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Project Document

Revision Cover Page

Project Title: Reconciliation and Federalism Support Project (REFS) for Somalia

Project Number: 00116524/ Output 00114169/00113636

Implementing Partner: UNDP

Responsible Parties:

- Ministry of Interior, Federal Affairs and Reconciliation of the Federal Government of Somalia (MoIFAR)
- Office of the Prime Minister of the Federal Government of Somalia (OPM)
- Independent Commission for Boundaries and Federalism (ICBF)
- Office of the President South West State of Somalia (OOP-SWSS)
- Ministry of Interior, Federal Affairs and Reconciliation Jubbaland State of Somalia (MoIFAR-JSS)
- Ministry of Constitution and Federal Affairs Jubbaland State of Somalia (MoCFA-JSS)
- Office of the President Hirshabelle State of Somalia (OOP-HSS)
- Ministry of Interior Federalism and Democratization Puntland State of Somalia (MoIFAD-PLSS)
- Ministry of Interior, Federal Affairs and Reconciliation Galmudug State of Somalia (MoIFAR-GSS)
- CSOs, UNDP and UNSOM

Start Date: 01 September 2018

End Date: 30 June 2022

PAC date: 12 December 2018

PBM date: 17 November 2021

Brief Description

Background:

The Reconciliation and Federalism Support Project (REFS) is designed to support the Federal Government of Somalia (FGS) and the Federal Member States (FMS) to implement their chosen method of State Administration and Federalism process through need-based political settlement, boundary delimitation and multipronged reconciliation processes. The project is aimed to consolidate State-formation efforts towards building and harmonizing the emerging federal system in the FGS and the FMSs, ensuring alignment with the objectives of the NDP – 9, CDP 2021-25, UNSDCF and UNDP Strategic Plan (2018-21). More importantly, the Project is aimed to support the different levels of government to establish requisite administrative machinery geared towards the improved service delivery to the Somali people.

In order to achieve above-mentioned objectives, the REFS is engaging and facilitating the relevant line ministries and departments of both Federal and Federal Member State governments, civil society and think tanks in developing and operationalizing appropriate programmatic interventions, institutional and regulatory mechanisms, technical tools, and executive instruments to effectively translate the political/policy decisions/directions on federalism and reconciliation into demonstrable and functional governance framework(s). The specific areas where the project will provide technical assistance, financial, human resources and logistical support will be provided are set out in three outputs:

Output 1: Reconciliation mechanisms established in support of Administrative Arrangements in the Federal context (regional outreach and inclusiveness, boundaries)

Output 2: Federalism is Organized, Consistent and Coherent in all Federal Member States (organization, roles, responsibilities, powers) with the FGS

Output 3: Federal administration is enabled to improve effectiveness and efficiency (operational support, small scale works to support infrastructure, transport, essential equipment).

Grounds for No-Cost Extension (January – June 2022)

In view of COVID 19, political impasse on electoral model, and stalled negotiations between FGS and FMSes on allocation of power, the REFS project implementation framework was revised responding to the transient dynamics of reconciliation and federalisation in Somalia. Additionally, the funding gap faced by the project necessitated programmatic reprioritisation with some mandatory activities undertaken during the no-cost-extension period (1 April to 31st December 2021). However, the funding gap was bridged as late as in November 2021 with the disbursement of funds from Switzerland, leaving little window of time for planning and implementation of corresponding project activities until 31st December.

In the current context of ongoing (s)election process, the REFS counterparts have largely been pre-occupied with election related issues, and the implementation of project activities was impacted by the political expediencies which compelled UNDP to realign some of the activities contributing to unlock the political stalemate between FGS and FMS stakeholders.

Currently, the Project is in the process of consultations with FGS and FMS counterparts with two core objectives: (a) self-assessment by the counterparts on achievements, challenges, and lessons learned during the REFS project (2019-2021); and (b) participatory planning for the future program development (2022-2025). The outcomes of the consultations would be integrated into the program development, reflecting the context-specific insights, perspectives and needs informing the results framework of the new generation of REFS joint program.

Meanwhile, the donors' group supporting Inclusive Politics Pillar is also in the process of conducting consultations to develop 'theory of change' in view of emerging situations in Somalia. The findings of these consultations would be important to inform the programmatic priorities for REFS II. This would require continuity of REFS-I until June 2022 to have better clarity on post-election scenario for the REFS-II to be more responsive to the emerging situations and allowing the new project to be incongruent with the broader ToC agreed by the Inclusive Politics Pillar.

Hence, UNDP requested a no cost extension of REFS until 30 June 2022 to ensure continuity of strategic activities and consolidation of results leading to the next generation of REFS contributing to reconciliation and federalisation as critical components of state building in Somalia. The necessary discussions with donors, counterparts and partners have been completed, it is requested that UNDP approves the REFS extension till 30 June 2022 to ensure continuation of the support to political and social reconciliation.

Currently, the Project has aggregated \$ 1,518,294 available against which key strategic activities and results for six months (January-June 2022) have been planned in the Results Framework (Annex 1).

Contributing Outcome (CPD):

Output 1.3. Federalist governance model strengthened and National Reconciliation Framework (NRF) implemented

UNSF STRATEGIC PRIORITY INVOLVING UNDP 1: Strategic plan, goal 1: Deepening federalism and state-building, supporting conflict resolution and reconciliation, and preparing for universal elections.

NDP 9 Pillar: Inclusive Politics

Total Resources required: USD 10,911,342

Total resources allocated:

USD 10,911,342

- o MPTF: USD 7,950,439
- o PBF: USD 2,598,173
- o FW: USD 362,730

United Nations (UN)

Signature & Date:

 Anita Kiki Gbeho
 Deputy Special Representative of the Secretary-General United Nations Assistant Mission in Somalia (UNSOM)

Signature & Date:

 Jocelyn Mason
 Resident Representative
 UNDP Somalia

Date: 2022.02.07 08:05:34
 +03'00'

Ministry of Interior, Federal Affairs and Reconciliation (MoIFAR)

Signature & Date:

 Said Abdulla
 Director General
 Ministry of Interior, Federal Affairs and Reconciliation of the Federal Government of Somalia (MoIFAR)

Results Framework

(for the period from Jan - June 2022)

<p>Intended Outcome as stated in the Country Programme Document (CPD): The project will contribute to the UNDP CPD Output: 1.1.1. Strengthened systems and institutions at FGS, FMS, and local government implementing relevant policy, legal and regulatory frameworks and programmes on inclusive and accountable politics and restorative/transformativ justice</p> <p>UN Strategic Framework Outcome (UN 2017-2020): The project contributes to the UNSF Strategic Priorities: SP2: Supporting institutions to improve Peace, Security, Justice, the Rule of Law, and safety of Somalis, and SP3: Strengthening accountability and supporting institutions that protect</p> <p>NDP 9 Pillar: Pillar 1: Inclusive Politics</p> <p>NDP 9 Strategy: In line with the FGS National Development Plan (NDP) vision for public administration <i>"We are committed to developing a functioning public administration that is able to deliver quality services efficiently and consistently to all citizens across the whole territory of the Federal Republic of Somalia."</i></p> <p>Project title and Atlas Project Number: Reconciliation and Federalism Support Project (REFS) for Somalia 00116524/ Output 00114169 and 00113636</p>
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Expected Outputs	Output Indicators	Data Source	Baseline		Targets (by frequency of data collection)			
			Value	Year	2019	2020	2021	2022 (Jan-Jun'22) Extension period
<p>Output 1: Reconciliation mechanisms established in support of Administrative Arrangements in the Federal context (regional outreach and inclusiveness, boundaries)</p>	<p>1.1 National Reconciliation Commission/ Forum established and Reconciliation Plans at FGS and FMS prepared and implemented</p> <p>Output indicator: Processes for inclusive and gender responsive national reconciliation mechanisms established and operational</p> <p>Output Indicator National reconciliation framework in place</p>	<p>Commission Reports, Agreed Plans</p>	<p>Absence of a mechanism for consultations on federalism</p>	<p>1. Ongoing Institutional capacity development, training and support for necessary research and diagnostics, support to national reconciliation conferences and associated meetings</p> <p>2. Public grievance System processes defined in drafted SOPs</p> <p>3. Legal framework in place to establish National Trust and Reconciliation Commission.</p> <p>4. A public grievance Mechanism developed at FGS and FMS level</p> <p>5. Reconciliation plans for FMS in place and at least 2 Administrative</p>	<p>1. Grievance process manual/SOPS endorsed and under implementation in three FMS Grievance Units.</p> <p>2. National Trust and Reconciliation Commission mediates at least 4 forums at FGS and FMS.</p> <p>3. National Trust and Reconciliation Commission mediates at least 4 forums at FGS and FMS.</p>	<p>Continued support to the implementation of Reconciliation Communication Outreach Strategy and Plan (2020-21)</p> <p>Establish Reconciliation Resource Centre at FMS levels – connected database between FGS and FMS</p> <p>Develop and launch Somalia Reconciliation Index (SRI) based on conflict mapping study and embedded with Management Information System (MSI) at Federal and FMSes level</p> <p>Formulation of 2 Regional Reconciliation Plans (Jubaland, Puntland)</p> <p>Support reconciliatory interventions at clan/sub-clan levels –</p>	<p>Develop and launch Somalia Reconciliation Index (SRI)/dynamic data base on conflict mapping to inform the National and Regional Reconciliation Plans at Federal and FMSes and Community levels</p> <p>Draft and Finalization of Regional Reconciliation Plans (integrating inter-sectoral policy linkages and prioritizing key areas for regulatory interventions) – FMSes including Banadar region, based on conflict mapping datasets.</p> <p>Organize Validation Conferences on Conflict Mapping at all FMSes including Banadar region to facilitate the implementation of NRF.</p> <p>Regional Reconciliation Plans are developed (integrating inter-sectoral policy linkages) as part of NRF implementation.</p>	

				<p>mediation processes with FGS towards state building</p>		<p>based on Regional and District Reconciliation Plans (Districts: 107 Villages: 9673)</p> <p>Establish and activate National Trust and Reconciliation Commission</p>	<p>Support community reconciliation interventions based on the prioritized conflicts as per Regional Reconciliation Plans (2 peace agreements through communal reconciliations at all FMSs).</p> <p>Provision of technical advisory support on reconciliation and federalism - Recruitment of Local Consultants, Advisors, and Interns.</p>
<p>1.2 Independent Commission for Boundaries and Federalism (ICBF) has a unified standardized, appropriate, and collaborative process for the establishment of administrative boundaries and an Appeal Process</p> <p>Output Indicator:</p>	<p>SOPs, Records of Decisions</p>	<p>No Standard Operating Procedures (SOPs), no GIS/Tools</p>	<p>1. Boundary demarcation for federal member state is initiated in consultation with FGS and FMS</p> <p>2. Formalization of states as per criteria endorsed by FGS parliament.</p> <p>3. Draft proposal for Independent Appeals process agreed</p>	<p>1. Mediation on Administrative boundary disputes managed by formalized mechanisms.</p>	<p>Draft first report on complete demarcation of FGS and FMS administrative boundaries</p> <p>Developed criteria (SOPs) for formalization of pre-existing states</p> <p>ICBF state-level representation and structures established</p> <p>Support to Determination of Mogadishu status as the capital city of Somalia and its status within the federation</p>	<p>Finalisation of 2nd Strategic Plan of Boundaries and Federalism Commission (2022-2025)</p> <p>Finalisation of boundary delimitation at FMSes and district levels.</p> <p>Engaging political and legislative leadership for the legalisation/formalisation of FMS and District level boundaries.</p>	

	<p>Independent Commission for Boundaries and Federalism (ICBF) leads an inclusive process on boundaries demarcation</p> <p>Output Indicator: Independent Appeals Process in Place</p>					<p>Boundary demarcation for federal member state is initiated in consultation with FGS and FMS</p> <p>Formalization of states as per criteria endorsed by FGS parliament</p> <p>Draft proposal for Independent Appeals process agreed</p> <p>Mediation on administrative boundary disputes managed by formalized mechanisms</p>	<p>Securing Parliamentary endorsement of the Formalisation Report on Boundary Delimitation – changing the status of FMSes from <i>de-facto</i> to <i>de-jure</i>.</p> <p>Provision of technical advisory support on reconciliation and federalism - Recruitment of Local Consultants, Advisors, and Interns.</p>
<p>1.3 State and Non-State Actors Capacity in Conflict Mitigation and Government-Citizen Engagement Strengthened</p> <p>Output Indicator: State and Non-State/civil society engage on state-building.</p> <p>Output Indicator:</p>	<p>1. Annual "Citizen reports" for all Federal Member States developed and disseminated through Public Accountability Forums.</p> <p>2. At least 4 engagement workshops for Non-State actors/elders, and other community leaders (including women) on state building.</p>			<p>1. CSO Networks established and strengthened towards state building agenda.</p> <p>2. At least 4 engagement workshops for Non-State actors/elders, and other community leaders (including women) on state building.</p>	<p>Low-Value-Grant (LVG) for Civic Engagement on Reconciliation and Peacebuilding to be continued</p> <p>Designing and facilitating cross-visit programs between FMS communities and authorities to enhance integration</p> <p>Establish and support Women Caucuses on Reconciliation and Peacebuilding at FMSs level</p>	<p>Civil society coordination forums and civil society knowledge networks are established to build the capacity of non-state actors on conflict mitigation. – through Somali NGO Consortium.</p>	

	<p>Citizen Report Card System in place</p>				<p>3. Annual "Citizen Report Cards" for all Federal Member States developed and disseminated through Public Accountability Forums.</p>	<p>Launch Annual Report based on Citizens Report Card</p> <p>Conduct (5) Public Accountability Forums at FMSes level</p> <p>Continued support to the CSO Network on Reconciliation and Peacebuilding</p> <p>Developing Digital Applications on IGR</p>	
<p>Output 2: Federalism is organised, consistent and coherent in all Federal Member States (organisation, roles, responsibilities, powers)</p> <p>2.1 Vertical coherence, consistency, and coordination across all levels of Government is achieved</p> <p>Output indicator: Road map for further federalization with roles and responsibilities at different levels of government agreed.</p>	<p>Absence of roles and responsibilities</p>	<p>1. at least 3 Intergovernmental Relations Forums (FGS and FMS) on federalism conducted.</p> <p>2. Support provided to Technical Committees and other stakeholders in drafting policy documents on Federal/FMS roles and relations</p>	<p>1. At least 4 Consultations on federalism including guidelines on roles and responsibilities at different levels of government drafted.</p> <p>2. Guidelines on federalism, including on roles and responsibilities at different levels of government drafted and agreed</p>	<p>Develop and activate Federal Filter [Federalism Management Information System (FMS)] – connecting FGS and FMSes through MIS</p> <p>Support to designated Technical Committee/Forums and follow up conferences/dialogues</p> <p>Conduct IGR Dialogue Forum(s)</p> <p>Organise DGs Conference on IGR/Federalism</p> <p>Organise Multi-stakeholder Validation</p>	<p>Supporting level discussions/scoping study on Federalism/Inter-Governmental Relations to inform the new Parliament and new administration and DG coordination forums at the FGS and FMS levels (in partnership with Forum of Federations and Institute of Federalism).</p> <p>Development and activation of Digital Application (Web-based App) on IGR and</p>		

							<p>Conference on draft Framework of Federalism - discussion and adoption</p>	<p>workflow management - OPM.</p> <p>Coordinate and organize a series of thematic orientation sessions for the political and executive leadership of FGS and FMSes informing parliamentary/policy debates on issues surrounding the federal questions in Somalia.</p> <p>Continue supporting the activation and functioning of DG Coordination Forums at FGS and FMS levels - aimed at facilitating integrated planning, policy communication and inter-ministerial coordination. (OPM and All FMSes).</p> <p>Organize Quarterly High Level/NCC Forum/ Inter-Ministerial Policy Dialogue(s) on the Features of Federalism in Somalia - identifying entry points for</p>
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	<p>2.2 Public Awareness and CSO Engagement on the Federalism Model Strengthened</p> <p>Output indicator: Communication Strategy Agreed and being Implemented.</p>	<p>Communication Strategy, printed materials</p>		<p>No communication strategy</p>	<p>1. 6 Regional Conferences held</p>	<p>1. CSOs/women's groups strengthened to engage with the Federalism model.</p>		<p>consensus building and negotiated settlement on contested issues related to allocation of power and distribution of resources. MOIFAR-FGS (One Minister and one DG from each FMS and MoIFAR).</p>
				<p>Continued support to the implementation of Federalism Communication Outreach Strategy and Plan (2020-21)</p> <p>Organise 3 regional conferences on federalism</p> <p>Support to National Leadership Council resulting on 27th May</p> <p>Communicative</p> <p>Low-Value-Grant (LVG) for Civic Engagement on Federalism and Decentralisation to be continued</p> <p>Support to National Consultative Council (June 2021) resulting in election timeline</p>	<p>Communication/Resource Kit on federalism in Somalia is produced and disseminated to the target audiences.</p> <p>Conduct and finalise the Political analysis on federalisation and state building</p>			

<p>Output 3: Federal administration is enabled to operate effectively and efficiently (operational support, small scale works to support infrastructure, transport, essential equipment)</p>	<p>3.1 Support provided to High Priority Ministry Refurbishment s and Reequipping including IT and MIS. Output Indicator: Basic infrastructure and working environment in place for high priority ministries at FGS and FMS</p>		<p>All baseline assessments of key priority office infrastructure completed in all FMS</p>	<p>1. Three key infrastructure projects initiated and improved basic physical working environments complete</p>	<p>1. Four key infrastructure projects initiated and improved basic physical working environments complete</p>	<p>7 (Seven) infrastructure projects completed: Logistical support, office equipment, furniture and supplies to be provided as part of improving the physical working environment of government institutions</p>	<p>Improve the physical working environment of government institutions / construction work to rehabilitate premises – Ministry of Interior, Jubaland. Logistical support (Ground transportation)</p>
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Expected Outputs	Planned Activities	2019 - 2021 Expenses	2022 Budget	Res Party	Planned Budget		
					Funding Source	Budget Description	
<p>Output 1: Reconciliation in support of Administrative Arrangements in the Federal context (regional outreach and inclusiveness, boundaries)</p>	<p>Activity 1.1 Establishment of, and Support to, the National Reconciliation Commission/Forum, and Reconciliation Plans at FGS and FMS working through MolFAR and state bodies Activity 1.2 Institutional Support and Technical Assistance to the Independent Commission for Boundaries and Federalism (ICBF)</p>	<p>2,970,156</p>	<p>749,102</p>	<p>UNDP UNSOM FGS FMS</p>	<p>Donor/ MPTF/PB F/Funding Window</p>	<p>71800-Contractual Services-Imp Partner 75700- Training, Workshops and Conferences</p>	<p>3,719,258</p>

	Activity 1.3 Strengthen State and Non-State Actors Capacity in Conflict Mitigation and Government-Citizen Engagement						
Output 2: Federalism is organised and implemented in all Federal Member States (organisation, roles, responsibilities, powers)	Activity 2.1 Vertical coherence, consistency, and coordination across all levels of Government is achieved	2,673,779	441,639	UNDP UNSOM FGS	Donor/ MPTF/PB F/Funding Window	71800-Cont Serv-imp Partner 75700-Training, Workshop/Confer	3,115,418
	Activity 2.2 Increasing Public Awareness and CSO Engagement						
Output 3: Federal administration is enabled to operate effectively and efficiently (operational support, small scale works to support infrastructure, transport, essential equipment)	Activity 3.1 Support to High Priority Ministry Refurbishments and Re-equipping including IT and MIS	674,146	60,656	UNDP FGS FMS	Donor/ MPTF/PB F/Funding Window	72200-Equip/Furn 72500 – Supplies 73400-Leased Vehicle	734,802
Output 4: Project Management and Implementation support	Activity 4.1 Project appropriately staffed to ensure successful delivery and accountability	2,460,488	167,569	UNDP	Donor/ MPTF/PB F/Funding Window	61300 – Salary 71600 – Travel 73100 – Rental premises 72400 – Communication 72800 – IT Equipment	2,628,039
	Activity 4.2 Project appropriately resources with accommodation, office space, and equipment/supplies to ensure successful delivery and accountability						
	Activity 4.3 Project appropriately services with logistical support and professional services						
General Management Support (7%)		614,479	99,328	UNDP	Donor/ MPTF/PB F/Funding Window		713,825
Totals		9,393,048	1,518,294				10,911,342