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PROGRAMME PROGRESS REPORT

Period (Year): 2015

Project Number and Title: SOM-002 STATE FORMATION PROCESS	PROJECT START DATE¹: 17 June 2015	AMOUNT ALLOCATED by MPTF	RECIPIENT ORGANIZATION
Project ID: MPTF Project Id 00096122	<i>28 August 2015:</i> <i>14 October 2015:</i> <i>21 December 2015:</i> PBF funds – 1 October 2015: Total Received funds:	<i>1st Tranche – \$ 679,279.41</i> <i>2nd Tranche – \$ 1,525,768</i> <i>3rd Tranche – \$ 1,938,995.12</i> <i>4th Tranche - \$255,185.42</i> <i>Total fund received for UNMPTF in 2015 = US\$4,399,228</i> <i>PBF – US\$ 2,232,061</i> <i>Total = \$ 6,631,289</i>	United Nations Development Programme (UNDP)
Project Focal Point: Name: Atul Shekhar E-mail: Atul.Shekhar@undp.org	EXTENSION DATE: 1 October 2015 to March 2016	FINANCIAL COMMITMENTS For UNMPTF – 2015 Budget - \$2,205,047 For PBF – 2015 Budget - \$1,318,381 Total – US\$ 3,523,428	Gender Marker: 2
PSG PSG 1: Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities.	PROJECTED END DATE: 31 March 2016	EXPENDITURES as of 31 December 2015 UNMPTF – US\$ 2,228,410 (101%) PBF – 78,646 (6%)	IMPLEMENTING PARTNER(S): Federal Government of Somalia (Ministry of Interior and Federal Affairs)

¹ The date project funds were first transferred.



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<p>Priority/Milestone</p> <p>1.1. National reconciliation commission established and peace building and reconciliation programs developed</p> <p>1.2 Inclusive consultations on the establishment of administrations conducted in at least 10 regions and administrations established</p> <p>1.3. Inter-regional dialogue on the formation of federal states initiated</p> <p>1.4. Annual conference on political dialogue with the executive head of states of existing and emerging administrations convened by the Federal Government of Somalia (FGS)</p> <p>1.5. Decision on the federal model reached</p>			<p>United Nations Somalia Mission (UNSOM)</p>
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<p>Location: National and Regional (South and Central Somalia)</p>	<p>Sub-National Coverage Areas (if applicable): Jubbaland, Galmudug, South-West, Hiraan and Middle Shabelle</p>
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SUMMARY/SITUATION UPDATE:

The United Nations Development Programme’s (UNDP’s) ‘Support to the Federal State Formation Process’ Project provides assistance to the Federal Government of Somalia in its endeavor to form interim regional administrations (IRAs) and also provides direct support to the new (interim) Federal Member State administrations. The Federal Government, guided by Vision 2016, will facilitate the process of forming IRAs as precursors to full-fledged federal member states, consistent with the Provisional Constitution and Somalia’s laws and with the participation of local authorities, traditional leaders, civil society, women and youth.

The project was endorsed by the Somalia Development and Reconstruction Facility (SDRF) in March 2015 and formally signed by the Ministry of Interior and Federal Affairs (MOIFA) and the United Nations (UN) on 17 June 2015. The project has since been delivering on a set of initial activities to contribute to peace- and state-building goals — specifically, Peace-building and State-building Goal (PSG) 1 — through support to the establishment of state administrations in furtherance of the Vision 2016 and the Somali Compact. These activities contribute to supporting FGS and emerging/interim administrations with: reconciliation and the state formation process; the formation and establishment of a Boundaries and Federation Commission (BFC); the promotion of citizen and civil society awareness and understanding of the federalization, legal framework and boundaries process; and support to emerging states to have basic functional organizational structures in place.

Between July and December 2015, the project contributed significantly towards state formation and interim regional administration. The key contributions during this period are highlighted below:

- The Galmudug Interim Administration (GIA) was established with the active support of the project and other partners such as the Somalia Stability Fund (SSF). This included providing human resources support to the Technical committee on Galmudug State formation. Air and ground transportation support to the delegates and participants were also provided to help them attend and contribute to the state formation process. A series of advocacy and consultative workshops were organized to include minorities, women and youth in the reconciliation and Galmudug administration process. The project worked closely with other international organizations, such as SSF, Finish Church Aid and other international and local non-



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governmental organizations (NGOs), to provide coherent support to the process. This led to the establishment of the Administration in mid-July 2015. Besides this, the project rendered technical expertise to support the development of Charters for the Interim Jubbaland Administration (IJA), Interim South West Administration (ISWA) and GIA. These Charters attest to the formation of the new states and also establish the basis for a coherent constitutional framework in the new state. In the fourth quarter of 2015, the project initiated a reconciliation initiative in Hiraan and Middle Shabelle. An agreement on the establishment of Hiraan and Middle Shabelle Interim Administration was formed based on initial dialogue with relevant stakeholders.

- During the year, the project played an active role in the establishment of the BFC through capacity building supports. The BFC Act was endorsed in the FGS Parliament on 21 December 2014, and immediately followed by a process to recruit BFC Commissioners in early 2015. The project supported MOIFA in the process of identifying and vetting potential candidates for the position. All nine Commissioners were mobilized on 7 July 2015. In the month of July 2015, office space was established at Villa Somalia for the BFC and all members were provided with office equipment and furniture through the project. The project also provided orientation and capacity building support to BFC members (8 men and 1 woman) to enable them to undertake their roles and mandates. This support included initiating the development of the strategic framework on federalism and boundary demarcation, which are key mandates of the BFC. In addition, the BFC was supported with outreach and the facilitation of stakeholder dialogue on boundary-related issues and the state formation process.
- In the area of state formation and federalism outreach and communication, the project supported BFC, MOIFA and Interim Administrations to organize a series of workshops/seminars or conferences on federalism, state formation and good governance in Mogadishu, Baidoa, Kismayo and Jowhar. These workshops/conferences have contributed to ensuring that stakeholders, citizens and civil society are fully informed about federalism and boundary demarcation issues. The project has also reached members of the target population with radio messages with the support of the UN Special Political Mission for Somalia (UNSOM), Strategic Communication unit. The workshops/consultation meetings and public outreach interventions were important to sensitizing Somalia citizens on various facets of federalism and as one of the options for the peace- and state-building process.
- Similarly, during the year, the project strengthened MOIFA capacity to coordinate the federalism process in the country. With the support of two technical advisors, the provision of office equipment and training of 82 MOIFA staff (around 20% women) on governance and federalism facilitation process skills, the directorate of MOIFA now has a basic structure and capacity to facilitate and coordinate administration. With this capacity building support, MOIFA is taking the lead in the Hiraan and Middle Shabelle reconciliation process and the GIA formation process.
- Strengthening IRAs to become an operational entity as a Federal Member State is vital and the next step once the administrations are formed. The project initiated capacity development interventions to provide basic knowledge and skills on core functional skills to the newly established ministries of the IRAs. A baseline survey was undertaken for ISWA and IJA to understand capacity building needs and gaps. This helped in developing need-based plans and signing Letter of Agreements (LOAs) with ISWA, IJA and GIA to implement capacity development support to their ministries and offices. Three of four IRAs (IJA, ISWA and GIA) have so far received capacity building support through UNDP consultants and experts in various matters concerning the setting up and running of governments. Similar support will be provided to the fourth IRA — Hiraan and Middle Shabelle — once it is established in 2016.

Political and Administrative Developments

Interim Jubbaland Administration

The IJA was formed in August 2013. UNDP and UNSOM provided technical support to the Jubba Constitutional Drafting Committee in finalizing the drafting of a regional constitution in the third quarter of 2015. On 1 August 2015, a Jubba Constituent Assembly comprising of 300 persons, including civil society representatives and clan elders, convened and



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adopted the newly drafted provisional constitution.

Sheikh Ahmed Mohamed Islam “Madobe” was elected as President on 1 August 2015. On 12 September 2015, Somalia President Hassan Sheikh Mohamud, his Prime Minister Omar Abdi Rashid Sharmarke, UN Special Representative of the Secretary General Nicholas Kay and other high profile foreign dignitaries attended the inauguration ceremony of the Jubbaland leader in Kismayo. However, consensus on the inclusivity of the representativeness of the Jubbaland Regional Assembly was difficult to reach between the IJA leadership and the FGS. Following interventions by the FGS on the composition of the Jubbaland Regional Assembly, the IJA agreed to expand the number of legislators by an additional ten seats, bringing its total to 85 seats. The Jubba Provisional Constitution was amended to reflect these changes, as well as make provision for the position of a second vice president in reconciliation conferences supported by the project and UNSOM. Apparent differences with some of the key Marehan actors on questions around inclusivity in the Regional Assembly were partially resolved as a result of the conferences supported by the project.

Interim South West Administration

The Interim South West Administration (ISWA) was formed in August 2014. By the end of the fourth quarter, the ISWA was working on finalizing the regional assembly process. This process had been delayed because of the need to reconcile the differing communities on the inclusivity of the membership to the regional assembly. An Agreement was reached to create ten additional seats for representatives selected by the ISWA President; this would increase the size of the assembly from 95 to 105 seats. Of the ten additional seats, six would be allocated to non-indigenous Hawiye clans; all ten would have to have been born in the ISWA region. Representatives filling these additional seats would have full voting rights but could not contest the post of Speaker of the Regional Assembly. While ISWA has affirmed its commitment to meet a 20% quota for women members of the assembly, some officials have observed that it will be difficult to meet this quota. Prevailing traditional practices as well as security concerns could deter women from seeking selection to the assembly.

The ISWA regional assembly was completed on 28 December 2015 with the swearing in of a total of 146 members. Of these members, 136 were nominated by the ISWA traditional elders, while the remaining 10 were nominated by the ISWA President. The ceremony followed a nearly year-long process of deliberation by the region's traditional elders and ISWA on the allocation of seats by clan, as well as to women and minorities. In order to ensure representation of the latter two constituencies, the assembly was increased in size from the 95-member body envisioned in the ISWA provisional constitution. Women were ultimately allocated 31 seats, thus, meeting the 20 percent requirement set in the provisional constitution and representing the largest share of seats held by women in a Somali federal or state legislative body. Ethnic minorities, who form a significant part of the population in ISWA, were, however, allocated only 13 seats. On 3 January 2016, the assembly elected Abdulkadir Sharif Sheikhuna, a Digil/Tunni, as its Speaker, Mohamed Noor Mohamed Moalim, a Mirifle/Gelidle, as its First Deputy Speaker, and Aweys Hussein Moalim, a member of the Hintire minority group, as its Second Deputy Speaker. The election was witnessed by IGAD and MOIFA, which had jointly facilitated the assembly formation process, as well as by UNSOM and AMISOM. An outstanding issue remains the representation in the assembly of the Darod clan, living along and near the border with Ethiopia. The Darod currently hold four seats in the assembly, a figure that Darod leaders in and outside ISWA have sought to raise. The declaration of an “Upper Bakool” administration on 26 December 2015 by Darod representatives meeting in Elberde town (Bakool region) raised tensions between ISWA and Darod-dominated Puntland and Jubbaland, which are seen by ISWA to be supporting the breakaway administration. On 16 January 2016, Jubbaland President Ahmed Madobe and ISWA President Sharif Hassan agreed to address their differences through bilateral negotiations. The talks would encompass the representation of Digil-Mirifle in the Jubbaland regional assembly as well as of Darod in the ISWA regional assembly.

Galmudug Interim Administration

On 4 July 2015 in Adaado, Galgaduud region, the presidential and vice presidential elections for the GIA were held and Abdikarim Hussein Guled, former Minister of National Security, was elected as President and Mohamed Hashi Abdi as Vice



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President through a secret ballot. As part of the project support, the election was covered live on television. On 23 July 2015, the presidential inauguration was held in the presence of the FGS President and representatives of the international community in Adaado. Following an agreement on power sharing being signed between GIA and ASWJ on 27 August 2015, the cabinet consisting of 24 ministers, four state ministers and 23 assistant ministers was introduced on 28 August 2015.

Efforts are underway to build the core functions of governance. In early September 2015, GIA organized a strategic retreat and identified six priorities of the administration. A provisional budget has been developed and is being reviewed by the Galmudug regional assembly. In addition, a compound has been identified in Adaado to tentatively accommodate the ministries until they can move to Dhuusamareb.

Hiraan and Middle Shabelle

Encouraged by the completion of the state formation process in Galmudug, the FGS expedited discussions with Hiraan and Middle Shabelle representatives. On 8 August 2015, the agreement that would lead to the establishment of the last remaining regional administration, comprising of Hiraan and Middle Shabelle regions, was reached and signed by stakeholders. While the process for the formation of this administration is currently underway, disagreements over critical issues, particularly the formation of the technical committee, stagnated the process. By the end of 2015, efforts to form the IRA were still ongoing.

QUARTERLY PROGRESS REPORT RESULTS MATRIX

SUB-OUTCOME STATEMENT

Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities.

OUTPUT STATEMENTS AND NARRATIVE

OUTPUT INDICATORS

Indicator	Geographic Area	Baseline	Projected Target (as per results matrix)	Quantitative results for the Q4-2015 reporting period	Cumulative results since project commencement (Q3- Q4-2015)
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Output 1: Support the Federal Government of Somalia with facilitating reconciliation towards state formation

# of reconciliation conferences organized by IRAs/FGS	South & Central Somalia	While there is large political will, diverging opinions exist and broad-based political and civil agreements have not yet been fully realized.	At least two (2) reconciliation conferences conducted towards state-building process.	3: Two reconciliation conferences conducted by the GIA in Adaado and Abduwaq; and One (1) pre-state reconciliation meeting conducted in Jowhar district of Middle Shabelle region.	6: Six (6) reconciliation conferences have been held in ISWA, GIA and Middle Shabelle and Hiraan.
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IRAs' charters drafted through community/representatives consultation and feedback process	South & Central Somalia	N/A	Charters Drafted for each IRAs (In total four charters)	1: Jubbaland Charter was endorsed in third quarter.	3: Charters have been drafted for IJA, ISWA and GIA.
% of women participating in reconciliation process/forums	South & Central Somalia	N/A	N/A	48% of women participated the reconciliation conferences in Baidoa, Agfoye and Wanlaweyn. 35% of women participated in the community setting reconciliation conferences in Adaado, Galinsor and Abduwaq of Galmudug.	41% of women have participated in reconciliation processes/forums.
Output 2: Support the FGS with the formation and establishment of a Boundaries and Federation Commission					
BFC formation act is endorsed in parliament	South & Central Somalia	Establishment Act for the BFC drafted and tabled for Parliament's review and approval. No Commissioners in place; to be appointed after the Act is passed.	BFC is established based on FGS provisional constitution.	BFC formed and all nine (9) members of BFC Commission commenced work on 7 July 2015.	BFC formed and all nine (9) members of BFC Commission commenced work on 7 July 2015.
% of women in BFC	South & Central Somalia	N/A	20% women are members in BFC	10%: The BFC appointed one woman as part of the Commissioners.	10%: The BFC appointed one woman as part of the Commissioners.



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% of members receive office equipment and tools to work	South & Central Somalia	N/A	90% of BFC members receive required office equipment and tools to function	100%: All BFC Commissioners have equipment to use for office work.	100%: All BFC members received office equipment and furniture. Office prefabs with 15 office spaces, 1 meeting hall and 4 washrooms have been established at Villa Somalia for the BFC.
# of BFC members trained on framework and policy on Boundary and Federalism process	South & Central Somalia	N/A	N/A	N/A	9: Nine BFC members were trained on boundary and federalism process framework and policies in Nairobi in September 2015.
Output 3: Increased understanding of the federalization, legal framework and boundaries processes amongst stakeholders, citizens and civil society					
% of IRAs target population receive good governance and federalism messages	South & Central Somalia	No baseline figures exist on the target population receiving good governance and federalism messages in the IRAs	In all IRAs, good governance and federalism messages are broadcasted	75% of the regional administrations that exist in the country received messages related to the good governance and federalism.	30%: Based on the distribution of radio listenership, the project has managed to reach about 30% of the target population with the radio messages.
# of workshop/seminars/conferences conducted	South & Central Somalia	No conferences conducted in the IRAs on federalism	At least two workshops/conferences are conducted	10 workshop/seminars/conferences on federalism, state formation and good governance have been conducted across the South Central Somalia.	10: Five (5) workshops/seminars or conferences on federalism, state formation and good governance has been conducted in Mogadishu; and Five (5) similar workshops on federalism, state formation and good governance were held in Baidoa, Kismayo and Jowhar.



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# of regional development plans established	South & Central Somalia		One Regional development plan per IRA is developed	0: IJA Draft Vision document developed. No Regional development plans developed.	0: IJA Draft Vision document developed. No Regional development plans developed.
Output 4: Support FGS with the federalism process					
# of technical advisors hired and are actively supporting the state formation and reconciliation	South & Central Somalia	Department specifically in charge of Federal Affairs exist within the Ministry, but with insufficient capacity, and an Interim administration does not exist	Directorate of Federal affairs have basic structure in place to facilitate and coordinate interim administrations	2: Two technical advisors are now supporting the directorate of MOIFA. The Directorate now has a basic structure to facilitate and coordinate administration (although it can still be improved).	2: Two technical advisors are now supporting the directorate of MOIFA. The Directorate now has a basic structure to facilitate and coordinate administration (although it can still be improved).
% of federal directorate receive office equipment support	South & Central Somalia	Adhoc support to MOIFA	70% of federal directorate receive office equipment support	50% of Federal directorate departments receive the Office equipment support.	50% of Federal directorate departments receive the Office equipment support.
# of MOIFA staff receive basic training to support federalism	South & Central Somalia	MOIFA staff have limited knowledge on federalism and management	At least 35 MOIFA staff trained on governance and federalism	50 MOIFA staff were trained on federalism, communication, facilitation and negotiation skills in Mogadishu.	82 MOIFA staff (66 men and 16 women) received governance and federalism facilitation process skills training.
# of Federal-interim consultative meetings organized	South & Central Somalia	Adhoc consultative meetings organized	At least 6 consultative meetings organized, inclusive of PSG1 in regions	2: Two consultative workshops on federalism and role of BFC organized (~160 participants in total, 20% women).	4: Four consultative meetings held between July and December 2015 (239 participants in total, around 18% women).



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Output 5: Support with operational capacity to newly emerging/interim administration to have basic organizational structure in place					
% of IRAs receiving capacity building support	South & Central Somalia	Short term or adhoc support available to the emerging states	All four IRAs receive capacity building support.	75%: Three IRAs (IJA, ISWA and GIA) out of four received capacity building support in Kismayo, Adaado and Baidoa on strategic planning, general management and core functions of regional administrations.	75%: Three IRAs (IJA, ISWA and GIA) out of four have so far received capacity building support through UNDP consultants, and experts in various matters concerning the setting up and running of governments. The fourth IRA (Hiraan and Middle Shabelle) is yet to be established. LOAs signed with IJA and ISWA on project implementation.
% of IRA staff trained in core functions area on basic service delivery process	South & Central Somalia	Adhoc/ no training received by the IRAs officials	70% of IRA officials trained in basic management functions	25% of IRA officials trained in basic management functions.	Around 50% of IRA officials trained in basic management functions.
Selected IRAs offices are rehabilitated and office equipment support	South & Central Somalia	No office rehabilitated (only in IJA provided by SSF)	2 IRAs offices are rehabilitated	--	The project has not yet started rehabilitation of the two planned IRA offices. Plans for rehabilitation of a multipurpose building have been submitted to UNDP from ISWA and when approved work is scheduled to start in early 2016. Procured office equipment, furniture for ISWA, GIA And IJA.



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SOURCES OF EVIDENCE:

- Output 1: (1) Reconciliation meetings reports; (2) Draft Charter for IJA; and (3) Newspaper reports on live debates.
- Output 2: (1) UNDP workshop reports on the Nairobi IEBC and BFC Training Workshop; (2) Procurement and financial reports for the BFC equipment and offices; (3) Workshop reports; (4) Reports from technical advisors; (5) SBC Somalia TV (26 July 2015) — www.youtube.com/watch?v=0UkdOCDw804; (5) Radio Muqdisho (26 July 2015) — www.radiomuqdisho.net/guddiga-mada-bananaan-ee-xuduudaha-iyo-federaalka-oo-hogaan-doortay; and (6) Hiraan Online (5 September 2015) — www.hiiraan.com/news/2015/Sept/wararka_maanta5-92917.htm.
- Output 3: (1) Project reports; (2) Technical advisor reports; and (3) Wararka Somali Cable (11 September 2015) — www.youtube.com/watch?v=aOswEGvuUD4.
- Output 4: (1) UNDP procurement reports; (2) Pictures of office furniture set up in the offices; and (3) Technical Advisor reports
- Output 5: (1) Project activity reports; and (2) Human resources reports from the different IRAs.

NARRATIVE

Output 1: Support the FGS with facilitating reconciliation towards state formation

The establishment of the Interim (Federal Member) State Administrations is preceded by conferences that bring together clan elders and other influential stakeholders to discuss power sharing agreements around the eventual formation of the new interim states. Three new IRAs have been formed thus far — the Interim Jubbaland Administration (August 2013), the Interim South West Administration (August 2014) and the Galmudug Interim Administration (July 2015). Work is continuing on the formation of the Hiraan and Middle Shabelle IRA.

The states formation project builds on the positive gains, experience, expertise and added value of UNSOM and UNDP in advancing these processes, while further delivering key capacity support needed for these new governance structures to function effectively within a nascent federal system. Specifically:

- **Interim Jubbaland Administration:** Technical support was rendered to the development of the IJA Charter and to the IJA Technical Committee by the project's constitution and state-building expert. In the third quarter of 2015, UNDP and UNSOM provided technical support to the Jubba Constitutional Drafting Committee in finalizing the drafting of a regional constitution. This included recruiting an international legal expert to support the review of IJA's draft constitution. On 1 August 2015, a Jubba Constituent Assembly comprising of 300 people, including civil society representatives and clan elders, convened a conference and adopted the newly drafted provisional constitution. President Madobe secured 68 of the 74 votes cast at the elections. Madobe also declared the formation of a "Jubbaland Regional State" with effect from 1 August 2015, but consensus with the Federal Government on the issue needs to be developed. Ensuring an inclusive administration with a fair representation of all Jubba clans remains a key priority. Following interventions by stakeholders, especially the FGS, on the composition of the Jubba Regional Assembly, the IJA acceded to its expansion by an additional ten seats, bringing its total to 85 seats. The Jubba Provisional Constitution is now being amended to reflect these changes as well as make provision for the position of a second vice president. UNDP and UNSOM provided logistic and financial support for reconciliation meetings held by the IJA Leader in Dollow in August 2015, but differences with some of the key Marehan actors opposed to the IJA were not fully resolved. Close engagement with Marehan stakeholders also continued during the period.
- **Interim South West Administration:** The state building process was supported through two rounds of reconciliation and a series of consultation workshops for the ISWA leadership in the second, third and fourth



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quarters of 2015. Clan clashes that continued after the establishment of the ISWA state in the first quarter between the Biimal and Habardigir clans (Aygooye district of Lower Shabelle) had threatened to derail the progress in the smooth running of the new state. However, in the second round of workshops that was attended by more than 400 delegates from the various clans, the differences were mostly resolved. Besides this, the project supported the organization of inter-organizational coherence-building workshops to bring the different levels of administration, officials and stakeholders to a common understanding on ISWA and the state-building agenda, including on priorities, challenges and the way forward.

- **Galmudug Interim Administration:** The Central Regions began the process of forming their new regional interim state in the first quarter of 2015 with inter-clan reconciliation meetings in Dhuusamareb and Adaado. While there were inter-clan tensions between some sections of the clans over the issue of the seat of the new State, this matter was finally resolved in the second quarter after more inter-clan conferences were held. The logistics for these conferences were largely supported by the project and other partners (SSF/Finish Church Aid and Other National NGOs/CRD). In the third quarter of 2015, UNDP provided charter flights support to MOIFA for support to a conference in the Central regions. This conference led to the finalization of the state formation process in the first week of July 2015. In the fourth quarter, UNDP/UNSOM supported a Somali Women Leadership Initiatives (SWLI) peace mission to Galkayo to mediate the two warring parties (Puntland and Galmudug) and reconcile them. Two community-level reconciliation conferences were also conducted in Adaado and Abudwag (of Galmudug IRAs) to support reconciliation for state building and the federalism process. Further, at the end of the year, the project signed a LOA with the Inter-Governmental Authority on Development (IGAD) to facilitate integration of Ahlu Sunna wal Jama'a (ASWJ) into GIA and FGS federal structure. Initial dialogue with ASWJ and FGS took place in December 2015. A further reconciliation process is planned for early 2016.
- **Hiraan and Middle Shabelle:** In the fourth quarter of 2015, UNDP/UNSOM supported FGS in organizing and facilitating pre-state formation reconciliation conferences for Hiraan and Middle Shabelle in Jowhar. The reconciliation conference targeted elders from Mohaed Muse and Walamoy clans, Middle Shabelle regional administration, Jowhar district administration ministers and area Members of Parliament from FGS, and MOIFA Senior Officials, Directors and Advisors. The objectives of the reconciliation conference were: (a) to facilitate dialogue and reconciliation between the clans in the regions; (b) to provide space through which dialogue and reconciliation can take place; (c) to engage both women and youth groups in the implementation of an agreement; and (d) to provide a venue for both groups to air their grievances, address them and generate support for the process of engaging wider civil society groups. Clans came to agree on the validity of the 2013 agreement and on payment for the 43 people killed in the armed conflict between the two clans in 2013.

Output 2: Support FGS with the formation and establishment of a Boundaries and Federation Commission

At the beginning of 2015, UNDP supported the initial stages of the setting up of the BFC. The support started with the recruitment of a legal expert to draft the BFC Bill, which had been successfully endorsed in the FGS Parliament on 21 December 2014. When the initial document of the 'States Formation Project' was drafted, one of the targets was for the BFC to be established based on the FGS provisional constitution.

The project continued its support for the establishment of the BFC by supporting MOIFA when it undertook the process of identifying potential candidates for the position of BFC Commissioner. A detailed process, mainly under the supervision of MOIFA, then followed wherein nine out of a possible 150 potential candidates were vetted and then passed to the FGS Parliament who approved the successful candidates through secret ballot on 6 July 2015. While the project set a target of 20% (2 women) for the selection of women into the BFC and has actively engaged women leaders and women's groups in the boundary and federalism process through awareness campaigns and workshops to build capacity, only one woman was selected. The underlying challenges represented by this outcome are outside the scope of the project. However, talks continue between the project team and the FGS to ensure that agreed targets on gender representation are met.



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Through the project's support, all nine BFC Commissioners started work immediately after their appointments. During the first and second quarters of 2015, preparatory work was carried out by the project to identify office space for the BFC. In the third quarter, the project supported the construction of 15 prefab rooms at Villa Somalia to serve as temporary offices for the BFC and also procured the necessary office equipment and furniture. In addition, one Technical Advisor was recruited to support BFC in the planning, coordination and development of its organizational structure, staff Terms of References (TORs), budget and planning and management processes. The process of recruiting a Legal Advisor and two Technical Officers was also initiated in the third quarter and is expected to be concluded by the beginning of 2016. In addition, nine non-armored vehicles have been procured for BFC use. These vehicles will complement the project's efforts in supporting the BFC in the execution of its mandate.

One of the objectives of the project is to link the BFC with other like-minded institutions in the region in order to gain experience and know-how in the boundary delimitation and federalism process. In the third quarter (from 1-6 September 2015), soon after the recruitment of the nine new Commissioners, UNDP organized a workshop for the BFC and nine other officials from MOIFA in Nairobi to learn more about federalism and boundaries issues and approaches from the Kenya Independent Electoral and Boundaries Commission (IEBC). A visit to the IEBC offices in Nairobi gave the Commissioners the opportunity to meet with both the Chair and Vice Chair of the IEBC, as well as gain a sound understanding of the day-to-day operations of the Commission. The BFC Commissioners were taken around the different departments of IEBC — including Finance and Administration, the Delimitation Unit, Communications and Mapping — where they got first-hand insight on the running of such a Commission. In addition, the IEBC and the BFC discussed cooperation in several areas of their work, such as boundary demarcation, GPS and public outreach strategy support, which will see the Somalis tapping into the knowledge of their Kenyan counterparts through exchange visits, staff secondments from the IEBC to Somalia and the development of best practice documents. The BFC and the IEBC agreed on signing the Memorandum of Understanding on working together. A number of donors (including the Italian Embassy and the European Union delegation), as well as the Somalia Ambassador to Kenya, attended the workshop and also committed to assist the BFC in various ways.

With support from the project, the BFC is planning to engage the services of two experts from the IEBC (who will be based in Mogadishu) to train the Commissioners and their staff on setting up relevant operations. The BFC Commissioners were also able to draft a work plan, which is currently being used to define their future work.

On December 8th and 9th, the BFC held its first consultative meetings and workshops with IRAs on boundaries and the federalism process in Baidoa, targeting key stakeholders of ISWA and civil society organizations (CSOs). Also in December 2015, the BFC initiated the development of a strategic framework on federalism. The project recruited short-term international consultants to facilitate dialogue on the role of the BFC in federalism. On 21 December 2015, the BFC, in collaboration with MOIFA, organized a consultative forum in Mogadishu. This forum brought together key stakeholders to discuss the role of the BFC in Somalia's federalism process, and also the linkage between federalism, governance and the state-building process. More than 50 participants (15% female), from Parliament, FGS Ministries, CSOs and representatives from IRAs attended the workshop. Stakeholders at the forum recommended that the Commission embark on a massive awareness campaign and evolve a framework to discharge its mandate. Forum participants also called for an extension of the term of the Commission whose mandate expires in August 2016, and brainstormed on the Commission's strategic framework.

Output 3: Increased understanding of the federalism, legal framework and boundaries processes amongst stakeholders, citizens and civil society

Federalism and State Formation Process

The dissemination of information on federalism is necessary to gain public buy-in for the process. In this regard, the project has been providing facilitation and logistics support for forums whereby representatives from the emerging states (and their regions and districts), the FGS (including executive branch ministries and federal parliamentarians) and civil society can convene to discuss and ultimately come to agreement on principles which will eventually result in legislation to govern how



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federalism will be executed in Somalia. Resources have been provided for state administrations to engage in public outreach, including the development of printed materials and logistics support to state officials to travel to outlying regions and districts to engage with regional and district leaders and their communities.

Since the beginning of the project, MOIFA has been involved in public outreach activities to spread information about the federalism process to Somalis all over the country. Public debates have been held on national television and radio. Local newspapers have also been used to disseminate information.

During the state formation process in ISWA, a number of public outreach meetings and campaigns were held in Baidoa through activities such as public dramas. The project provided financial and advisory support to the ISWA Ministry of Information and Public Outreach to launch a federalism awareness campaign in 11 villages in Baidoa in collaboration with the non-governmental organization (NGO) ISWA Women's Group. The meetings attracted close to 300 people (97% female) between 15 and 30 August 2015. Topics discussed during the campaign included federalism, the state formation process and the inclusion of women in politics, leading to inclusive and gender-responsive governance. UNDP has supported the SWLI to campaign for increased women's participation and representation in the establishment of the ISWA regional assembly.

The Ministry of Planning and International Cooperation (MOPIC) of ISWA, with the support of UNDP Somalia and UNSOM, launched a seminar and inter-university debating competition on federalism and good governance on 24-25 October 2015 for 16 university students (50% female) in Baidoa to keep them informed about federalism and good governance. Two students from each participating university engaged the topic, opposing each other in a thrilling debate. Students conducted themselves in a way that showed maturity, commitment and high levels of research. A football competition was also launched in Baidoa to support the dissemination of peace- and state-building messages targeting youth.

Similar activities were organized for the IJA in Kismayo. For example, a football tournament was launched to engage youth in the promotion of federalism and the state formation process wherein 12 football teams took part. More than 500 viewers from the various villages of Kismayo were targeted with the message: "*Dantu dadka waxay ku jirtaa Federaaleysi,*" meaning "*The common interest of the society is federalism.*" Such events are important as they are able to disseminate information without having to convene political meetings, which have the potential to fuel political tension.

To promote the inclusion of women from Jubbaland in the federalism and state-building process, the Ministry of Women and Human Rights Affairs of IJA, with the support of UNDP and UNSOM, organized a "Women on Federalism" workshop in Kismayo on 12-13 November 2015. More than 90 people (97% female) attended the workshop and observations done by the project team showed that women were committed to take part in the federalism awareness and state-building process. The workshop was unprecedented in that it was the first of its kind held by any ministry for such a large number of women in Jubbaland. Participants demonstrated a high level of commitment and dedication throughout the workshop.

Boundaries Process

To build an understanding of the boundaries process, the BFC successfully managed to carry out outreach activities in collaboration with its parent Ministry, MOIFA. For example, in collaboration with the MOIFA, the BFC organized a joint consultative workshop with civil society groups in Mogadishu on 20 August 2015. More than 90 people composed of religious elders, traditional elders, youth and artists attended the workshop. Only seven women were present at the workshop as women's groups had been invited to another occasion on the same day as the BFC workshop. Workshop evaluations showed that all the participants had a better understanding of federalism and boundary matters after attending the workshop than they had prior to the workshop. The participants and Commissioners also observed that the workshop had created a good breaking ground for cooperation between civil society and the BFC.

A follow-up consultative workshop on promoting the understanding of federalism and boundaries issues was organized in Mogadishu for 89 participants (20% female) from the CSOs on 4 October 2015. Workshop evaluations showed that participants were fully informed about the concept of federalism and Commissioners' strategic plan, as well as on their role



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in promoting an understanding of federalism and boundary demarcation issues.

In addition to workshops, more than 200 copies were made available of an English-Somali lexicon for federalism terminology and the BFC bill to civil society groups, Commission members, representatives of the regional administrations and citizens to increase understanding of federalism and BFC.

Output 4: Support FGS with the federalism process

The state formation project continues to support MOIFA on carrying out work related to federalism and the state formation process. In this context, UNDP signed a LOA with MOIFA to implement project activities, with the support of the project team. The LOA is also part of the capacity building approach of UNDP to support government counterparts to take the lead and ownership of the interventions. Through an LOA, the project provides human resources, trainings, outreach activities and operational support to the Ministry.

In the third quarter of 2015, the project initiated procurement of office equipment support to the Directorate on Federalism of MOIFA. The project continued to build MOIFA's capacity to lead the federalism process by providing human resources support, which included 10 graduate interns assigned to the different departments of MOIFA, and two additional technical advisors embedded to support the MOIFA Directorate on Federalism (a Senior Technical Advisor and a Public Outreach Advisor). The interns are supporting several dockets, including communications, federal affairs and administration in the Office of the Permanent Secretary. The technical advisors are supporting the MOIFA in planning and coordination of state formation and public outreach events in Mogadishu, and also supporting the newly formed administrations on federalism, governance and state formation. They have played an important role in facilitating the Galmudug state formation process and in initiating dialogue on the Hiraa and Middle Shabelle state formation process. With this capacity building support, the Directorate now has a basic structure to facilitate and coordinate administration, although it can still be improved.

Output 5: Support with operational capacity to newly emerging/interim administrations to have basic organizational structure in place

The project has been providing mentoring and capacity-building support to IJA, ISWA and GIA in a number of areas, including the development of Cabinet TORs, capacity building of institutions, procedures and procurement of office equipment and support staff. In this context, the project signed LOAs with ISWA and IJA in the third quarter of 2015 and with GIA in the fourth quarter. These LOAs are part of the capacity building approach of UNDP to help governments lead and own the state-building process.

Human Resources & Technical Support

The project has been supporting IJA, ISWA and GIA with technical assistance through embedding national technical advisors to support planning, organizational development and outreach functions. In ISWA, two Technical Advisors are supporting the planning of public outreach events and administrative support to ISWA. One Coordination and one Planning Advisor have been recruited for IJA to support the coordination, planning and implementation of the state formation project, alongside the UNSOM representative office in Kismayo. The recruitment of one technical advisor and two technical officers for GIA is now in progress.

Besides this, the project launched a Young Graduates Programme to mobilize youth in governance and provide support to the newly formed ministries in their day-to-day functions. There are 10 young graduate interns working in key ministries of ISWA, such as the Ministry of Planning, the Ministry of Labor, the Ministry of Women, the Ministry of Interior and the Ministry of Agriculture. Ten key ministries of IJA in Kismayo are being supported by eight young graduate interns. In GIA, one Planning and Coordinator Advisor has been recruited to support planning, organizational development and outreach functions. Two technical advisor were also recruited for GIA to support the key ministries/departments of GIA.

A needs assessment survey was carried out by the project in Kismayo and Baidoa, focusing on understanding current human resources, organizational capacities and the operational and infrastructure status of ISWA and IJA institutions. These surveys



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also establish a basis for the support that will be provided through the medium-term project, which is planned to be rolled out in 2016.

During the fourth quarter of 2015, the project supported IJA to develop a Vision document. This was done by organizing a series of strategic planning and governance workshops and face-to-face meetings with selected officials of IJA. The draft vision will be shared with the Jubbaland officials later in 2016.

Capacity Building/Training

Several workshops were organized to build the capacity of IRA staff members during the latter half of 2015. Three of these workshops focused on inter/intra-organizational harmony and performance through capacity building and engagement of dialogue processes, and were held in Baidoa, Afgoye and Wanlaweyn of ISWA. These workshops were intended to strengthen the capacity and skills of key staff of ministries of ISWA, community stakeholders and women's groups in Baidoa, Afgoye and Wanlaweyne. They were well attended, with 300 participants (45% female) in total.

Besides this, in the fourth quarter of 2015, MOPICs of IJA with the support of the project, organized Ministerial Strategic Planning and Governance and Organizational Management capacity building workshops in Kismayo. The workshops were well attended (40 Deputy Ministers/senior officials, 15% female). At the end of the workshops, each Ministry was able to draft a strategic plan, develop vision and mission statements for their respective ministries and also set organizational objectives for their offices.

Similarly, capacity building workshops were organized for ISWA and GIA officials to provide participants with basic management and conflict management skills. This was organized in Baidoa (24-26 November 2015) and Adaado (12-19 December 2015). Over 40 and 50 officials from ISWA and GIA participated in the workshop, respectively.

Equipment/Rehabilitation Support

The project procured office equipment and furniture for ISWA, GIA and IJA ministries. This includes, IT equipment (computers, printers, scanner, etc.) and office furniture. Besides this, the project supported ISWA to design a multi-purpose office and conference space in Baidoa. The bidding process was completed in December 2015 and work is expected to start in early 2016, after the award of the successful construction company.

Key Highlights/Achievements:

- Supported Formation of Galmudug Interim Administration, together with SSF/Finish Church Aid.
- Initiated support to Hiraan and Middle Shabelle reconciliation and state formation process.
- Supported Jubbaland Administration with drafting Jubbaland Charter/Constitution.
- Established office structure and working environment for Boundary and Federation Commission (BFC).
- Oriented BFC members on boundary delimitation process and initiated consultative meetings.
- Initiated drafting a strategic framework in federalism and demarcation for BFC.
- Initiated federalism campaign and awareness program; Launched Public Service Announcements, debating competition and CSOs consultations on federalism.
- Provided human resource and technical assistance support to MOIFA to coordinate state formation process.
- Provided support to emerging states with human resource and technical assistance/training in the area of strategic planning and organization development.



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- Provided office equipment/furniture support to emerging states (second round of procurement in final stage).

Challenges (incl: Delays or Deviations) and Lessons Learnt:

Lessons Learnt

Somalia's 2012 Provisional Constitution established a framework for a federal Somali republic. However, it provides only limited guidance on how federal member states should be formed and also left for future deliberation how such a federal system will work, including the distribution of powers and responsibilities between the Federal Government and the emerging federal states. Because federalism represents a new political dispensation for Somalia, there is a lack of proven lessons learned with specific regard to the formation of new state governance structures and capacity development within an as yet undefined devolution of powers. Nonetheless, there are a number of lessons learned through other UN supported governance programs, such as JPLG and SIDP. These are reflected in the project document for the recently approved "Support to Emerging Federal States Project" and include:

- *Somalia ownership:* The first development principle of the Somali Compact is that 'Development is Somalia-owned and Somali led.' The initial concept for the project was designed with both the FGS MOIFA, in particular the Directorate of Federalism, and with representatives from interim federal states in Kismayo and Baidoa, and technical committee members from the Central Regions process.
- *Working in partnership with others:* The tasks ahead are formidable and will require multiple partners working together. During the ISWA formation process, the UN-UNDP and UNSOM – worked in tandem with other external partners such as the Somalia Stability Fund in which the agencies' respective inputs complemented one another. Similarly, through the inception Project, the UN is also working with the SSF and its partners, Finn Church Aid and the Centre for Research and Dialogue, on support to the Central Regions Technical Committee. Such partnerships not only catalyze financial and technical resources, but also ensure that the international community is supporting one direction for the state formation and capacity building process.
- *Presence on the ground:* In the past, due to lack of access, many projects have not benefitted from an agency presence on the ground where activities are being delivered. As a result, projects have at times been delayed, and the implementing agency has not always understood local dynamics or enjoyed collaborative relations with primary stakeholders on the ground.
- *Facilitating linkages:* Key to the success of new federal member states and how they contribute to Somalia's lasting peace and stability will be how they engage with both the federal center and with their regional and district counterparts.
- *Depth over breadth:* When conducting assessments with interim state administrations in both Kismayo and in Baidoa, the UNDP team designing the Project has been told the needs are "countless." Clearly, needs must be prioritized.
- *Ensuring citizen participation:* One of the lessons in building stable new government structures at any level is ensuring citizen participation and confidence in those structures so that they enjoy the support of their citizenry. Addressing both the supply and demand-side of government has proven a key ingredient to stability and improvement of state-society relations.

Challenges

There have been several key challenges to project delivery and the achievement of project objectives. Insecurity that prevents access to emerging states, consistent political leadership, operational capacity to allow for effective project engagement and the establishment of



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realistic expectations are amongst the most important challenges. More specifically:

- *Security:* Security attacks against government establishments remain a key challenge in Mogadishu and other parts of Somalia. The latest hard-hitting attack was the collateral damage that the UNDP UN Common Compound (UNCC) suffered when the Jazeera Hotel was bombed causing structural damages to the UNCC on 26 July 2015. UNDP staff housed at the UNCC had to be relocated to the Mogadishu International Airport (MIA) which meant a hiatus in the close working relationship between National staff and the international staff who are mainly based at the MIA. The constant Security Threat Information Alerts disrupt work for fear of the unknown. A significant number of days are lost as national staff have to work from home and meetings outside the protected zones have to be cancelled due to security reasons. This, at times, reduces the momentum in project implementation.
- *Political:* Political disagreements at the federal level, between the new IRAs and the FGS and between the IRAs themselves have posed delays and challenges for the state formation process. On 12 August 2015 an impeachment motion against the FGS President was submitted to the Speaker of the Parliament by around 90 legislators. Although this situation did not lead to a complete stop in government programs, it definitely caused noticeable disturbances as senior government officials diverted time to attending to this matter. Another source of project implementation delays due to political disagreement occurred when a vote of no confidence was passed by the FGS Parliament on the IJA House of Assembly. This resulted in a standoff between the two, which was only resolved after a number of talks/meetings. The constant fighting between clan groups in the GIA is another clear example of how peace can be threatened and decision makers have to spend more time in reconciliation meetings rather than on the state building processes.
- *Lack of baseline information:* There was no baseline data at the regional level at the start of the project. UNDP, however, began to address this issue during its first phase, and will continue to address it through the ongoing development of measurement systems, databases and systematic collection of measurable data. UNDP will introduce a number of measurement systems for capacity development specially designed to track the progress against the UNDP state formation and public administration indicators in coordination with the FGS.
- *Financial:* The budget cost for the accommodation of the BFC members was not anticipated and it took a sizeable amount of the funds set aside for project implementation. Somalia's security remains precarious for government officials who are targeted for their involvement with the FGS. The project paid for the BFC Commissioners to stay in safe places (usually hotels) and these come at a high cost.
- *Human resources:* Due to a lack of funding at the beginning of the project, the project team was not adequately staffed, which created challenges for implementation and monitoring. With new funding available, the project team has expanded to include an International Finance Specialist to be shared between the States Formation project and the SIP Project, an International UN Volunteer in charge of Monitoring and Evaluation, a Finance Specialist (Somali) and a Project Specialist (Somali). The lack of qualified human resources at the IRAs level affects the project's work with the government administration. To address this challenge, UNDP is supporting the new administrations to engage new staff in the form of Local Technical Advisors and Graduate Interns. More orientation and trainings for the newly employed personnel will be considered.
- *Logistics:* Planning for reconciliation meetings is no small task as chartered flights usually have to be arranged to transport delegates from one area to the other. As the Head of the UN in Somalia noted, Somalia is a "road-less" country that needs air transport if people are to move with ease and on time to important events. Chartered flights come with both a significant financial obligation and stringent corporate procurement rules, which, at times, delays operations. The UNDP team has, however, come up with mitigating measures such as collaborating with UNSOM and the UN Humanitarian Air Service teams who have made it much easier to transport delegates.



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- *Communication (language barriers):* The use of English as the main means of communication in Somalia presents challenges when meetings are conducted with government partners, especially older civil servants. In a number of occasions presentations end up being translated and it is not possible to gauge how much of the content is lost in translation.

Sustained support from all concerned actors, including the UN, government and donors, is essential to remaining on course and to securing gains achieved. The highest level of adaptability and creativity on behalf of the entire project team and Somali counterparts is also critical and will continue to be leveraged to ensure ongoing progress in the achievement of overall project objectives.

Project Delays/Deviations

The project was endorsed by SDRF on 21 March 2015, while the project document was signed in June 2015 and started implementation in the third quarter of the year. The delay happened due to formal contract agreements with donors and fund disbursements to the project. Besides this, there were a couple of new priorities included, which were not initially budgeted for in the project. These include:

- The inclusion of new activities, particularly: accommodation support to the BFC; the emerging need to support the Hiraan and Middle Shabelle reconciliation and state formation process; and support to MOIFA to establish a federal states coordination unit.
- The improved understanding of the actual costs involved in the organization of specific activities, particularly: support to the GIA formation process; and additional support for BFC with office equipment and soft-skin vehicles.

The above activities were endorsed by the Project Board. Further, at the project board meeting held on 10 December 2015, the project was provided a maximum extension of three months (until 31 March 2016) to allow sufficient time to transition to the medium-term project. This will include the endorsement of the medium-term project by SDRF and AWP/Monitoring indicators/plan endorsement by partners.

Peace-building impact/efforts

Key factors in the success of newly-established states and how they contribute to Somalia's lasting peace and stability will be how they engage with the federal level, their relationship with their regional and district counterparts and buy-in from communities. Through support for boundary and federalism processes, state-led reconciliation efforts, capacity building and public outreach campaigns, the states formation project enables the nascent administrations of Somalia to fulfill core governance functions and establish the essential foundations for longer-term peace and development. Specific peace-building efforts supported by the project over the reporting period include:

- The provision of logistic and financial support for reconciliation meetings held by the IJA Leader in Dollow in August 2015. Differences with some of the key Marehan actors opposed to the IJA, particularly around the issue of inclusivity in the Regional Assembly, were partially resolved as a result of the conference.
- The organization of workshops to bring the different levels of administration, officials and stakeholders to a common understanding of ISWA, the state-building agenda and the way forward. Earlier in 2015, clashes between the Biimal and Habardigir clans had threatened to thwart the progress of the ISWA, but these issues were largely diffused through workshops supported by the project.
- Support for FGS in organizing and facilitating pre-state formation reconciliation conferences for Hiraan and Middle Shabelle that led to an agreement between the Mohaed Muse and Walamoy clans over their 2013 conflict, allowing the state formation process to move forward.

The project also contributes to enhancing the role of women in the boundary and federalism process, including as peace-



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builders and promoters of community stability and social cohesion. For example, in the fourth quarter, UNDP/UNSOM supported a Somali Women Leadership Initiatives peace mission to Galkayo (GIA) to mediate and reconcile disputes between Puntland and Galmudug. Women accounted for 41% of participants in the six reconciliation conferences held over the reporting period in ISWA, GIA and Middle Shabelle and Hiraan.