, AND POLICY ADVOCACY TO STRENGTHEN INSTITUTIONAL CAPACITY.
- ♦ FINANCIAL AND TECHNICAL SUPPORT: ACCESS TO FUNDING OPPORTUNITIES, GRANTS, AND TECHNICAL RESOURCES THAT ENABLE YOUTH ORGANIZATIONS TO IMPLEMENT IMPACTFUL INITIATIVES.
- POLICY AND LEGAL FRAMEWORK ENGAGEMENT: CAPACITY-BUILDING PROGRAMS THAT EDUCATE YOUTH ORGANIZATIONS ON LEGAL
   AND POLICY FRAMEWORKS TO ENSURE COMPLIANCE AND EFFECTIVE ENGAGEMENT IN NATIONAL AND REGIONAL GOVERNANCE.
  - \* NETWORKING AND PARTNERSHIPS: FACILITATING COLLABORATION BETWEEN YOUTH CSOS, GOVERNMENT AGENCIES,
    INTERNATIONAL ORGANIZATIONS, AND PRIVATE SECTOR ACTORS TO CREATE SYNERGIES FOR COLLECTIVE ACTION.
    DIGITAL AND INNOVATION SKILLS: INTEGRATING DIGITAL TOOLS, MEDIA LITERACY, AND TECHNOLOGICAL ADVANCEMENTS INTO
    YOUTH ADVOCACY EFFORTS TO INCREASE OUTREACH AND EFFICIENCY.
- DESPITE THESE INITIATIVES, CHALLENGES SUCH AS FINANCIAL SUSTAINABILITY, BUREAUCRATIC CONSTRAINTS, AND LIMITED ACCESS
  TO DECISION-MAKING SPACES PERSIST. STRENGTHENING INSTITUTIONAL SUPPORT AND CREATING LONG-TERM INVESTMENT
  STRATEGIES IN YOUTH-LED CSOS/NGOS IS ESSENTIAL TO ENSURE THEIR CONTINUED IMPACT AND GROWTH.





## Group work purpose

## 1.Refinement of Key Issues

 To finalize the support approach, key challenges will be further refined and clarified. (from the perspective of the needs of target group )

## 2. Compilation of Actions to be taken

 As a proposal for this study, a clear framework of actionable items will be developed such as implementation of the projects as WPS/YPS perspectives

## **3.Lessons Learned for Future JICA Projects**

 Key lessons and points of consideration for implementing future JICA projects will be identified and documented

## Group work purpose

- Previous youth empowerment exercises have often had limited impact. Youth and women, including young women, are still facing challenges.
- This group discussion aims to share both successful and unsuccessful practices. Together with various stakeholders, we will brainstorm innovative solutions.

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## (Recap.)Key Issues Identified for Youth and Women's Participation

Findings from the study highlight three major challenges faced by women and youth:

## 1.Lack of Protection for Safe Participation:

Dysfunctional security and justice systems, limited freedom of expression and assembly, restricted judicial access, and the prevalence of gender-based violence (GBV)

## 2. Voice of youth is not heard/reflected on:

Lack of youth representation in policies and governance

## 3. Vulnerability of Women and Youth in Society:

Structural barriers leading to social and economic exclusion, with young women facing additional constraints due to gender-based discrimination and violence.

## Common challenges of WPS agenda

## Participation:

Economic constraints, social customs, and prevailing violence limit women's political participation, while traditional gender norms hinder young women's involvement in peacebuilding and decision-making.

#### Protection:

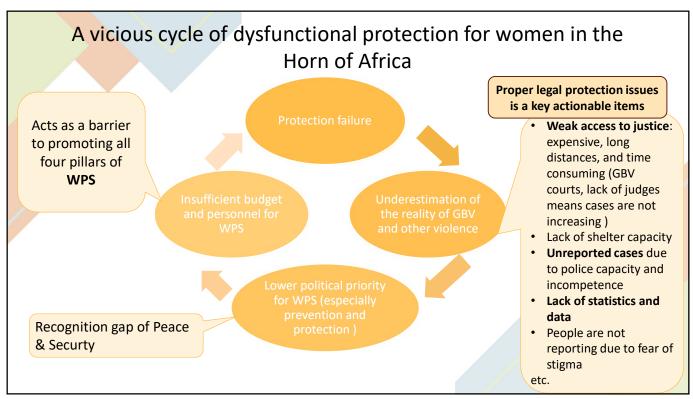
Weak access to justice, lack of judicial personnel, police capacity, and inadequate shelters result in ineffective protection for women and survivors of gender-based violence.

#### Prevention:

Despite awareness campaigns, harmful practices like female genital mutilation and child marriage persist, and widespread violence against women remains a major challenge in both conflict and peacetime.

#### · Relief and Recovery:

Women face heightened risks of sexual violence and forced marriage in crisis settings, while resource shortages, climate-induced displacement, and inadequate support systems make post-conflict recovery difficult.



## Key Remaining Challenges on YPS

- Increasing Recognition on YPS: Importance of leveraging the Youth Bulge for national development and peacebuilding.
- Participation: Young people are urging the government to ensure an inclusive process. There is a need for safe, open, and accessible platforms for youth from diverse background.
- **Protection:** Civic space is shrinking. Judiciary system is overwhelmed by the number of cases. Alternative justice system is in high demand.
- Prevention: The disrespect of differences among youths, which enables those
  who attempt to exploit and maneuver for their gain, including political entrepreneurs
  and extremists, and the poor level of youth well-being through quality education and
  health services to uplift and empower the vulnerable youth to prevent isolation and
  exclusion from the socio-economic participation and horizontal movement.
- Partnership: General lack of coordination stems from trust relationship.
- Disengagement and Reintegration: Ensuring youth-friendly programming is key for sustainable peace. Urgent need to support reintegration of children and youth in contact with law.

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## Group work 3 topics

- 1. Efforts to make **protection function as a <u>precondition</u>** for the safe participation of youth and women
- 2. Efforts to better reflect the <u>voices</u> of youth in decision-making, policies and its implementation
- 3. Enhance access to opportunities for <u>vulnerable</u> youth to participate in social and economic activities.

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## YPS and WPS(Protection)

Shared challenges, Actions and lessons learned Djibouti, Ethiopia, Kenya, South Sudan and Uganda

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# Group Vision Goal

Enhancing Protection for women and youth in the horn of Africa

- Create a unified regional approach for Youth Peace and Security (YPS) and Women Peace and Security (WPS), empowering young people and women to contribute to peacebuilding while ensuring they are protected from GBV and all other violations.
- Strengthen the role of YPS and WPS in addressing the root causes of GBV, including structural inequalities, harmful gender norms, and lack of access to justice.
- Promote a collective strategy that fosters peace, security, and empowerment for women and youth across the region, ensuring that GBV survivors have access to protection, justice, and economic opportunities.

## **Priority Challenges Identified**

## Legal 1

- Lack of legal framework and knowledge
- Legal Implementation Gaps:
- Lack of ethics lawyers police and judges
- Informal legal and custom that exclude of woman and the youth
- Limitation access to legal aid access in the rural areas in the horn of Africa.
- Low representation of the coexertion Judiciaire for woman
- Poor case record keeping

## Resource 2

- Lack of Shelters & Safe Spaces:
- Lack of resources and budget for the activities that related to civil society organization and social reintegration program.
- Lack of coordination among stakeholders civil society organization and institutions.
- Inadequate budgetary allocation.
- Inadequate economic program development empowering women.
- Absence of the mitigation measures on the program design and implementation activities to reduce violence

## Social 3

- Cultural and Social Stigmatization: of survivors, especially women and youth, prevents them from seeking support and engaging in peacebuilding processes.
- Corruption, discrimination about youth and woman social norms and stereotype
- Inadequacy of coordination of committee support.
- Lack of professional ethics.
- Victim-Blaming: Cultural norms that blame victims, especially women and youth, perpetuate GBV and hinder survivors' access to support services.
- Low Participation of Women & Youth in peacebuilding and security processes, despite their significant roles in addressing GBV.
  - Lack of inclusive public participation

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## **Existing Actions**

## Legal 1

- Legal reforms, establishment of the legal mobile court (Kenya, Uganda limited),
- Capacity building of actors in the justices sector
- Legal on policy framework have been establish
- Civic Education (Human Rights)
- Capacity Building for Peace & Security Actors
- Engage Women & Youth in Peacebuilding:
- Victim care service
- Working with the perpetrator
- Partnerships and collaborations

### Resource 2

- Empowerment programs youth and women programs
- Established Shelters Spaces
- Government lead initiatives
- CSO working on the area
- · One stop centers

### Social 3

- Male engagement
- Economic Empowerment Programs
- Media programs
- Faith based programs

## **Necessary Actions proposed**

## Legal 1

- Expansion of mobile courts
- Localization of laws and policies
- Effective public participation policy and law development
- **Expansion** of civic education programs
- **Inclusive** development of laws ensuring gender sensitiveness
- Incorporation gender component in school curriculum
- Establishment and implementation of SOP (standard operating procedures)

#### Resource 2

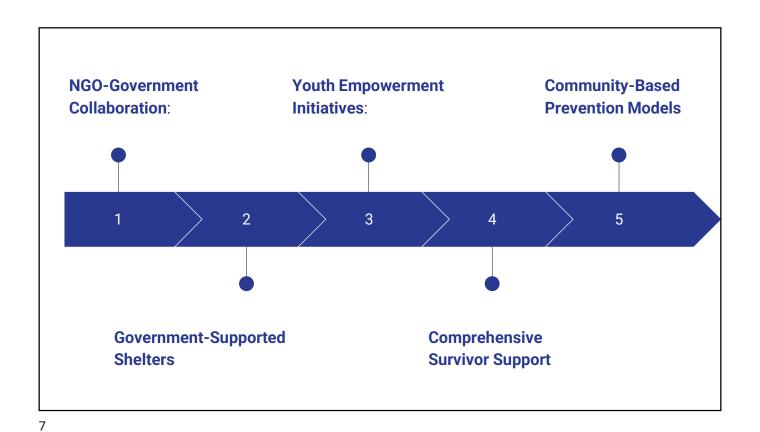
- Capacity building of country in gender, Health, education and police
- Strengthening the gender in constitution
- Adult literacy program
- Construction of rehabilitation Gender shelters
- Establish More Shelters & Safe Spaces
- Increase Government Oversight and Accountability
- Enhance collaboration of CSOs Government institutions
- Documentation and sharing of data between stakeholders

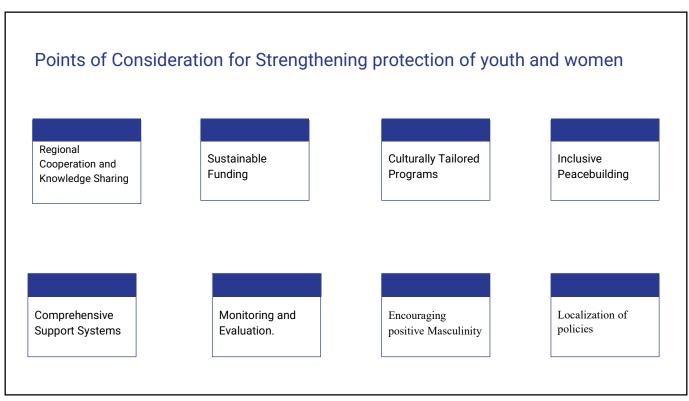
#### Social 3

- Traditional community self mutual help
- Include women and youth in community dispute solution
- Reintegration of preparatory of genders
- Economic Empowerment Programs
- Training of community leadership on GBV peace building and gender transformation opportunities
- Encouraging positive
   Masculinity

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## **Lessons Learned & Good Practices**









## **GROUP 2**

**PRESENTATION** 

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## **Group vision (Goal)**

Youth are inclusively and holistically empowered to meaningfully participate in policy and decision-making process at all levels.





# How can we involve the youth as key partners in both policy and decision making

- 1. Advocacy and leveraging strategic partnership for youth participation.
- 2. Strengthening the existing structures for youth participation
- 3. Supporting exchange programs for young people
- 4. Providing safe space such as construction of youth centers
- 5. Promoting local level youth dialogues and inter-generational dialogues (youth and elders)
- 6. Institutionalize youth participation by supporting the development of policies that promote and guide youth participation
- 7. Supporting systemic mentorship programs to guide and train the youth
- $8. \quad \text{Build the capacity of youth in policy processes, and create opportunities for participation} \\$
- 9. Co-create programs with youth to meaningfully benefit youth.

# What ongoing efforts have made progress and what are the key success factors.

#### **Progress**



Establishment of Youth Councils, Youth Special Envoys



Development of laws, policies and frameworks.



Gazetted days like International Youth Day

#### **Success factors**

- Accessibility of ICT including social media
- 2. Political Goodwill
- 3. Institutionalization of youth programs
- 4. Role of civil society (youth organizations)

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#### Continued...

#### **Progress**

Improvements in standards of living- Housing Education

Special youth in leadership programs e.g YALI, KNYS, .

Mainstreaming youth development in national priorities in NDPs

#### **Success factors**

- Enabling laws and policies that support youth participation
- 2. Existing of youth-led institutions like NYCs,
- 3. Supportive private sector
- 4. Supportive faith-based institutions
- 5. Accountability mechanisms to youth
- 6. Adoption of regional and global commitments through domestication into national youth development plans

#### Continued...

#### **Progress**

Youth are increasingly getting organized in organizations, groups (VSLAs), businesses etc

Special youth in leadership programs e.g YALI, KNYS, Young Emerging Leaders, Tonny Elemelu Foundation, IGAD Leadership Academy

Mainstreaming youth development in national priorities in NDPs

#### **Success factors**

- 1. Funding within and from outside
- 2. Positive attitude among youth to participate in programs.
- 3. Youth are more proactive, and demand and advocate for efficient service delivery.
- 4. Youth are more informed, enlightened, and visionary
- 5. Peace, security and stability

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#### What can be done to further promote youth participation in Policy making and Policy decision making process. Promote the use of digital Establish and functionalize Conduct and disseminate structures for youth to research on youth related issues to inform policy participate in policy constructively hold governments accountable making, and policy decision making. making and policy decision making. Establishment of safe spaces run by the youthbudget information by the youth at the local level increases their economic power and accelerates organizations, coalitions and consortiums. etc Establish platforms to Organizing sport activities for the youth for a given issue promote dialogues between the youth and local government



### Thank you!



**GROUP 3 VULNERABLE YOUTH** 

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### 1. Who are the individuals with limited opportunities?

Many young people face limited opportunities to climb the social ladder and improve their circumstances. Often, they are on the brink of life-threatening risks, and failing to advance can trap them in a vicious cycle.

Very few example of those are:

- ▶ Young women with family support but lacking opportunities to grow adults
- ▶ Young women and men affected by conflict or exposed to violence
- ▶ Marginalized youth due to sexual orientation or gender identity
- ▶ Youth displaced due to conflict zones or orphans
- ► Survivors of gender-based violence (GBV, do not forget male victims)
- ▶ Juvenile delinquents

Their vulnerability reasons are so different and not possible to generalize



# 2. What are the invisible/visible prohibiting factors for limited opportunities?

#### [Visible]

- ► High poverty levels/ Limited Resources
- ► Limited/lack of social services
- ▶ Limited/lack of education
- ▶ Limited/lack of earning skills
- ▶ Limited access to information (ICT)
- ► Limited access to information (Jobs and other opportunities)
- ► Geopolitical disadvantages
- ▶ Rural-urban migration
- ► Refugee influx (stress on host communities)
- Armed conflict

#### [Invisible]

- Corruption
- Socio-cultural norms (Patriarchal systems, ageism, gender roles, negative cultural practices like FGM)
- ► Religious beliefs/extremism
- ► Limited political will
- ► Sound mental status (often neglected factor)
- ► Stereotyping the "poor" without knowing their reality

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# 3. What are their means of survival or participation in socio-economic activities?

If there are no targeted interventions, their chances of participation remain slim Available survival schemes/means are:

- ► Charity
- ▶ Development assistance
- ► Community initiatives
- ► Individual-based (personal) support
- ▶ Religious support systems (Zakat, tithes, etc.)
- ► Extended family support/family structure support
- ► School feeding programs
- ► Free education systems

# 4. What is preventing existing/previous assistance to youth from being impactful?

Existing Assistance are often:

- ▶ Lack of or limited (properly) targeted interventions
- ▶ Existing interventions are often unsustainable
- ► Corruption and fraud
- Lack of proper stakeholder/system analysis
- ▶ Limited institutional and human resource capacity
- ▶ Limited coordination between stakeholders (working in silos)
- ▶ Limited funding
- ▶ Youth perceptions and attitudes (dependency)
- ▶ Lack of awareness about available opportunities

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# 5 What can be done for those who have dropped out from the opportunity group?

- Provision of small grants (e.g. Cash assistance during Covid)
- 2. Career guidance and orientation for vulnerable groups
- 3. Vocational training for life skills
- 4. Economic empowerment strategies
- 5. Linking vulnerable groups to employment opportunities (e.g., voluntary work, internships, etc.)
- Awareness creation on existing opportunities for vulnerable groups (e.g., radio, hotlines, context-based initiatives)
- 7. Mentorship and role-modeling programs
- 8. Establishment of one-stop centers to address GBV (as referral pathways, advisory center access to justice, shelter)

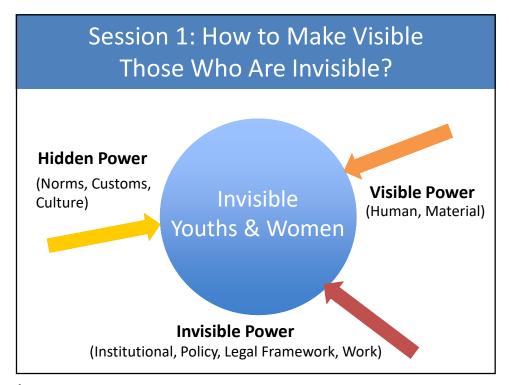
- 9. Stakeholder mapping for proper targeting and program design (target groups, duty bearers, development partners)
- Conducting research to assess the actual situation on the ground, including data collection, intervention assessment, and genderdisaggregated data analysis
- 11. Documentation of customary practices to address issues within communities NB: consider integrases knowledge
- 12. Capacity enhancement of media institution for gender and youth sensitive reporting against stereotyping.
- 13. Awareness campaigns on harmful socio-cultural norms
- 14. Capacity enhancement (government, institutions, CSOs, etc.)interventions
- 5. Ensure a sustainability strategy in place at the designing of the program/projects

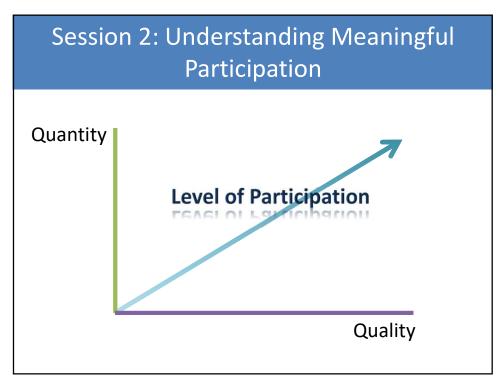
### 6. Learning from Good Practices: Points of Consideration

- ► Take the Survivor-centred approach
- ▶ Peer-to-peer approach
- ▶ Role model and mentorship
- ▶ Youth-centre approach, emphasizing voice and agency
- ► Creating safe spaces for youth
- ▶ Use of sports as a uniting factor
- ► Human rights-based approach
- ▶ Social enterprise approach (support beneficiaries to start their own business)
- ► Care for caregivers approach (mental wellness of the workers)
- ▶ Pay proper attention to mental /psychological status of youth (don't laugh at them)
- ▶ Leveraging the digital technologies to address issues (Kenya GBV case story was inspiring)

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## How to Improve the Quality Dimension of Participation?

7 Ladders of Participation (Arnstein, 1969)

- 1. Manipulation
- 2. Therapy
- 3. Informing (Invited)
- 4. Consultation
- 5. Placation
- 6. Partnership
- 7. Delegated Power

& Citizen Control

Closed Invited

Claimed/ **Demand Area** 

