



**SOMALIA UN MPTF**

**PROGRAMME QUARTERLY PROGRESS REPORT**

Period: Q1-2016

<b>Project Name</b>	Support to the Federal State Formation Process
Gateway ID	00096586
Start date	17-06-2015
Planned end date (as per last approval)	31-03-2016
Focal Person	(Name): Atul Shekhar
	(Email): atul.shekhar@undp.org
	(Tel): +252 699-390-043 (Mogadishu); +254 718-128-068 (Nairobi)
PSG	PSG 1 Strategic Objective: Achieve a stable and peaceful federal Somalia through inclusive political processes
Priority	Priority 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
Milestone	1.1 National reconciliation commission established and peace building and reconciliation programs developed 1.2 Inclusive consultations on the establishment of administrations conducted in at least 10 regions and administrations established 1.3 Inter-regional dialogue on the formation of federal states initiated 1.4 Annual conference on political dialogue with the executive head of states of existing and emerging administrations convened by the FGS 1.5 Decision on the federal model reached
Location	National & Regional (South-Central Somalia)
Gender Marker	2

<b>Total Budget as per ProDoc</b>	US\$3,453,278
MPTF:	US\$2,782,278
Non MPTF sources:	PBF: US\$250,000
	Trac: US\$150,000
	UNSOM: \$271,000

Total MPTF Funds Received			Total non-MPTF Funds Received	
PUNO	Current quarter	Cumulative (2016 only)	Current quarter	Cumulative (2016 only)
UNDP	US\$2,392,180.54	US\$2,392,180.54	0	0

JP Expenditure of MPTF Funds			JP Expenditure of non-MPTF Funds	
PUNO	Current quarter	Cumulative (2016 only)	Current quarter	Cumulative (2016 only)
UNDP	US\$724,299	US\$724,299	US\$200,914	US\$200,914



## SOMALIA UN MPTF

### SITUATION UPDATE

The Federal Government of Somalia (FGS), guided by Vision 2016 and the Somali Compact, has been facilitating the inclusive process of forming interim regional administrations (IRAs) as precursors to full-fledged member states, consistent with the Provisional Constitution and Somalia's laws. The 'Support to the Federal State Formation Process' Project (or Project Initiation Plan/PiP) was designed to support the FGS in its endeavor to form IRAs and also to provide direct assistance to the emerging states. The Somali Development Reconstruction Facility (SDRF) Steering Committee endorsed the interim project in March 2015. On 17 June 2015, UNDP, UNSOM and the FGS Ministry of Interior and Federal Affairs (MoIFA) formally signed the Project Document.

**Project Implementation Status:** The PiP was originally scheduled to end in December 2015, but was extended by three months at no additional cost in order to bridge the transition to the next phase of the project. The interim project, therefore, concluded on 31 March 2016. In January 2016, the SDRF endorsed the new medium-term 'Support to Emerging Federal States' (StEFS) project, and the Project Document was signed in March 2016. Under this two-year project, starting in April 2016 and ending in March 2018, UNDP, alongside UNSOM and FGS/MoIFA, will continue to provide foundational capacity support to the establishment of functioning government institutions and to the promotion of political dialogue, citizen engagement and state accountability within the emerging federal member states. This sustained support to the FGS and nascent regional administrations is key to secure progress made in forming these emerging states and to assist them to fulfill core governance functions and deliver basic services to the Somali population.

**State Formation Process:** Key developments in the state formation/building process over the first quarter of 2016 are as follows:

- *Hiraan and Middle Shabelle:* The long-awaited state formation conference for Hiraan and Middle Shabelle was launched in Jowhar on 12 January 2016 but was immediately stalled due to disagreement over the clan distribution formula of Genuine Traditional Leaders. Eight clans boycotted the conference, however, MoIFA was able to bring back some clans. The Hawadle, the dominant clan of Hiraan, and a few others remain outside the process.
- *South West:* In January 2016, the Interim South West Administration (ISWA) formally inaugurated its regional assembly, the only legislative body in Somalia with at least 20% representation of women. In addition, the ISWA Ministry of Reconciliation and Constitutional Affairs organized a conference of the Habar Gidir and Biyomaal in Afgooye, Lower Shabelle, on 27 March. An enhanced inter-clan peace agreement was supported by both sub-clans at the conference and signed on 29 March.
- *Galmudug:* On 1 March 2016, fighting erupted between two factions of the Ahlu Sunna Waljama'a (ASWJ) in Dhusamareb and suspended ongoing preparatory work for a stakeholders' meeting that aims at initiating direct talks between the Galmudug Interim Administration (GIA) and ASWJ. On 14 March, the regional assembly voted to amend its constitution to reduce the majority requirements for a vote of no confidence against the president, vice president and the speaker of the assembly.
- *Jubbaland:* The Marehan/Darod and Jubbaland reconciliation conference ended on 25 March 2016 with the release of a 10-point communique. Both parties agreed to a fair distribution of positions for all Jubba clans and an expansion of the Jubbaland Regional Assembly with the proposed 10 additional seats after consultations with the concerned clans and communities. On 27 March, the Jubbaland Regional Assembly, approved a further extension of time for the formation of a cabinet until 20 May 2016 in light of the reconciliation process.



SOMALIA UN MPTF

QUARTERLY PROGRESS REPORT RESULTS MATRIX

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

INDICATOR	TARGET (Jul-15 to Mar-16)	PROGRESS ON OUTPUT INDICATOR	
		THIS QUARTER	CUMULATIVE 2016
# of reconciliation conferences organized by IRAs/FGS	2	3	3
# of IRAs' charters drafted through community/representatives consultation and feedback process	4 (in total)	--	--
% representation of women in reconciliation process/forums	At least 30%	18%	18%

*Sources of Evidence:* (1) Report - Reconciliation Conference for Clans in Galinsor and Related Areas (incl. photos and signed participant list); (2) Marehan and Jubbaland Reconciliation in Kismayo Video ([https://www.youtube.com/watch?v=p0j\\_-gMxk2Y#t=63](https://www.youtube.com/watch?v=p0j_-gMxk2Y#t=63)) and media articles (e.g., <http://rajonews.net/2016/03/international-community-hails-breakthrough-agreement-in-jubaland/>); and (3) Lower Shabelle Reconciliation Conference Report (incl. participant list).

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

INDICATOR	TARGET (Jul-15 to Mar-16)	PROGRESS ON OUTPUT INDICATOR	
		THIS QUARTER	CUMULATIVE 2016
Boundaries and Federation Commission (BFC) is functional	Yes	Yes	Yes
% of women in BFC	At least 20%	10%	10%
% of members receive office equipment and tools to work	90%	100%	100%
% of BFC members trained on framework and policy on boundary and federalism process	100%	89% (7M: 1F)	89% (7M: 1F)

*Sources of Evidence:* (1) UN report on governance/leadership workshop in Nairobi (incl. photos, participant list); (2) Photos from vehicle handover ceremony; (3) Office of the Prime Minister list of BFC members; and (4) UNSOM video of 2<sup>nd</sup> round BFC consultative workshop (<https://vimeo.com/154748599>), BFC workshop report and signed participant list.

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

INDICATOR	TARGET (Jul-15 to Mar-16)	PROGRESS ON OUTPUT INDICATOR	
		THIS QUARTER	CUMULATIVE 2016
# of IRAs broadcasting good governance and federalism messages	4	3*	3*
# of workshop/seminars/conferences conducted	2	6**	6**

*Sources of Evidence:* (1) Workshop/event reports – FGS/MoIFA, BFC, Jubbaland (incl. participant lists, photos); (2) Third-party monitor report; (3) Monthly intern/advisor reports; (4) Jubbaland Somali youth conference report (incl. participant list, photos); (5) UNSOM video of 2<sup>nd</sup> round BFC consultative workshop (<https://vimeo.com/154748599>); and UNSOM video of International Women's Day event in Baidoa (<https://vimeo.com/158301156>).

*Notes:*

\*A public perception survey will be initiated in the second quarter. The results of this survey, when available, will help to better



**SOMALIA UN MPTF**

understand how federalism/good governance messages are being received by the target population.

\*\* In addition to this, the project supported events to mark International Women's Day in Baidoa and Adaado on 8 March 2016.

**Output 4: Support FGS with the federalism process**

INDICATOR	TARGET (Jul-15 to Mar-16)	PROGRESS ON OUTPUT INDICATOR	
		THIS QUARTER	CUMULATIVE 2016
# of technical advisors hired and are actively supporting state formation and reconciliation processes (disaggregated by sex)	3	2 (0 women)	2 (0 women)
% of federal directorate receive office equipment support	70%	--	--
# of MoIFA staff receive basic training to support federalism (disaggregated by sex)	35 (at least 30% women)	1 (0% women)*	1 (0% women)*
# of federal-IRA consultative meetings organized	6	3	3

*Sources of Evidence:* (1) UN report on governance/leadership workshop in Nairobi (incl. photos, participant list); (2) Workshop reports – FGS/MoIFA workshop reports – team-(incl. participant lists, photos); and (3) Third-party monitor report.

*Notes:*

\* One MoIFA official attended the workshop on governance and leadership organized by the UN in February 2016. A MoIFA team-building session in March 2016 was attended by 59 staff members (10 women), however, it is not reflected in this indicator as it was not a training but rather a meeting aimed to strengthen internal communications.

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

INDICATOR	TARGET (Jul-15 to Mar-16)	PROGRESS ON OUTPUT INDICATOR	
		THIS QUARTER	CUMULATIVE 2016
% of IRAs receiving capacity building support	100%	50%	50%
% (and #) of IRA staff/officials trained in basic management functions (disaggregated by sex)	70% (at least 30% women)	84 (25% women)	84 (25% women)
# of IRAs offices rehabilitated	2	1 (in progress)	1 (in progress)
Fully fledged project document endorsed to support interim administration	Yes	Yes	Yes

*Sources of Evidence:* (1) UNDP procurement reports/Handover & Acceptance of Goods Records; (2) UN workshop reports (incl. participant lists, photos); (3) GIA capacity building workshop report (incl. photos); (4) Third-party monitor data; (5) Signed participant lists from ISWA financial management and procurement trainings; (6) Baidoa Media article on construction of multi-purpose facility in ISWA (21 March 2016) - <https://www.baidoamedia.com/2016/03/21/sawirro-madaxweyne-shariif-xasan-oo-dhagaxdhigay-dhismaha-wasaarada-qorsheynta-koonfur-galbeed/>; and (7) List of young graduates/interns recruited for GIA.



## SOMALIA UN MPTF

### NARRATIVE

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

At the beginning of 2016, consultations on the establishment of Hiraan and Middle Shabelle interim administration were underway, with IRAs already formed and charters drafted in the regions of Galmudug, Jubbaland and South West. Despite efforts by senior officials from the FGS, disagreements over critical issues have continued to stall the state formation process in Hiraan and Middle Shabelle. The conference in Jowhar on 12 January 2016, encountered serious difficulties over clan representation. Other key sticking points include the location of the future administrative capital and the origins of the state president. In March 2016, the FGS Minister of Interior and Federal Affairs and the Prime Minister participated in dialogue on Hiraan and Middle Shabelle with elders in Baladweyne. Elders called for a reconsideration of the delegates distribution formula for the state formation conference. The willingness of clan elders to engage in such talks marks a step forward from the 7 March joint statement announcing their boycott of the conference. However, by the end of the quarter, efforts to form the IRA were still ongoing.

While the state formation process in Galmudug, Jubbaland and South West has led to formal agreement on the charters and the establishment of the administrations, continued reconciliation efforts are required to address differences between the various groups in the different emerging federal member states. In the first quarter of 2016, this concerned:

- *Clans in Galinsor and surrounding areas:* From 24 March to 30 March 2016, GIA leaders, with the logistical and technical support of the project, organized reconciliation meetings between clans in Galinsor and surrounding areas. Participants included elders, women's groups, educators and political representatives (80 men and 20 women). At the end of the seven-day meeting, it was agreed unanimously to restore communities, stop creating new villages, obey rules and regulations, prevent crimes and support the government on development issues as well as to apply the agreement that came out of the conference. Twenty-six elders signed the ten-point agreement.
- *Jubbaland Government and Marehan stakeholders:* The FGS Ministry of Defense organized reconciliation meetings between the Jubbaland Government and Marehan stakeholders in Kismayo from 20 February to 16 March 2016. More than 150 delegates (approximately 25% women) participated in the talks, which led to a 10-point communique released on 25 March that envisages fair representation of all clans in the Jubbaland Administration and will pave the way for the formation of a new Jubbaland cabinet. International partners, including the Intergovernmental Authority on Development (IGAD) and the African Union Mission to Somalia (AMISOM), welcomed the communique as critical to the Jubbaland state formation process and in promoting inclusion. Traditional elders and community representatives also expressed support for the communique. Logistical support, including air and ground transportation, to enable the meetings to happen was provided by UNSOM/UNDP.
- *Habar Gidir and Biyomaal sub-clans in Lower Shabelle:* The first leg of the Lower Shabelle reconciliation conference for the Habar Gidir and Biyomaal sub-clans was held in Afgooye from 27 March to 30 March 2016. The main focus of the conference was on building trust between the two sub-clans and putting in place a framework for the implementation of commitments specified in previous agreements. The conference led to the signing of an enhanced inter-clan peace agreement on 29 March 2016 and vows from the leaders of the sub-clans of their readiness to implement the final agreement. It was attended by ISWA officials, traditional elders, businessmen, farmers and religious leaders, as well as women and youth representatives (265 men and 42 women). UNDP/UNSOM are supporting the Lower Shabelle reconciliation process, through the Peacebuilding Fund (PBF).



## SOMALIA UN MPTF

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

As per the Provisional Constitution of Somalia, the Boundaries and Federation Commission (BFC), established by parliamentary decree in December 2014, is to take into account demographic and cartographic information as well as political, economic and social criteria and recommend to the Federal Parliament the demarcation of boundaries of federal member states. The support from the project, which included the engagement of an international consultant, has enabled the BFC to draft a strategic framework that lays out a proposed vision of the BFC and a work plan for the federalism sub-committee covering the period January to July 2016. The tentative work plan identifies a series of near-term actions required to contribute to the achievement of the BFC's vision. These actions are organized under two main strands:

- (1) development of studies that will help to entrench federalism as a system that the country can adopt; and
- (2) development and dissemination of concrete messages to raise public awareness and acceptance of federalism.

Between January and March 2016, the project continued to support the BFC in taking up its duties and asserting its legitimacy. Specifically:

- On 9 February 2016, the BFC held its second consultative workshop in Mogadishu to discuss the role of the Commission in the federalism process. The workshop encouraged public discourse in setting the priorities of the BFC by bringing together 41 officials from various central government ministries, the Office of the Prime Minister (OPM), the Office of the President, development partners, academics from Somali universities and members of civil society (34 men and 7 women). Such workshops contribute to inclusive, Somali-driven efforts to come to a collective agreement on the key priorities of the Commission.
- The UNDP's State Formation and Elections Process projects jointly organized a 'Governance and Leadership' workshop in Nairobi from 22 to 25 February 2016 for the Commissioners of the BFC, the National Independent Electoral Commission (NIEC), MoIFA and State Ministers from Jubbaland and Galmudug (20 men and 3 women participants in total). The four-day workshop aimed to enhance leadership skills, underscore the importance of governance structures and frameworks and promote collaboration and the exchange of ideas across the different participating institutions. According to a post-workshop evaluation, most participants rated the content of the workshop and its applicability to their work to be very or highly useful/applicable (81% and 71%, respectively).
- To further the operational and functional capacity of the BFC, UNDP handed over nine Toyota Hilux double-cab pick-ups to the Commissioners through MoIFA on 7 February 2016 at a ceremony in Mogadishu. The vehicles are helping to extend the coverage of the Commission's work. The project also provided additional human resources support to the BFC in the form of three young graduates/interns (2 men and 1 women) who commenced work in February 2016. Short-term international consultants were also engaged to support the consultation process on the BFC's strategic framework.

### **Output 3: Increased understanding of the federalization, legal framework and boundaries process amongst stakeholders, citizens and civil society**

Federalism is a new form of political system for Somalia and one that does not yet have a clear definition. Since the beginning of the project, FGS/MoIFA has been involved in developing and implementing public outreach activities to share information about the federalism process with Somalis all over the territory. Federalism messages have so far sought only to sensitize the public on the process of federalization and communicate the potential benefits of federalism.

In the first quarter of 2016, the project furthered its support to outreach efforts to encourage the inclusion of a wider population in the ongoing state formation and federalization process. On 22 February, a workshop with civil society organizations (CSOs) and media was held in Kismayo, together with a consultative meeting/roundtable with Jubbaland officials. More than 150 CSO and media representatives (44% women), including the Jubbaland Women's Group and





## SOMALIA UN MPTF

Jubbaland Youth Organization, participated in the workshop. Participants told third-party monitors that they have a better understanding of the social and political dimensions of Somali federal systems because of the workshop.

The meeting between MoIFA and Jubbaland officials contributed to strengthening cooperation and communication approaches between the two parties. 146 people (125 men and 21 women) took part in the discussion, including MPs and Jubbaland state ministry representatives. Given the current political dynamics in the region, setting up a taskforce to support the coordination and communication between the two levels of government was put aside. However, meetings like these support stronger networking between the central government and federal states, as expressed by participants to third-party monitors.

Similar workshops, meetings and related events were held in Baidoa and Adaado in the first quarter of 2016. In Baidoa, the meeting was held on 6 March, though attendance by targeted CSOs and media was low due to security concerns following the 28 February attack by al-Shabab that killed at least 30 people. In total, 45 men and 11 women participated in the meeting — including 44 MPs (25% women), eight ISWA ministry representatives and four members of the media. The workshop contributed to the project's efforts to enhance effective communication, leadership and management processes.

With the technical and financial support of the project, FGS/MoIFA and GIA jointly organized events on federalism perception and promotion in Adaado on 23 and 24 March 2016. These events included a roundtable discussion between FGS/MoIFA and GIA officials (94 men and 6 women), a workshop for CSOs and media (86 men and 44 women) and a football match. The roundtable was a follow up to a previous meeting between MoIFA and GIA held in Mogadishu on 22 October 2015. The event, supported by the GIA Ministry of Sport and Youth, contributed to efforts to promote peace and integration between the communities in the two districts.

A two-day awareness-raising workshop in Adaado was also held by the BFC in March 2016, with the financial, logistical and technical support of the project. The consultative workshop, which was the second of its kind outside of Mogadishu, focused on building understanding on boundaries and federalism matters among Galmudug government officials and civil society (95 men and 19 women).

To help ensure an inclusive process towards state formation and state building, the project supports efforts to promote the role of youth and women. In the current reporting period, these efforts included the following:

- From 28 to 31 March 2016, a four-day Somali Youth Conference was held in Kismayo, with the support of the Jubbaland Ministry of Social Services, Jubbaland Youth Union, UNDP/UNSOM and others. Sixty-four youth representatives (49 men and 15 women) from Jubbaland, South West, Banadir, Galmudug, Puntland, Somaliland and Hiraaan and Middle Shabelle participated in the conference. The conference led to a declaration by participants to unite and ensure the representation of youth in the Somali political process.
- The project supported International Women's Day events in both Adaado (200 people; 90% women) and Baidoa (about 400 people; 96% women) on 8 March 2016 to celebrate the contributions of women to social, economic and political issues.

### **Output 4: Support FGS with the federalism process**

With the support of the project, the federalism directorate of FGS/MoIFA now has the basic structure and capacity to facilitate, coordinate and steer the federalism process. MoIFA previously had no functional federalism unit. The project provided basic operational facilities as well as logistical support to the Ministry and facilitated the implementation of outreach activities, information-sharing and coordination meetings, as well as the implementation of workshops for stakeholders on federalism, governance and the state formation/building process.

The project equally supports the capacity development of MoIFA through human resources (two embedded technical advisors in January 2016; 1 man and 1 woman) and basic training in areas such as communication, management and



## SOMALIA UN MPTF

boundary delimitation to support the federalism process. In order to strengthen internal capacities and communication, MoIFA, with the technical and financial support of the UNDP, organized a team-building session on 29 March 2016 in Mogadishu for ministry staff, including senior officials, directors, advisors and junior staff. The workshop aimed to strengthen team communication and effectiveness, with a vision to improve productivity and build trust and support. The session was attended by 59 MoIFA staff members (49 men and 10 women).

As a result of this capacity development support, FGS/MoIFA has transitioned from being an observer in the Jubbaland state formation process, to supporting the process in Galmudug and now to leading the Hiraan and Middle Shabelle process. In the first quarter of 2016, MoIFA also led three consultative meetings/roundtable discussions with IRAs in Kismayo (22 February), Baidoa (6 March) and Adaado (23-24 March) to promote effective relations between FGS and the emerging states. This shows significant growth in FGS' capacity to build effective relations with the regional administrations and facilitate and guide the state formation process.

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

To support emerging states to become functional and actively engage in the federalism process, the project has been providing capacity development support to the emerging states in a number of areas. These supports have included the provision of human resources, technical assistance, procurement of office equipment, refurbishment of office space and assistance with logistics.

#### *Institutional capacities*

The project has been supporting IJA, ISWA and GIA with technical assistance through embedding national technical advisors and young graduates/interns to support planning, organizational development, outreach functions and day-to-day operations. In ISWA, two Technical Advisors are supporting the planning of public outreach events and administrative support to the administration. A Planning and Coordination Advisor has been recruited for IJA and GIA to support the coordination, planning and implementation of the state formation project. Two technical officers were also recruited for GIA to provide coordination support to the President's office and assist with the implementation of planned project activities. Through the Young Graduates Programme, interns have been mobilized and placed in key ministries of ISWA and IJA (10 interns in each administration). In March 2016, young graduates/interns were also recruited to support GIA ministries.

On 8 March, ISWA hosted a joint mission of the UN Country Team (UNCT) and Resident Coordinator's Office (RCO) to discuss the administration's strategic planning process and support requirements. Under the medium-term project, a consultant will be engaged to work with ISWA and other IRAs in developing their strategic plans.

#### *Individual capacities and team work*

On 14-15 March 2016, Galmudug organized a management, leadership and communication skills capacity building workshop in Adaado. The workshop, which was attended by 50 senior management officials (37 men and 13 women), aimed to enable personnel to better understand their specific roles and mandates to, in turn, improve their efficiency and performance in managing their ministerial responsibilities. Ninety percent of participants interviewed by third-party monitors found the workshop to be useful and applicable to their work.

On 30 January, UNDP conducted a full-day workshop for ISWA interns to strengthen participants' understanding of their roles as well as their capacity to plan and report on their activities in relation to the aims of their respective ministries. In mid-March 2016, with the financial and technical support of the project, civil servants at the ISWA Ministry of Planning and International Cooperation (MoPIC) participated in training to enhance financial management and procurement processes. A total of 30 people (23 men and 7 women) took part in training on financial management (16-17 March 2016) and procurement (19-20 March 2016).





## SOMALIA UN MPTF

### *Work environments*

The initiation of the rehabilitation of office and meeting hall spaces for ISWA was officially launched on 21 March 2016 in Baidoa. The new multi-purpose facility will accommodate the MoPIC of ISWA, as well as some other ministries that do not currently have office space in Baidoa. The new facility will allow ministries to improve work processes as staff shift from working out of their homes to operating in a common location on a daily basis.

**Other Key Achievements:** N/A

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

#### ***Project Deviations or Delays***

Delays in finalizing formal contract agreements with donors and disbursing funds to the project led to a lag in the approval and implementation of the project. The SDRF endorsed the interim project on 21 March 2015, but the signing of the project document did not occur until 17 June 2015. Project implementation started in the third quarter of 2015. To allow sufficient time to shift to the medium-term project, the project board agreed on 10 December 2015 to a no-cost extension of three months. The project, therefore, ended on 31 March 2016 instead of 31 December 2015 as originally scheduled.

Over the course of the project, some new priorities that were not part of the original plan arose. These included accommodation support for BFC members (final payment made in the first quarter of 2016), support for the Hiraan and Middle Shabelle reconciliation and state formation process, and support to MoIFA to establish a federal states coordination unit. Other deviations from the initial project budget were partly the result of improved understanding of the actual costs involved with certain project activities. Specifically, these activities included support to the GIA formation process and the provision of additional office equipment as well as soft-skin vehicles for the BFC. The project board endorsed these new or modified activities. In the future, these types of project deviations will be reduced given the project team's enhanced awareness of the needs of counterparts and the costs of carrying out certain activities, as reflected in the proposed work plan and budget of the new medium-term project.

Finally, some targets reflected in the PiP were not fully met. These include:

- *Gender representation:* With only one woman on the nine-member Commission, the target for gender representation on the BFC was not met. Women's representation in trainings, workshops and consultations also often fell short of the 30% target. Limited applications from qualified female applicants, prevailing traditional practices, security concerns and other factors may deter women from engaging in the federalism and state formation process. While these underlying challenges are outside the scope of the project, discussions continue between the project team, the FGS and IRAs to ensure a renewed focus on meeting agreed targets on gender representation.
- *Formation of Hiraan and Middle Shabelle IRA:* The state formation process in Hiraan and Middle Shabelle kicked off in late 2015 and was expected to be completed in early 2016. The process was derailed by inter-clan tensions that have yet to be resolved.

#### ***Challenges***

There have been several key challenges to project delivery and the achievement of project objectives since it commenced in July 2015. Insecurity that prevents access to emerging states, staffing changes and the operational capacity of federal and emerging state counterparts to allow for effective project engagement are amongst the most important challenges. In the first quarter of 2016, security constraints were particularly challenging to project delivery. Security incidents and threat alerts disrupt work as meetings outside the protected zones have to be rescheduled or cut



## SOMALIA UN MPTF

short. Security issues also impede efforts to ensure inclusive processes and can have a negative impact on the project's budget and planned activities. For example, a bombing in Baidoa on February 28 coincided with a federalism awareness workshop organized by MoIFA, which had to be rescheduled and saw low levels of participation by targeted CSO and media groups. Reconciliation conferences in ISWA also had to be postponed due to inter-clan fights and a fragile security situation. Further, in late 2015, the project supported an unplanned mediation process in Galkayo to help resolve tensions between citizens of Galmudug and Puntland on the Mudug issue. This affected the project's budget and other planned activities in 2016.

### *Lessons Learnt*

Key lessons drawn from the state formation process thus far are as follows:

- While planning reconciliation efforts is possible in a technical sense, the (political) realities in the field require a high degree of flexibility. This also means that project management (including financial management) needs to be enabled to flexibly respond to changes and new requirements as they occur. Often decisions need to be taken on very short notice. Strong coordination between the partners in the project is, therefore, essential. A certain level of delegation of decision-making authority from the Steering Committee to project implementing partners is also required to enable a constructive response.
- The decentralized level of operations in the different states requires a local presence of the project management to accompany the implementation of activities.
- The political nature of state formation efforts requires solid coordination between UNSOM and the project team. The established relations have proven to be effective in managing the challenges and to ensuring a collective and constructive engagement in the process.
- The regular PSG 1 coordination meetings have proven to be an effective forum to engage the various partners in the project and the process that is ongoing vis-à-vis state formation and state building.

### **Peace-Building Impact:**

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 interim project enables the newly formed 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 in the first quarter of 2016 include the reconciliation conference in Kismayo between Jubbaland and the Marehan clan, reconciliation meetings between clans in Galinsor and surrounding areas in Galmudug and the Lower Shabelle reconciliation conference for the Habar Gidir and Biyomaal sub-clans.

The project also contributes to enhancing the role of women in the state formation and federalism process, including as peace-builders, community mobilizers and promoters of social cohesion. For example, the project supported International Women's Day (IWD) celebrations in Adaado and Baidoa on 8 March 2016. About 200 people (20 men and 180 women) participated in the event in Adaado to honor the contributions of women to social, economic and political issues. The ISWA Ministry of Women and Human Rights also organized an event to commemorate IWD, which was attended by about 400 people (96% women), including representatives from government, AMISOM, the UN, international non-governmental organizations, as well as religious leaders, clan elders, women and youth. Events such as these support efforts to promote the role of women as leaders and peace-builders across Somalia.



**SOMALIA UN MPTF**

**Looking Ahead:**

The medium-term StEFS project is expected to commence in April 2016. Under this project, support will continue for the FGS and fledgling regional administrations to secure progress made in enhancing the capacity and legitimacy of emerging federal member states and the FGS counterpart institutions that assist them to establish and perform. Key priorities in 2016, as agreed with both national partners and donors, include:

- Support for the Hiraan and Middle Shabelle state formation process
- Foundational support to the interim state administrations (Ministries of Planning, Finance, Labor and Offices of the President) to develop core public sector capacities and establish the necessary preconditions for states to begin delivering services to their citizens
- Support to the FGS, BFC and emerging states to initiate dialogue on key aspects of federalism (e.g., roles and responsibilities, institutional arrangements, etc.)
- Support to state administrations to engage on ongoing reconciliation efforts within their states and to undertake public outreach and civic education geared towards building a culture of public accountability

Major planned activities for the upcoming quarter are listed below:

<p><b>Expected Output</b> (Medium-Term/StEFS Project)</p>	<p><b>Major Planned Activities for Q2-2016</b></p>
<p>Output 1: The political dialogue and consultations around federalism and state formation have been supported</p>	<ul style="list-style-type: none"> <li>• Support the Hiraan and Middle Shabelle state formation process – including for consultation workshops, inclusive political dialogue and Technical Committees</li> <li>• Provide technical assistance and logistics support for political reconciliation efforts in at least one emerging federal member state</li> </ul>
<p>Output 2: The capacity of the FGS, particularly those institutions engaged in the federalism process, is strengthened</p>	<ul style="list-style-type: none"> <li>• Support the placement of technical advisors (Planning, Boundaries) for the BFC</li> <li>• Support ongoing federalism campaign (e.g., workshops, events, media outreach, etc.) to strengthen civic participation and engagement</li> </ul>
<p>Output 3: Foundational support to Interim State Administrations to ensure an appropriate physical working environment is provided</p>	<ul style="list-style-type: none"> <li>• Initiate bill of quantities for IJA office space</li> <li>• Continue discussions with GIA about the establishment of office space</li> <li>• Continue construction of office space in ISWA</li> </ul>
<p>Output 4: The capacity of Interim State Administrations with a dedicated focus on ‘core public sector capacities’ is enhanced</p>	<ul style="list-style-type: none"> <li>• Support the placement of Planning/Coordination Advisors for the emerging states and the initiation of the development of strategic plans</li> <li>• Initiate capacity assessments of administrations to determine requirements to support a minimum structure</li> <li>• Develop TOR for inter-state consultative forums to facilitate dialogue amongst key partners from the emerging states, build synergies and facilitate aid coherence</li> </ul>
<p>Output 5: Civic participation and engagement with Interim State Administrations is strengthened</p>	<ul style="list-style-type: none"> <li>• Initiate first round (baseline) of a joint public perceptions survey (in collaboration with UNDP’s Rule of Law project) to better understand views on federalism and state formation</li> <li>• Initiate consultations with emerging states to establish public accountability</li> </ul>



**SOMALIA UN MPTF**

	forums at the state level to create legitimacy and strengthen relationships with citizens
--	---



SOMALIA UN MPTF

**ANNEX 1. RISK MANAGEMENT**

Type of Risk	Description of Risk	Mitigating Measures
<b>Security</b>		
<i>Risk assessment as per Pro Doc/PiP:</i>	Security remains the single most important risk to project implementation. Many regions remain inaccessible for security reasons. This will make UNDP interventions at the regional level more problematic.	<ul style="list-style-type: none"> <li>• Staff from inaccessible regions will be brought to Regional centers or Mogadishu for training and coaching to ensure the rollout of UNDP programmatic activities.</li> <li>• UNDP development approach provides the government the resources and ability to build its capacity and reduces the need to place UN employees in insecure environments. Through MOUs with Interim State Administrations, UNDP can continue to build the institutional systems by providing the resources to directly employ the human resources required to build capacity at the interim administration level in the regions.</li> <li>• UNDP also exercises flexibility in the sequencing of its implementation, especially at the regional level. UNDP can reduce security risks by deferring, or reducing its level of operations in insecure areas until these areas have been stabilized.</li> </ul>
<i>Risk reporting for January to March 2016:</i>	Access to field locations, particularly in south and central Somalia, are restricted due to high security risks associated with ongoing disputes and insurgents. In the South West region, security issues have impeded efforts to ensure inclusive processes.	<ul style="list-style-type: none"> <li>• The project will closely coordinate with UN Department of Safety and Security (UNDSS) and its counterparts and partners, where possible, in teams to implement and monitor activities. The project will also make more frequent use of third party monitors.</li> </ul>
<b>Political Support</b>		
<i>Risk assessment as per PiP/Pro Doc:</i>	<p>A number of UNDP-supported government initiatives, such as the state formation, capacity development and others, involve multiple government stakeholders and require strong political support and unity of the Government as a whole at both the national and regional levels.</p> <ul style="list-style-type: none"> <li>• Internal policy contradictions within the Government and lack of concerted efforts that may hamper, undermine or make impossible implementation of these programs and</li> </ul>	<ul style="list-style-type: none"> <li>• The project will enforce the implementation of the initiatives by encouraging political commitment centrally and locally by supporting government coordination mechanisms and widely communicating those initiatives.</li> <li>• Development partners can also help identify entry points to overcome any obstacles.</li> </ul>



**SOMALIA UN MPTF**

Type of Risk	Description of Risk	Mitigating Measures
	<p>achievement of the relevant results.</p> <ul style="list-style-type: none"> <li>The highly centralized nature of the government and inefficiencies at the regional level could impact on the roll out of the program and the cooperation needed at the regional level.</li> </ul>	
<p><i>Risk reporting for January to March 2016</i></p>	<ul style="list-style-type: none"> <li>Due to political competition, it is possible that the work of the BFC will be delayed beyond the set timelines.</li> <li>At the interim state level, there have been no significant overhauls of leadership; however, emerging leadership at this level is extremely new. Still, this cannot be discounted, based on recent federal level precedence and potentially volatile power dynamics in the regions.</li> <li>Tensions between inter-clan groups are delaying progress on the formation of an interim Hiraan and Middle Shabelle regional administration. Ongoing disputes in other established emerging states could challenge their legitimacy.</li> </ul>	<ul style="list-style-type: none"> <li>Inclusive processes will be used to facilitate dialogue between disputing groups in the emerging states.</li> <li>Appropriate risk mitigation measures will be developed and implemented in conjunction with other international actors.</li> <li>Project teams are monitoring political developments and adjusting the implementation schedule accordingly. .</li> <li>While the project will work closely with executive level leadership of recently formed ministries, it will also intentionally target senior and mid-level ministry personnel at the state administration level, so that should there be a state Cabinet reshuffle, the project will have engaged in capacity support with staff who may likely remain in their posts.</li> </ul>
<p><b>Lack of Qualified Human Resources</b></p>		
<p><i>Risk assessment as per PiP/Pro Doc:</i></p>	<ul style="list-style-type: none"> <li>There is a lack of qualified human resources at the regional level that affects project work with the government administration and also within the field offices.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP will set up an approach that ensures the field offices are fully supported from the UNDP Country office. To address this risk within the government administration, UNDP will support the new administrations to engage new staff (possibly including an internship program). More orientation and trainings for the newly employed personnel will be considered, and working manuals and guidelines for different positions will be developed. However, even with these mitigating factors, this is a risk that has to be recognized throughout the life of the project.</li> </ul>
<p><i>Risk reporting for January to March 2016</i></p>	<ul style="list-style-type: none"> <li>Turnover within the newly formed administrations affects the continuity of the work and the ability of the project to effectively coordinate with field offices and government administrations.</li> </ul>	<ul style="list-style-type: none"> <li>The project is supporting the newly formed administration with local advisors and graduate interns on capacity building, setting up professional government units, etc. Assessments will be carried out on how these staff members are performing.</li> <li>The project focuses primarily on capacity development on</li> </ul>





**SOMALIA UN MPTF**

Type of Risk	Description of Risk	Mitigating Measures
		<p>departments and units of partner institutions rather than individuals. This strategy will be pursued by: Developing and strengthening the capacity of relevant departments and units; Developing and maintaining regular strong relations with relevant departments and units; Encouraging leaders of relevant departments to engage in discussions of State Formation and other relevant parties; Mobilizing community involvement in state formation processes; Maintaining pressure on current and new leaders to adhere to decisions already made and to follow through on implementation; and Regularly monitoring progress to inform corrective action where needed.</p>
<b>Other Risks</b>		
<p><b>Stakeholder Engagement</b> (<i>Risk assessment as per PiP/Pro Doc</i>)</p>	<ul style="list-style-type: none"> <li>By definition, institutional development is a long-term sustained effort, with few immediate benefits. Some international and national stakeholders may become disenchanted about the lack of visible progress and decide to disengage. Lack of stakeholder support, either government institutions or donors, will have a negative effect on the ability of UNDP to carry out its programmatic activities.</li> </ul>	<ul style="list-style-type: none"> <li>To sustain donor and government support, the project will have measurable benchmarks set and progress against those monitored and reported to the stakeholders. In addition, consultation and coordination efforts will be facilitated through project board meetings and the PSG 1 working group.</li> </ul>
<p><b>Marginalization of Certain Groups</b> (<i>Based on risk assessment/strategy in PiP/Pro Doc</i>)</p>	<ul style="list-style-type: none"> <li>There are groups that continue to be marginalized in all sections of Somalia society, such as groups based on ethnicity, gender and age.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP recognizes the risk and will try to ensure that all program activities address this issue and marginalized groups are encouraged to participate. Where feasible, arrangements in the sense of quota – for instance in representative bodies – will be made.</li> <li>The project will continue to promote the role of women as peacemakers and government leaders. For example, individual women of influence and women’s groups will be given prominent voices during reconciliation activities. In addition, women in government will benefit from targeted mentoring from the UNDP’s gender unit, which will be in addition to their participation in core of government functions training made possible through the project.</li> <li>Youth will be directly engaged in the project as interns. The project has also provided support for forums that bring together young people to promote youth leadership and provide training on aspects of</li> </ul>



**SOMALIA UN MPTF**

Type of Risk	Description of Risk	Mitigating Measures
<b>Fraud &amp; Corruption</b> ( <i>Risk assessment as per PiP/Pro Doc</i> )	<ul style="list-style-type: none"> <li>The risk of fraud and corruption at different levels in the country may have a negative effect on project implementation. Moreover, devolution of authority to Interim State Administration authorities and increase in funds managed directly by some of the government and non-government entities entails additional risk of financial management and corruption.</li> </ul>	<p>governance and federalism.</p> <ul style="list-style-type: none"> <li>UNDP will support strengthening of internal and external audit mechanisms, including regular conduct of audits in Interim State Administration offices and will encourage more effective oversight of implementing partners over the use of the project budget.</li> </ul>
<b>Financial</b> ( <i>Risk reporting for January to March 2016</i> )	<ul style="list-style-type: none"> <li>Misappropriation or misuse of project funds and limited financial oversight at the project activity level are key potential risks. There is no evidence of funds being diverted or misappropriated in the current reporting period.</li> </ul>	<ul style="list-style-type: none"> <li>Because the project is managed under UNDP's Direct Implementation Modality, all procurements will be managed by UNDP.</li> <li>There were no direct funds transfers to state level governments under this project. All sub-contracts are administered according to UNDP procurement guidelines.</li> <li>The project employs full-time project staff on the ground in each activity location to monitor usage of assets or services provided to project beneficiaries. These staff are supported by the project's M&amp;E Officer and UNDP's Finance Department.</li> </ul>
<b>Human Resources (project team)</b> ( <i>Risk reporting for January to March 2016</i> )	<ul style="list-style-type: none"> <li>The recruitment and deployment of project team staff and qualified consultants often takes time. While the UNDP is able to find the right people to implement the assignment, visa processes and recruitment procedures can get delayed.</li> </ul>	<ul style="list-style-type: none"> <li>Recruitment will be planned well in advance to ensure timely deployment of required staff — both national and international.</li> <li>The project uses CTG, a recruitment firm with a roster of consultants/advisors that can be recruited rather quickly.</li> </ul>
<b>Quality of Delivery</b> ( <i>Risk reporting for January to March 2016</i> )	<ul style="list-style-type: none"> <li>The quality of project activities may vary due to varying degrees of institutional capacity, particularly for services provided by third parties contracted by State Formation project/partner institutions.</li> </ul>	<ul style="list-style-type: none"> <li>The project will adopt competitive bidding to select competent contractors. Field staff, together with officials from the IRAs and departments of Federal Directorate of MoIFA staff, will undertake regular monitoring and evaluation of services provided to take corrective action.</li> <li>In cases where the performance of third party providers is unsatisfactory, the provider will be given further training to meet agreed standards of service and performance. If performance remains sub-standard, the provider will be replaced.</li> </ul>



SOMALIA UN MPTF

**ANNEX 2. MONITORING AND OVERSIGHT ACTIVITIES IN Q1 2016**

Monitoring Activity	Date	Description & Comments	Key Findings / Recommendations
UNDP State Formation Team Verification Visit to ISWA (Baidoa)	January 28 & 30	Visit to Baidoa/ISWA to conduct a physical verification of furniture provided by the project to ISWA. The team also met with ISWA interns, advisors and the deputy ministers of their respective ministries to better understand the key issues and challenges they face in carrying out their mandates. In addition, a full-day training on planning and reporting was held for ISWA interns and advisors.	<ul style="list-style-type: none"> <li>All furniture (e.g., chairs, desks, conference table) provided was accounted for. The verification report has been signed by both ISWA and UNDP.</li> <li>Key issues faced by interns include: (1) lack of adequate working/meeting space; (2) misunderstandings within ministries about the role of interns, leading to a lack of clear direction and engagement; and (3) insufficient experience of interns to independently know what to do in order to carry out their responsibilities.</li> <li>More training on specific core functions are needed, particularly for interns.</li> <li>No female interns attended the workshop.</li> </ul>
Physical Assets Verification Visit - MoIFA	February 18	Physical verification of MoIFA furniture and supplies conducted by UNDP Project Assistant.	<ul style="list-style-type: none"> <li>All furniture and supplies provided were accounted for.</li> </ul>
Third-Party Monitoring (TPM)	February 22	TPM of MoIFA-led federalism awareness workshop for CSOs and media and roundtable workshop for senior officials of IJA.	<ul style="list-style-type: none"> <li>Understanding of the social and political dimension of Somali federal systems was strengthened amongst participants.</li> <li>Participants suggested having separate workshops for the different groups (e.g., CSOs, media).</li> <li>More effort should be made to ensure women's representation.</li> </ul>
Third-Party Monitoring	March 6	TPM of MoIFA-led federalism awareness workshop for CSOs and media and roundtable workshop for senior officials of ISWA.	<ul style="list-style-type: none"> <li>To improve focus group discussions and promote greater understanding of some key issues, the length of the workshop could be increased (from one-day).</li> <li>Number of women participants in such workshops must be increased.</li> </ul>
Third-Party Monitoring	March 14-15	TPM of management, communication and leadership skills workshop for GIA officials.	<ul style="list-style-type: none"> <li>Full TPM report with analysis and recommendations not yet available.</li> </ul>
Project Board Meeting	March 17	Quarterly review meeting on the project's progress, attended by representatives of donor organizations, the emerging states, FGS/MoIFA, UNSOM and UNDP.	<ul style="list-style-type: none"> <li>2016 work plan was endorsed by the project board.</li> <li>Recommendations/proposals included: (1) More effort could be taken to ensure the participation of SSF and IGAD in future board meetings; (2) Donors recommended sharing baseline assessments completed by the project more widely; and (3) Jubbaland officials suggested that an office in Kismayo could help to better facilitate coordination/communication.</li> </ul>



SOMALIA UN MPTF

**ANNEX 3. TRAINING DATA FOR Q1 2016**

#	Target Group		Dates	# of participants		Title of the training	Location of training	Training provider
	Ministry. District or UN staff	Others		M	F			
1.	N/A	ISWA interns/ advisors	January 30	10	0	Planning and reporting workshop	Baidoa	UNDP
2.	NIEC and BFC, and Ministers		February 22- 25	20	3	Governance and leadership workshop	Nairobi, Kenya	UN
3.	GIA ministerial personnel		March 14-15	37	13	Management, leadership and communication skills training	Adaado	GIA/UNDP
4.	ISWA MoPIC civil servants		16-17 & 19- 20 March	23	7	Financial management and procurement processes training	Baidoa	ISWA/UNDP
5.	BFC members, FGS ministries	Academics, civil society, dev orgs	February 9	34	7	2 <sup>nd</sup> Consultative Workshop	Mogadishu	MoIFA/BFC
6.	Jubbaland officials	CSO & media representatives	February 22	212	88	Federalism, state formation /building; Cooperation and communication	Kismayo	MoIFA
7.	ISWA officials	CSO and media representatives	March 6	45	11	As above	Baidoa	MoIFA
8.	GIA officials	CSO and media reps	March 23-24	180	50	As above	Adaado	GIA/MoIFA
9.	GIA officials	General population	March 21-22	95	19	Public awareness and consultative workshop	Adaado	BFC
10.	N/A	Youth from various regions	March 28-31	49	15	Somali National Youth Conference	Kismayo	Ministry of Social Affairs Jubbaland/ UNSOM/ UNDP
11.	MoIFA staff		March 29	49	10	Team building session	Mogadishu	MoIFA
<b>TOTAL</b>				<b>754</b>	<b>223</b>			