



**United Nations Development Programme**

**Country: Somalia**

**Project Document**

**Support to building inclusive institutions of Parliament and inclusive political process in Somalia**

**CPD Outcome(s):**

Sub-outcome 2.1: “Mechanisms for the transition to democratic and accountable structures and systems of governance designed and implemented”

Sub-outcome 2.3: The capacities of parliamentary and civil society actors strengthened for effective and accountable Government oversight.

Sub-outcome 4.2: Women’s participation in peace- building, representation, civil service and public life increased at all levels.

**Expected Project Results:**

**OUTCOME 1: *NFP and Parliaments of Somaliland and Puntland capacitated to operate as inclusive, transparent and effective law-making, oversight and representative bodies contributing to national peacebuilding and nation-building goals***

**Output 1 (Parliament Strategic Plan Objective 1): *NFP and Parliaments of Somaliland and Puntland*** supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building

**Output 2 (Parliament Strategic Plan Objective 3): *NFP and Parliaments of Somaliland and Puntland*** established as an effective institution, with a functioning administration and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration

**Output 3 (Parliament Strategic Plan Objective 2):** MPs are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis, including young people and women, participative & representative democracy and more effective contribution to political decision-making.

**Main implementing agency: UNDP**

**Implementing partners:** UNSOM, UNCT, National Federal Parliament (including parliamentary committees), Independent Constitutional Review and Implementation Commission, Puntland Parliament, Puntland Ministry for Federalism, Constitutional Affairs and Democratisation, Somaliland Parliament, NDI, AWEPA, Max Planck Institute, others.

Total Budget: <b>\$11,700,000</b> USD (March 2013-December 2016)	
Total resources required	USD
11,686,288.41	
Total allocated resources:	USD
<ul style="list-style-type: none"><li>Regular<ul style="list-style-type: none"><li>UNDP Core Resources (TRAC) 90,000.00</li><li>UNDP BCPR 900,000.00</li></ul></li><li>Other:<ul style="list-style-type: none"><li>Sweden \$300,000.00</li><li>DFID \$ 3,479,495.00</li><li>Norway \$2,858,536.00</li><li>EC \$1,270,648.00</li></ul></li></ul>	
Total expenditures to date (December 1 2014) 4,407,186.35 <b>USD</b>	
Funded to date (10 Nov 2014):	<b>8,898,679 USD</b>
Unfunded budget	<b>2,787,609 USD</b>

Programme Period:	2013 - 2016
Key Result Area (Strategic Plan):	
Atlas Award ID:	_____
Start date:	_____
End Date	_____
PAC Meeting Date	_____
Management Arrangements	_____

Agreed by the Parliament of Somalia:  
Mr. Mohammad Sh. Osman Jawari,  
Speaker of the House of the People,  
National Federal Parliament

Agreed by UNDP:  
Mr. George Conway,  
Country Director UNDP Somalia

## **I. SITUATION ANALYSIS**

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1. Somalia is undergoing a historic process of change, moving towards peace from decades of violent conflict, which ravaged the country and resulted in widespread suffering of its people. On 20 August 2012, the Transitional Road Map ended, and a new chapter in the history of the country began. The Provisional Constitution of the Somali Republic was agreed and endorsed on 1 August 2012. The provisional constitution establishes two Houses of the legislature - a House of the People (or lower house) and a House of the Regional States (or upper house). The 275 Members of the House of the People were selected by Somalia's traditional elders, and then approved by a Technical Selection Committee which was responsible for vetting candidates. This process was undertaken during August and September 2012 and resulted in a parliament widely recognized as representative and credible. In the absence of the Upper House, the Provisional Constitution mandates the House of Peoples to constitute the National Federal Parliament by itself.
2. On 28 August 2012, the Speaker of Parliament and two Deputy Speakers were elected by the MPs. On 10 September 2012, the House of the People in a widely televised secret ballot process elected a new President of Somalia. On 7 October 2012, the President nominated a Prime Minister who, according to the Constitution, is responsible for choosing a Council of Minister who will together constitute the Government/Executive. On 13 November 2012, in accordance with the Constitution, the House of the People formally voted to endorse the proposed Prime Minister and his Council of Ministers. In a landmark step towards gender equality and women's empowerment, the new Deputy Prime Minister and Foreign Minister was the first appointed woman in this role.

Since the adoption of the Provisional Constitution on 1<sup>st</sup> August 2012, the National Federal Parliament has made significant progress. A Strategic Plan was endorsed, key priorities of the Parliament were identified, and priority legislations debated in Parliament. Key events such as the Vision 2016 conference and the Juba reconciliation conference took place, and the Somali New Deal Compact was signed. Despite a number of attempts by Al-Shabaab to disrupt the process along with a few internal disagreements, the NFP was able to pass key bills to pave the way for potential progress. In 2014, a "Ministerial" High Level Partnership Forum (HLPF) conference on the "New Deal for Somalia" took place in Copenhagen, Denmark and a MoU was agreed between the Parliament and the Executive on a number of priority bills which are crucial for the accomplishment of Vision 2016.

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### **The National Federal Parliament**

4. The NFP and its members have a critical role to play in Somalia's divided context today. If supported to effectively fill its place in the new political infrastructure of Somalia, the legislature will operate as a venue for the debate and discussion of issues of national importance, including not only proposed laws, but government policies and other issues of public interest. Potential sources of conflict can be aired, debated and addressed publicly and in a bi-/multi-partisan manner. Considering Somalia's long history of conflict, this role for Parliament will be absolutely crucial. Bringing the national parliament and all its members to sit in the national capital is a key symbol of the fresh start that this parliament is expected to bring with it.
5. However, to achieve a situation where all these priority functions can be implemented, both Members of Parliament and the Parliamentary Secretariat require urgent support. UNDP supported the National Parliament to develop a Corporate Strategic Plan in early 2013 to provide a vision for the Parliament's development and capacity building of the Secretariat staff. UNDP again supported the Parliament to revise the Strategic Plan in early 2014, and it is this document which against which UNDP support to the parliament has been aligned. Provision of ongoing support to strengthen the capacities available to the parliamentary leadership is essential. MPs also have variable parliamentary experience, and need to benefit

from capacity development on procedural as well as substantive issues. Fifteen parliamentary Committees have been established which require major administrative capacity support, as well as expert technical advisory assistance for Committee Members and their staff. Only very limited services are currently available to support the parliamentary leadership and MPs (as well as their staff) to reach out to and dialogue with the public to re-establish trust and confidence. This is vital, not only ensure public input on new legislation and the parliamentary agenda, but to rebuild the nascent social contract.

6. The parliamentary administration currently lacks basic physical infrastructure, as the original 1968 building is dilapidated, and there are limited facilities for MPs to use as offices or meeting rooms. The Speaker currently retains an office in the Presidency. Pledges to rebuilding the Parliament building, have not materialized so far. Basic equipment and IT networking still needs to be installed. Research facilities are very limited, with library facilities virtually non-existent and e-based solutions also still to be implemented. The existing Parliamentary Administration was established to service the Transitional Federal Parliament. It consists of around 50 staff, mainly clerks and administrators. Although parliamentary staff have in the past received some training from international development partners, basic administrative capacity remains weak. Significant capacity development will need to be undertaken to ensure timely and quality services can be provided to MPs, most immediately in terms of legal, research and committee support. Already UNDP has been supporting a new graduates program of the NFP to fill immediate needs, but capacity is still limited. Document filing systems are haphazard or non-existent, it is not clear that parliamentary sessions are recorded or transcribed and there is no library or resource center to support the work of MPs.
7. Security of the parliament, the MPs and the staff remain a major concern. Since the endorsement of the 275 MPs to the NFP in August 2012, more than 10 MPs have been assassinated. In 2014 alone, 5 MPs were killed. Additionally, in May 2014 the Parliament was directly attacked, resulted in 18 deaths, and again in July 2014 an attack on the premises resulted in 5 deaths. UNDP did not initially include strengthening of security in this Project, as the Turkish Government initially committed in 2012 to rebuilding a new, secure parliamentary building. This has not yet progressed however, and it is now clear that the physical security of MPs must be addressed.

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### **Somaliland Parliament**

8. Somaliland has a bi-cameral parliament composed of a lower house (the *Golaha wakiilada*)<sup>1</sup> consisting of 82 elected members and an upper house (*Golaha Guurtida*) which consists of 82 clan chiefs. The Guurti is established to promote peace and security, to maintain customary law and to ensure Islam as the religion in Somaliland. The *guurti* has the power to revise all laws from the *Gulaha Wakiilada*. The mandate of the Somaliland Parliament has been extended until 2015, where new general elections are to be held. The current MPs will benefit from targeted capacity development, which would need to be supported by training for staff.
9. The Parliament now has a Strategic Plan to guide its development and to prioritise development of staff. An Action Plan to guide implementation of the Strategic Plan is currently being finalized with UNDP support. The plan addresses a range of issues. Currently, MPs have limited capacity to exercise effective oversight. Parliamentarians and their sub-committees lack a good understanding of both their parliamentary role and functional capacity, and their capacities need to be enhanced on legal and technical issues. There has been a continuing disagreement between the ruling and the opposition parties over the role of the House leadership, which has affected the ability of Parliament to function as a collective institution. Furthermore, legal expertise within the Secretariat to support drafting of laws is

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<sup>1</sup> There are eight Parliamentary Sub-Committees where each sub-committee consists of eight to nine members of Parliament. These have been receiving some assistance from experts. However, the budget and finance, and anti-corruption committees are noted to need assistance and some capacity-building.

inadequate. Parliamentary procedures are poorly defined and understood, and initiative is limited.

10. MPs in Somaliland enjoy a fair amount of security and are able to travel to their communities and therefore have a greater capacity to undertake constituency work. However, Members have tended to be Hargeisa-based and many are disconnected from their largely rural constituencies. Like the Parliamentarians in the Federal Parliament, MPs in Somaliland lack resources to promote development in their constituencies. Often, MPs use their own resources to pay quick visits to their constituencies. As in so many countries, constituents have unrealistic expectations of MPs, expecting them to build schools, health clinics, roads and directly create employment for their communities. In reality, the average time which each MPs spends in their constituency is only 5-6 days – insufficient time for them to engage effectively with their constituencies and properly understand and address the issues affecting them. Currently, although MPs variably undertake their own outreach, there are no/limited links between CSOs/women's organizations and the Parliament and no Communication and Outreach Plan to guide such efforts.

### **The Puntland Parliament**

11. Puntland's Parliament was established in 1998 and was initially comprised of Members appointed by clan leaders. The Puntland Parliament consists of 66 legislators in the current Parliament who represent clans residing in PL. The election of the President and Vice President is then carried out by MPs, all of whom served a term of four years. Since its formation, Puntland has had three Parliaments and three Presidents. The current Parliament was selected in January 2014. Subsequently, in April 2014, NDI (with some engagement by UNDP) supported the Parliament to develop a Strategic Plan to guide their work over the coming years. The Strategic Plan was finalized and Launched in September 2014 and will now guide UNDP's own support.
12. The Parliament has 13 Parliamentary Committees that have specific roles and function<sup>2</sup>. The parliament convenes twice each year in June and October and has its own Secretariat, which is responsible for providing support services to Members, including documenting all Parliamentary debates, motions and final laws. Staff have variable capacity to provide legal, research and committee services to MPs. Consultations with some Parliamentarians in Puntland indicated that MPs have sometimes worked with experts and civil society to initiate/draft laws, such as the Piracy Act, Human Trafficking Act and Anti-Terrorism Act. Notably however, the Parliament is still strongly dominated by the Executive, which most often drafts legislation without consultation and weakly responds to attempts at oversight from the legislative branch. There are no local and international lawyers, consultants and financial experts to assist committees to effectively exercise their oversight responsibilities. The process of good working relations between the executive and Parliament needs to be established, and in depth policy and dialogue need to take place to make the Parliament a true partner in the process. A limited parliamentary budget means there is no funding for public consultations by committees or public outreach more generally. Parliamentary offices are inadequate, with very limited space for committees to hold their meetings.
13. The Puntland Parliament has engaged in variable community outreach (eg. with women, young people or rural communities), but anecdotal information suggests that many MPs have been active in solving communal conflicts. When Parliament is in recess, majority of parliamentarians travel back to their constituencies and share information with their constituents. Interviews with some Parliamentarians revealed that MPs write to the executive on issues raised by their constituents. It is understood that MPs with the help of their clan leaders, have been able to avert conflicts between rival communities, an engagement which

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<sup>2</sup> They include: The Education, Health and Social Services Committees; Ethics and House Affairs Committees; Public Accounting Committees; Local Government Operations Oversight Committees; Security Committees; Constitution and Federalism Committees; Humanitarian, Human Rights and Family Affairs Committees; Environmental Committees; International Relations Committees; Rules, Statutes and Law Oversight Committees.

has helped boost public trust and confidence. While Parliamentarians are close to the clan leaders who nominate them to parliament, it is possible that this direct connection to the clan may also contribute to the effectiveness of peace-building and conflict prevention efforts. In this context, the move to a more modern, democratically elected parliament may have a direct impact on the connectedness that communities feel to their MPs in Puntland. Puntland has been making efforts in moving away from the clan-based political system to a multiparty democracy. This process culminated in the endorsement of a democratic Constitution in April 2012. On September 12, 2012, the Puntland Election Commission announced that the opening of the registration process for political parties in Puntland. This came after the passing of the Political Association Law, the Referendum Act, the District Elections Law and the inauguration of the state constitution. District Council elections are now slated for early 2013.

### **Context - other regions**

14. There are currently a number of discussions in the regions, in terms of the future structure of regional states, which anticipate state legislatures to come into life. While the process will take time, UNDP is committed to developing democratic and inclusive political processes throughout Somalia.
15. State formation processes are currently ongoing for three (3) proposed Federal Member States - SouthWest State (Baidoa), Jubaland State (Kismayu) and the first Central Regions State; it is envisaged that another state formation project will also be initiated in the central regions in 2015. The final status of Mogadishu (Banadiir region) as the national capital also needs to be clarified – discussions on this will commence in 2015. State legislatures will be established in all four new Federal Member States as well as the capital region/territory. The Vision 2016 framework calls for establishment of Interim Regional Administrations (IRA) as precursors to fully democratic state government. It is expected that at least in some of the regions parliaments will be formed (consisting of selected MPs) which will need basic support for the initial build-up of the institution. UNDP through its programs and projects is going to provide assistance to this nascent institutions

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### **Women's Political Participation**

16. Somali women have long been marginalized from political participation due to cultural, religious and clan related traditions that designate the public sphere as a male territory. Despite the dedicated efforts of many Somali women activists, women continue to be significantly under-represented in decision making bodies at all levels. A 30 % quota for women in parliament was proposed during the recent constitutional process, but was not included in the draft submitted for final endorsement. The newly appointed House of the People has only 14% representation of women, despite stipulations to ensure 30 % representation as provided for in the "Garowe II Principles" and the "Protocol Establishing the Technical Facilitation Committee" guiding the nomination process for the new members of the Federal Parliament. Nevertheless, the former prime minister of Somalia appointed a female foreign minister, the first time a woman has held such a senior position in Somalia and the head of the parliamentary committee responsible for the constitutional review process is also a woman. In the Somaliland HoR currently there is only one female MP out of 82 parliamentarians; in Puntland it is two out of 66.
17. Appointments to key parliamentary committees present an immediate opportunity for representation of women, as does the imminent establishment of new independent commission, such as the National Human Rights Commission. Schedule D of the Provisional Federal Constitution identifies 22 priority laws to be enacted, which is also a significant entry point for the participation of women. A Gender Policy is also expected to be developed, which provides a key opportunity to support both male and female legislators to effectively engage in the policy and legal debates regarding the promotion of gender equality in Somalia. A numerical increase in selected women representatives provides opportunities for women's voices and perspectives to be injected into the legislative process, and it also remains important for women parliamentarians to be given the same access to resources and

opportunities as their male colleagues. Aside from increasing the proportion of women parliamentarians in parliaments, it is important that parliaments also have the ability to consider and address how their work - especially in terms of legislation and the national budget - affect women in their society. Placing gender equality issues at the heart of policy decisions, institutional structures and resource allocation through a process of gender mainstreaming can address these issues.

18. Significant progress has also been made towards increased women's political participation in recent years. In Somaliland, a post-election study on women's participation in the local council elections was conducted to inform the women's political participation programmes and help effective planning for advocacy towards a quota for women before the next elections. An advocacy group for the quota has been established. In South Central Somalia, women political aspirants are being identified for capacity building support in preparation for the anticipated elections. Women received some training on transformative leadership, advocacy and campaigning skills as well as identifying opportunities, strengths, and challenges women have in terms of advancing in Somali politics. Outreach and national civic education forums and debates were also conducted reaching influential politicians, religious leaders, and clan elders to advocate and lobby for women's political participation both from a religious and a cultural context.

### **Youth Political Participation**

19. Youth in Somalia are in a critical juncture to engage and have a lasting impact on the future of their country through the engagement in the political process. Both on the level of engagement with young political representatives in the Parliament and across government, as well as with civil society organizations and youth across the country in general – it will be key to foster a process of dialogue and build platforms where young people can express their needs and opinions, and take on a strong role in shaping the political agenda and the future of Somalia. The leadership in the country has expressed several times its strong desire to empower the generations, which will rebuild their country, and the project aims to address this priority to ensure both; participation in policy dialogues as well as provide targeted capacity building support, developing leadership and public engagement skills of young leaders in Somalia.

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## **II. UNDP PROGRAMMING IN SOMALIA**

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### **Relevant Programmatic Frameworks**

20. UNDP's programmatic approach and activities in Somalia are guided by the United Nations Somalia Integrated Strategic Framework (ISF) (2014-2016), and UNDP's five-year Country Programme Document (CPD) 2011-2015.
21. The United Nations Somalia Integrated Strategic Framework (ISF) provides a three-year framework for the UN's development work and guides the UN's political, development, human rights and security activities in Somalia. "The overall vision of the ISF, in accordance with the Compact, is to support the Somali process of establishing a sovereign, secure, democratic, united and federal Somalia at peace with itself and the world, and for the benefit of its people." It attempts to achieve it through the following strategic objectives:
  - (1) Inclusive Politics: Achieve a stable and peaceful federal Somalia through inclusive political processes.
  - (2) Security: Establish unified, capable, accountable and rights based Somali federal security institutions providing basic safety and security for its citizens.
  - (3) Justice: Establish independent and accountable justice institutions capable of addressing the justice needs of the people of Somalia by delivering justice for all.
  - (4) Economic Foundations: Revitalise and expand the Somali economy with a focus on livelihood enhancement, employment generation, and broad-based inclusive growth.

- (5) Revenue and Services: Increase the delivery of equitable, affordable, and sustainable services that promote national peace and reconciliation amongst Somalia's regions and citizens and enhance transparent and accountable revenue generation and equitable distribution and sharing of public resources.

In addition the ISF will integrate the Compact's cross-cutting issues (gender, capacity development; bringing tangible results to the people [stabilisation]; respect for human rights and external relations).

22. The vision for 2015 is that *"Somali people make progress towards peace and the Millennium Development Goals through equitable economic development and are supported to achieve their human rights by inclusive, accountable and self-sufficient government"*. The vision is achieved through the focus on three outcomes: social services; poverty reduction and livelihoods; and good governance and human security. UNDP has responsibility for co-ordination among UN agencies on outcome three
23. UNDP Somalia's CPD focuses on four main outcome areas: i) Somali women and men are better able to manage conflict and build peace, ii) Somali women and men benefit from more inclusive, equitable and accountable governance, improved services, human security, access to justice and human rights, iii) Somali women and men benefit from increased livelihoods opportunities and improved natural resources management; and iv) Somali women and men attain greater gender equality and are empowered. The CPD commits UNDP to making programmes more contextually sensitive, considerably more integrated, and reinforces peace building and the promotion of gender equality within all development programming. The Governance and Rule of Law programme under which this proposed project will focus on six inter-related and mutually thematic areas which are all essential to the strengthening of governance and the rule of law in Somalia at national, regional and local levels. These are: fostering inclusive political processes, strengthening core institutional functions and systems, improving access to justice and the judicial system, strengthening police and security sector governance, enabling resilient local governance and service delivery, and enhancing community security and resilience. The overall objective is that Somali women and men benefit from more inclusive, responsive governance that enables improved service delivery and enhances peace

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### **Relevant UNDP parliamentary support**

24. Following the gathering of the National Constitutional Assembly and the adoption of the Somali Provisional Constitution, UNDP has actively supported the establishment of the National Federal Parliament. Technical assistance and logistical support has been provided to the process of electing the Speaker and subsequently the President of the Federal Republic of Somalia. Procedures and processes have been established through UNDP advisors, and on-going daily assistance provided to the election committee, which oversaw the process. UNDP's assistance in setting the procedures and assisting ad-hoc Election Committee, as well as providing ongoing senior advice to key stakeholders, was a key component for the establishment and approval of Somalia's new leadership and Government. On 28 August 2012, the Speaker of Parliament and two Deputy Speakers were elected by the MPs. On 10 September 2012, the House of the People in a peaceful televised secret ballot process elected a new President of Somalia.
25. With the support of UNDP advisors and facilitators, the MPs, through a series of debates and working groups led by a committee appointed by the Speaker, discussed their current situation including analyzing the present strengths, weaknesses, threats and opportunities of the House in a strategic planning retreat. This was followed by a process to define objectives and goals, and a plan of action to reach them in this time of positive change in Somalia. The three-day retreat was perceived as very successful in building strong relations among the MPs and encouraging them to overcome clan and political divisions for the benefit of peace, stability and development. Following the retreat, UNDP supported the Ad-hoc Strategic



Planning Committee to process information and inputs gathered, and develop a Strategic Plan. The Plan was approved by the Parliament, and constitutes a unifying document that gives guidance to the House to realize its key functions of representing the people of Somalia, developing legislation and overseeing the government. It sets a process to build the Parliament as an institution and for the MPs deliver over the next four years to advance peace, reconciliation and development in Somalia

26. As noted in Section 1, one of the key challenges of the new National Federal Parliament has been a very weak or non-existing capacity, both in terms of human resources, physical infrastructure and equipment. On the request of the Speaker, UNDP conducted an initial assessment of priority needs and developed a matrix of six-month priorities, which has been shared with international partners. UNDP worked with AWEPA on an assessment of the current staff capacities and outlined a revised structure for the parliament administration. UNDP has followed up with a plan to develop priority administrative capacities, including establishing a merit-based recruitment process and developing an innovative scheme to bring up to 40 young graduates to support the work of the administration and newly established committees. The proposed new structure for the parliament, the plan for priority administration development and the graduate trainee scheme have all been approved by the leadership of the Parliament. Support has been provided to develop the website of the NFP, as well as develop strategic plan for ICT. IT equipment and support for refurbishment and equipping the premises has also been provided. UNDP has also provided support for Somaliland and Puntland strengthening committees and improving public outreach and inclusion of marginalized groups.

### III. STRATEGY, GUIDING PRINCIPLES, CROSS-CUTTING ISSUES

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27. Somalia is in a fragile point in its transition. Expectations are high following the endorsement of the Provisional Constitution, and MPs and the public alike expect that the new National Federal Parliament will be supported to immediately start to discharge the many duties it has been given under the Provisional Constitution, as well as playing a broader role in supporting nation-building and peace-building as the country tries to move on from its difficult past and rebuild a nation that will hold together under pressure. With these immediate imperatives in mind, the programming strategy which will underpin this Project includes a mix of immediate direct technical support, coupled with efforts to set in place longer term capacity development frameworks which will provide a basis on which to develop a sustainable NFP Parliamentary Administration, as well as ensuring that MPs in the NFP, Somaliland and Puntland to take full ownership over the peacebuilding and statebuilding process that is now underway.
28. UNDP will utilize its increasing presence in Mogadishu to ensure it can work closely with the NFP, MP's and parliamentary administration. The Project is closely aligned to the Strategic Plan of the House of the People of Somalia, and designed to provide support for its implementation. It is aligned with the strategic objectives of the plan the objectives:
  - **Strategic Objective 1: "Parliamentary Business** - To enact quality legislation, including the review of the constitution; and to maintain effective oversight over the other branches of government according to the interests of all Somali people;"
  - **Strategic Objective 2: "Members Leadership, Representation and Accountability** - To empower members to represent and remain accountable to the Somali people and to provide leadership in a way that promotes national unity;"
  - **Strategic Objective 3: "Parliamentary Institution** – To establish the House of the People as an effective institution, with a functioning administration and infrastructure."

## **Guiding Principles for Project Implementation**

29. Given the Somali context, including a dynamically changing political process and unpredictable security conditions, Project implementation will be guided by a fundamental set of programming principles:

- ***Promoting social cohesion and a social contract as a key overarching theme:*** The NFP is the foremost national institution, which can act as a forum to promote national unity and peaceful dialogue, with the legislatures of Somaliland and Puntland expected to play a key supporting role in the ongoing peacebuilding/statebuilding process in Somalia. Noting that the Members of these legislatures are considered leaders in their home communities, it is important that they are supported to work together to provide a public example of social cohesion which will contribute to the broader development of a cohesive society in which individuals and communities peacefully manage and resolve disputes and tensions. As such, efforts will be made throughout capacity development activities to promote strategies and narratives which reinforce MPs recognition of themselves as peace-builders and builds their own commitment to a unified, peaceful Somalia. As appropriate, efforts will be made to support MPs to take this message out to their communities and to strengthen the linkage between constituencies and MPs. Throughout its activities, UNDP will place a particular emphasis on political inclusion, promoting dialogue between MPs, and on public engagement in political processes.
- ***Gender-sensitive approach, support to marginalized groups, Human Rights Based Approach:*** Special effort will also be made to prioritise the inclusion of women, young people and other marginalized groups. The project will actively engage with all three parliaments in order to strengthen the women's rights and to promote the empowerment of marginalized groups. The project will base its work on the principles of the Human Rights Based approach. The project will include gender analysis of legislation, training on gender budgeting, collection of sex-disaggregated data and capacity building of female MPs in its activities. In its support to improving the legislation, strengthening social cohesion, ensuring conflict sensitivity, peace and state building the project will include strengthening of women's rights as an overarching theme.
- ***Ensuring conflict sensitivity:*** UNDP's support to Parliament needs to "do no harm" and be alert to identifying and utilising opportunities through Parliament to bridge social divides between different political groupings. To this end, UNDP will draw on the conflict analysis being produced internally, as well seek advice and guidance from UN MISSION, as well as the UNDP Programmes, especially Peacebuilding and Rule of Law and Security, to constantly identify and address macro and micro-level causes of tensions in the democratic transition and reform process, both structural issues and potential "trigger" events that may escalate tensions. Entry points must be identified within Parliament as well as with regard to other key institutions and actors, and existing and potential capacities for peace actively developed.
- ***Support peacebuilding and statebuilding:*** While ensuring conflict sensitivity in implementation approaches, at the same time the Project will make every effort to support activities designed to address the underlying causes of conflict, in particular through the constitutional reform process and dialogue/mediation capacity development with MPs. This work will contribute to broader UNDP efforts to build local capacities to manage conflict. Through the proposed outreach activities, the Project will also work more broadly to contribute to the national effort to strengthen state-society relations by promoting transparency and inclusiveness as a means of addressing the underlying problem of societal distrust of the state;
- ***Ensuring a flexible approach to respond to the fluid political environment:*** This Project has been developed in response to the immediate and urgent needs of the House of the People, but will need to be closely and flexibly managed to respond to changes in the operating environment, which will be inevitable. It is for this reason that a dedicated P5 Chief Technical Advisor is included in the Project, as well as a separate Project Manager who will be responsible for specifically overseeing management of the Project. Notably,

this Project has been developed to focus largely on Members of the lower house of the NFP, but it may be reworked as necessary to provide assistance to an upper house, if/when established. Regular review of priorities will be required, considering the limited absorption capacity of the Parliament to date and its committee, and this will be done in close coordination with other partners on the ground.

### **Capacity Development lessons for Parliaments and Institutions in Somalia**

30. UNDP has developed substantial capacity development experience through previous project interventions in support of institutional and capacity development in the Somali Federal Republic, Puntland and Somaliland, in particular through the Somalia Institutional Development Project. Lessons learned from that Project, as well as those captured by the UNDP global system have been integrated into the approach proposed in this Project. In particular, this Project has been designed drawing on UNDP's recent 2013 publication, *"Supporting Capacity Development in Conflict and Fragile Contexts – Lessons Learned from the Field"*,<sup>3</sup> which collects lessons learned from UNDP's capacity development support in variety of fragile contexts.
31. A range of different approaches will be used to promote effective capacity building within the parliament. In particular, UNDP will focus on:
  - ***Building sustainable capacity, by accompanying local actors at their pace:*** Subject to the security situation, UNDP staff will be placed within the parliament – national staff and international – so that they can more closely mentor/twin with counterparts. International consultants will be complemented by national and diaspora consultants who will closely mentor parliamentary staff, as well as training MPs, and regional expertise/placements will be prioritized whenever possible. Even when promoting outreach and inclusion, consultation processes and outreach/dialogue platforms and mechanisms will be developed to connect back to the parliamentary administration to ensure they can continue such work beyond the Project. This will ensure that work between the parliament and citizens entrenches a "bottom up approach".
  - ***Implementing with a sense of urgency:*** Capacity development support will adapt, as much as possible, to the fluidity of the process of establishing the institution by introducing flexible planning and fast-track procedures for the provision of services and goods, including using rapid response external expertise to be aligned with counterparts within the Parliament to ensure sustainability as well as establishing quick disbursement mechanisms to address unexpected critical needs in the achievement of key priority goals of the Strategic Plan.
  - ***Benchmark-oriented assistance:*** Capacity development support will be fully aligned to the achievement of key benchmarks of the Strategic Plan of the Parliament. This results-oriented approach is intended to plan and concentrate project's resources on the achievement of key strategic objectives and outputs. Close monitoring of progress in implementation of the plan, and new systems, and permanent structures in established in the Parliament, and alignment with responses to circumstances will be key.

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### **Key lessons learned from the Project Implementation during 2013/4**

32. January 2015 when the current project revision is conducted provides the possibility for a lessons learned which will be the basis for a fine-tuning of the project document:
  - ***Splitting into two projects:*** Considering that 2015 shall be the year of the constitutional review process a first lesson learned is to split the project into two: one for parliamentary support and one

<sup>3</sup> <http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/supporting-capacity-development-in-conflict-and-fragile-contexts/>

for support to the constitutional review process. While the extent of support to the constitutional review process (Module 2) necessarily was small in 2013/4 it will significantly increase in 2015 thus requiring a separate project.

33. Experience of the past two years however showed that the overall focus of Module 1 (parliamentary support) is still valid, consistent, sustainable and supported by national counterparts, and therefore there is no need to change the Outputs 1-3. However some fine-tuning is required with regard to activities in order to achieve the planned outputs:
  - **Material Support to parliaments:** As a result of limited revenues the Parliaments currently are not able to cover all their expenses from the funds provided through the national budget. Considering that the long term aim should be that all parliamentary functions be covered from domestic funds the project will include in its work elements the elaboration of a strategy how to achieve financial sustainability. For the period until this is reached the revised pro doc states more clearly that the project in selected cases also provides material support to parliaments in order to cover certain staff costs, running costs or costs of procurement of services and equipment. The guiding principle for these temporary support is that it shall either lead to a significant increase of the institutions capacity (e.g. fee of a national consultant) or is of strategic importance for the functioning of the institution (e.g. running costs for internet, committee meetings and outreach activities)
  - **Sustainability:** The revised pro doc includes efforts to generate a process which shall as a mid-range goal achieve financial sustainability of all three parliaments
  - **Administrative / operational capacity of the parliaments:** The capacity of the parliament's administrative departments (human resources, finance, and procurement) needs more support than initially anticipated. In line with UNDP rules and regulations micro capacity assessments have been conducted during Oct-Dec 2014 for all parliaments which analyzed the capacity of their human resources, finance and procurement units. As part of its holistic capacity development approach the project will use the findings of these assessments to implement targeted activities to strengthening the operational capacity of the parliaments' administration with a focus on value for money, cost effectiveness, transparency and prevention of corruption.
  - **Political blockages** have hampered the work of parliaments as well as the possibility of the project to deliver support. The revised pro doc has included a new activity which shall enhance the parliaments' ability to dialogue, negotiate and deal with political crises.
  - **Security of Parliament premises:** Considering past terrorist attacks on key state institutions, particularly the NFP which in 2014 alone was attacked twice, it has been jointly decided with Parliaments and donors to include the enhancement of the security parameters into the project. This is important to ensure that MPs and staff of the Parliament are able to work in a secure environment.
  - **Monitoring of support activities:** The prevailing security situation prevents project staff from monitoring the implementation of supported activities. However, project is reinforcing its monitoring activities by hiring a National N&E officer, on board since November 2014, and by using third-party-monitoring to complement the project's activities in this area.
  - **Project presence on the ground:** The Project has acknowledged the need to be present in all locations of the project, and hence increase significantly the presence in Mogadishu with the arrival of the CTA, Project Management Specialist, M&E Officer, and will continue to increase the team. In 2014, the project has also enlarged its staff capacity in Somaliland and Puntland in a bid to improve on project delivery and to be better positioned to provide support to these two parliaments.

- **Specialised technical support per Parliament:** Specialized expertise provided to the Parliaments has significantly boosted the impact of the Project with counterparts, especially in the case of the Federal Parliament and Somaliland. These UNDP consultants will now continue to work regularly with parliamentary leadership and committees, to enable consistent support that aggregates towards sustained capacity development outcomes. This type of support shall be replicated in other locations and other areas of expertise such as budget and finance systems and processes of the work of committees.
  - **Increased efforts to promote women's rights:** All three parliaments are male dominated while women lack adequate representation. Among MPs there is little support and understanding to strengthen the rights of women in society. Additional efforts will be needed to raise awareness among MPs and parliamentary staff to enact gender-sensitive legislation.
34. UNDP has learned lessons regarding salary support, which will also be applied to ensure sustainable capacity is developed, rather than capacity dependent on external resources. While some assistance may be provided with salaries, if this is included in support of any project outputs, this will only be agreed if it is a common approach to be developed jointly by donors and international partners. Currently, salary support is envisioned only for the young graduates' scheme and includes an exit strategy through gradual overtaking of payment of young professional salaries by the counterparts.
35. New parliaments which will emerge during the current process of state formation will lack basic needs and knowledge. The project will conduct special needs assessments which shall provide the basis for future support. Beyond that the project will support cooperation between existing and emerging parliaments in order to facilitate knowledge transfer and to mobilize existing Somali resources and capacity and to benefit from synergy effects.
36. Being half-way through the project cycle the project – notwithstanding the challenging security environment has made progress in increasing the capacity of the national counterparts. A separate Results Table on the degree of progress is provided in Annex 4 at the end of the project document.

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## **Project implementation resources, modalities and coordination with partners**

### **Separate support for parliamentary constitutional review process**

37. This Project Document was structurally revised in November 2014, to address a donor request that parliamentary development support should be split from constitutional assistance. The original Project Document development in 2013 provided an integrated package of support for parliament, both to address institutional development and constitutional review. From November 2014, support for parliamentary engagement in relation to constitutional review to be provided through a separate UNDP Somalia Constitutional Assistance Project. However, to maximize efficiencies and harness the impact of limited human resources in Mogadishu, Project personnel resources will be shared. In particular, this Project will share a Chief Technical Advisor and Project Manager with the UNDP Somalia Constitutional Assistance Project. The national posts dedicated to civic education and outreach, and legal support will also be shared between the two projects.

### **Parliamentary Institution Building**

38. The UNDP has a range of existing programmes which could be drawn on to support the efforts of the new Parliament to progress its law-making, oversight and representative role. UNDP is the leading multilateral organization in the field of parliamentary strengthening, providing support to more than 70 parliaments around the world (one in three national parliaments globally) in their efforts to build the capacity of legislators and technical staff. The UNDP Somalia Country Office will draw on UNDP's global expertise and resources on

parliamentary development including the global programme for parliamentary strengthening and the Arab region's programme on parliamentary development. UNDP's comparative advantage in parliamentary support is (i) long-term engagement which allows it to develop strong working relationships and trust to tackle more complex issues; and (ii) supporting coordinating efforts of partners for more strategic impact and/or drawing on other expert organisations as appropriate. Partnership between civil society and legislatures will also be prioritized while the CSOs and community groups will also be provided the necessary facilitation skills to engage with their parliamentarians to ensure public participation and achieve accountability.

39. A number of implementation modalities will be used in the project to ensure successful implementation of activities. From UNDP delivery of assistance level, a mixture of direct support through technical assistance - hiring of advisors and consultants, utilizing relevant activities from other projects and programmes (as SIDP, JPLG, Access to Justice) as well as building on expertise of other relevant organizations within the UN will be used. A capacity building approach focused at a mixture of skill transfer and building longer terms capacity of counterparts, mixed with direct response and capacity support in urgent and critical situations typical to the Somali environment is envisioned. A number of resources will be channeled through LoA's, allowing management of some resources through counterparts, building their procurement capacity – but closely monitored and advised by UNDP staff.

#### Coordination and partnerships

40. UNDP recognizes that donors to Somalia are key partners in taking forward this Project. Donors who fund the Project will automatically be engaged through Project Board meetings and the provision of regular Project Reports. More broadly however, UNDP is keen to ensure regular information sharing amongst the UN and donors regarding all relevant political governance and legislative reform activities, and including through the Governance Institutional Support Working Group co-chaired by DfID and EU.
41. One of the guiding principles of project implementation will be to maximize scarce resources in a restricted operating environment by focusing on developing effective partnerships, based on comparative advantages and close coordination of activities is supporting the parliament in a coherent and complementary way. Already, partnerships have been developed around parliamentary support. After the endorsement of the Provisional Constitution on 1 August 2012, UNDP, NDI and AWEPA agreed to collaborate closely to provide coordinated support to the new NFP. In September 2012, a joint workplan was developed to guide the initial three months of support to the NFP by UNDP, NDI and AWEPA. This approach has been quite successful to date, with different personnel, technical and logistics advice provided to the NFP from all three partners. It is envisaged that this project will continue to be implemented in close collaboration with Chemonics, AWEPA, NDI and others. UNDP will work closely with partners in the regions. NDI, AWEPA and Inter-Peace have been supporting the Puntland Parliament and its committees through capacity-building trainings. IRI, AWEPA and Inter-Peace have been providing similar support to the Somaliland Parliament.
42. The parliamentary support project will strive to use synergies with the to-be designed constitutional support project. Both projects will be implemented by the same project team. As far as the Parliamentary Oversight Committee will be involved in the constitutional review process support will come from the constitutional support project. Beyond that the project will actively promote a full engagement of the MPs in the review process already at an early stage. Support to emerging parliaments will be based on enabling them to take part in the national review process. The support to constitutional review will build on the working relations already established through the parliamentary project with the three parliaments, the MoJCA/MoCA. ICRIC, OC and other national and subnational institutions.

## IV. OUTCOMES AND PROJECT OUTPUTS:

43. The project will be contributing to:

- CPD Sub-outcome 2.1: “Mechanisms for the transition to democratic and accountable structures and systems of governance designed and implemented” and
- Sub-outcome 2.3: The capacities of parliamentary and civil society actors strengthened for effective and accountable Government oversight as well
- Sub-outcome 4.2: Women’s participation in peace- building, representation, civil service and public life increased at all levels

**OVERALL PROJECT GOAL: *The National Federal, Somaliland, Puntland and regional Parliaments functions as inclusive, transparent and effective law-making, oversight and representative bodies which engage in national dialogue on policy priorities, peace-building and state-building***

44. The overall goal of the Project is directed at supporting national peacebuilding and state building efforts by supporting the National Federal Parliament, the parliaments in Puntland and Somaliland as well as the newly emerging parliaments to more effectively discharge their functions in relation to law-making, oversight and representation. UNDP will ensure that this work is undertaken with a view to creating the foundations for longer-term development, both in terms of building up the parliaments of Somalia as representative, capable and trusted state institutions, as well as working directly with MPs to strengthen their capacities to contribute to nation-building efforts.

45. Notably, this Project currently focuses on providing support to the existing parliaments in Somalia, namely the NFP and Somaliland and Puntland Parliament. However, UNDP is committed to developing democratic and inclusive political processes throughout Somalia and stands ready to provide support to assemblies which will represent an outcome of national political process, and play a role in allowing a space for the people to express their needs and aspirations and hold to account the executive governing them, across newly formed administrative structures.

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**Outcome 1: *National Federal, Somaliland, Puntland and emerging regional Parliaments capacitated to operate as inclusive, transparent and effective law-making, oversight and representative bodies contributing to national peacebuilding and nation-building goals.***

46. At its core, this Project will focus on working with the National Federal, Somaliland, Puntland and emerging regional Parliaments to support their institutional development efforts, in order to ensure that they can discharge their basic functions. In this respect, the Project will build the capacities of the current batch of MPs who have the heavy burden of guiding the country towards a lasting peace, with special effort made to strengthen the engagement of women and youth Members. The Project will complement this work with activities focused on sustainably building the capacities of the Parliamentary Administrations to ensure that they can service the ongoing needs of MPs over the longer-term.

**Output 1 (Parliaments Strategic Plan Objectives):** National Federal, Somaliland, Puntland and emerging regional Parliaments supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of the people and in support of peace-building and nation-building

### **Activity results / sub-outputs:**

- NFP MPs capacity built to understand and discharge their constitutional mandates
- NFP Women MPs and young MP’s role in decision making supported
- NFP Parliamentary Committees formed + capacity of MPs developed to promote transparent and participatory law-making and effective Executive oversight

- NFP MPs and Committees supported to performs planning and oversight role in the Budget Cycle, ensuring budgets are designed and implemented effectively, equitably, transparently and accountably
- Establish and build capacity of NFP Legal & Research Unit to support MPs
- Establish a culture and capacity to mediate and overcome parliament-internal conflicts
- Support Somaliland and Puntland to develop and implement priority legislative agendas

47. Strategic Objective 1 of the NFP Strategic Plan prioritizes efforts to develop capacity to undertake the key parliamentary business of law-making and committee oversight. To this end, the Project will work to fill the immediate gap for services to MPs by providing direct capacity development to Members of Parliament in this first phase of parliamentary support. This first NFP has a very heavy workload, and will set the tone for future parliaments. However, approximately one-third of MPs in the NFP were new Members, while the remaining incumbent Members still have only limited experience with law-making and committee processes, reflecting the limited work programme undertaken by the TFP over the last few years. As such, the Project will provide capacity development training for MPs on both procedural and substantive issues, in collaboration with NDI, AWEPA and other UN agencies. Noting the role of the NFP in promoting reconciliation and peace-building in post-conflict Somalia, the Project will also provide specific training on dialogue and consensus building in legislative processes. The NFP will provide a public space to build political consensus amongst ruling elites and is an opportunity for opposing interests to come together, thereby enhancing inclusiveness. To this end, the Project will be alert for opportunities to support MPs to promote peace-building and state-building agenda as sensitive issues are tackled by the House, including in collaboration with the Executive and with civil society. For example, as legislation on anti-corruption or security sector reform is table, UNDP may support parliamentary groups on these issues or bring in experts to work with MPs to assist them to cooperatively negotiate contentious issues and find solutions to technical disagreements. Parliaments in Puntland and Somaliland face a similar situation and the project will provide adequate assistance to these parliaments in order to improve their legislation as well as the capacity to conduct oversight.

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48. In support of the Project's overarching effort to promote inclusion for peace-building and conflict mediation, the Project will support activities of the parliament or individual MPs which are targeted on preventing, solving or mediating conflicts. Support will be in particular provided through support to outreach and travel.
49. The Project will make every effort to specifically support the engagement of women MPs in national decision-making. Notably, this Project will also prioritize ensuring women MPs are supported to participate equally in all key law-making, oversight and constitutional review activities supported by UNDP. All advice and support provided will take into considerations gender aspects and will include elements of empowering women. This will include promoting quota to ensure minimum representation of women in the Parliaments. Currently out of a total of 275 MPs there are 38 women (13.8 %) in the House of People / NFP; one out of 66 (1.5 %) in the Somaliland HoR; as well as one out of 66 (1.5 %) in the Puntland HoR., The project will further more promote a policy to increase the percentage of female staff working in the parliament. This is important as the representation of women in NFP staff has been steadily at 31% since Oct 2007, but could have increased even further, given that the rate of recruitment of new staff in the parliament was 72% between 2012-2014.
50. With regard to legislation the project will apply a gender-sensitive approach when providing advice with a goal on strengthening women's rights. In this context special efforts through training and workshops will be taken to raise awareness among male MP's to support enhancement of women's rights and to provide improved protection of women e.g. in criminal and civil law.



51. The project will also aim to engage young MP's to ensure the views of the younger generation across the country are taken into account when developing legislation and overseeing the executive. Specific training will also be provided to support women and young MP's to identify their role in peace-building, including in their home constituencies, and to develop their negotiation and mediation skills. In many national Parliaments the establishment of women's and youth caucuses has made a measurable difference with respect to the gender-sensitivity of legislation and on national development strategies. In coordination with NDI and other partners, the project is ready to support a women's causes. This women caucus is one of the instruments for ensuring that "the political representation includes both the proportion of women as well as their de fact ability to exert power and influence when it comes to the decision making and legislation management
52. MPs will need to be supported to engage in activities of specific importance to the ongoing implementation of the Provisional Constitution (which UNDP plans to addressed through a complementary UNSOM/UNDP Constitutional Support Project). However, it is essential that the Project also provide support for MPs to develop their capacity to engage with more regular parliamentary procedures, most notably, general oversight of Executive implementation of laws and policies. Although this work may understandably be a secondary priority in the first year or so of the new NFP, it is a crucial element of a functioning Parliament and it is therefore essential that efforts are made to support MPs to set a precedent in this term of Parliament's willingness and ability to use their powers of oversight to hold the Executive to account. This work is supported by the explicit recognition in Article Art 68(5) of the Provisional Constitution states that the House of the People "shall sit in public, and in accordance with the general principle of transparency in government" and Article 69(2) gives the House the specific power to "hold accountable and monitor the national institutions and to ensure implementation of national laws" and to that end, to summon officials in the Executive. Strategic Plan Priorities 1.3 also specifically recognizes the importance of strengthening the NFP's oversight capacity.
53. Since the establishment of the NFP it has been working to revise the Rules of Procedure as they relate to Committees. The new RoP have been endorsed, including the decision to establish 15 committees. In line with Strategic Plan Priorities 1.2-1.4, the Project in September 2014 started to support the NFP to establish its Parliamentary Committees and develop the capacity of Committee Leadership and MPs to discharge their terms of reference. Consultants started to share best practices from other parliaments to provide examples on how committees function, what are their key roles and proceedings. Noting the limited capacity of the Project to support a large number of Committees, the Project in the next phase will prioritize support to key committees, in the area of budget/financial management, rule of law, security and human rights, and other committees involved with the priority legislative agenda of the government. Capacity has been created in the NFP to prepare separate committee annual workplans. Committee support staff for each priority NFP committee are currently trained to support Committee members to review draft laws and Government policies, provide administrative and logistics support to committees, organize public hearings and other outreach activities, and support report writing.
54. A Legal and Research Unit will be established under this outcome, and will be responsible for providing legal and research support to the Committees.<sup>4</sup> The Legal and Research Unit will have technical expertise readily available to review draft laws and motions of parliament, including ensuring their gender sensitivity. In the short-term, it is envisaged that a legal expert may need to be recruited to supplement the internal NFP capacity, but over time, this legal expert will be tasked with promoting sustainable capacity with the NFP Administration to perform these functions. Already, this Project has started exploring options with other UNDP Projects for developing a coordinated approach to building capacity support for legislative policy development and drafting, through an integrated approach working with the Office of

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<sup>4</sup> During this first phase of the Project, the IPCRI Commission will provide legal advice in support of the constitutional reform process and to that end will also support legislative drafting. However, in accordance with the Constitution, IPCRI Commission is a short-term body with a very narrow constitutional reform mandate. As such, it is important to develop a more sustainable capacity within the Secretariat to provide legal analysis and research services to MPs.

the Prime Minister on policy development (UNDP SIDP), the Ministry of Justice on building its legislative drafting capacity (UNDP Justice Project), and working with Parliament through this Project to strengthen its independent internal legal analysis and advisory capacities. In the short-term this will require salary support for immediate recruitment of 1-2 lawyers within the Secretariat to immediately provide capacity to MPs and their Committees, but this cost will eventually be taken over by the Parliament.

55. Training on international conventions and legal frameworks such as the ICCPR, ICESCR, CEDAW, CRC, CAT, CERD and UNCAC will be provided to support MPs to ensure laws are in line with international commitments, as well as the national Bill of Rights. Noting the challenges of conducting public hearings in the current security context, efforts will be made to proactively invite CSOs to participate in committee consultations and/or make submissions in writing. Depending on its coverage, the Project may also supplement this by developing an NGO roster which specifies NGO area of expertise that can be drawn on by Committees. The new NFP website will also be used to encourage online submissions, including from the diaspora.
56. In line with Strategic Plan Priority 1.4, the NFP will need to be supported to effectively perform its planning and oversight role in the Budget Cycle. A key priority, which is ensuring that public money is spent equitably throughout the country to provide services to the people, make it imperative that Parliament is immediately supported to engage in the budget development and oversight process. Training will be provided to MPs to help them understand the budget process, in particular, how allocation are made to key sectors (eg. health, education, law and justice) as well as how they are distributed regionally. The focus will be on providing MPs with tools to assess whether the budget promotes both efficiency and equity; gender budgeting training will also be provided as appropriate to the budget development context. Additionally, support will be provide to support MPs to engage in regular oversight of the budget, through effective use of Question Time (interpolations) as well as through relevant sectorial and budget committees.
57. Under this Output, the Project will also provide targeted support to the Somaliland and Puntland Parliaments to progress priority legislation in each jurisdiction. The Project will work with the parliamentary leadership to support a participatory process of agenda setting which will identify 3-5 priority laws which each Parliament wishes to progress during the current legislative session. Accordingly, the Project will then mobilize targeted technical assistance to provide advice and inputs on draft laws, and to support each legislature to effectively develop, review, debate and enact priority laws. Within this legislative cycle, the Project will explicitly support public outreach, as well as supporting dialogue/engagement between the legislative branch and the Executive in relation to the topic being addressed through the legislation. In this way, the Project seeks to support a more effective policy-making process, which involves the Executive, legislature and public.

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**Output 2 (Parliaments Strategic Plan Objectives):** National Federal, Somaliland, Puntland and emerging regional parliaments established as effective institutions, with functioning administrations and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration

**Activity results / sub-outputs:**

- Capacity of National Federal, Somaliland, Puntland and emerging regional parliaments Leadership strengthened to effectively and efficiently manage Parliament;
- The House Affairs Committees are supported to discharge their mandates;
- Parliamentary staff reorganized and mentored to provide high quality services to MPs with adequate infrastructure and IT support provided;
- National Federal, Somaliland, Puntland and emerging regional parliaments supported to develop and monitor implementation of 2013-16 Strategic Plans + Implementation Plans;

- National Federal, Somaliland, Puntland and emerging regional parliaments' security infrastructure and security processes strengthened.
- Development of a long-term strategy to achieve financial sustainability and to reduce dependence from external financial support
- Support to enhance the capacity of parliaments' human resources, finance and procurement units to cost-effectively and transparently deliver their work
- Provision of material support: Support to cover running costs and staff costs for selected areas with a focus on essential functions and building in-house capacity.
- Provision of basic equipment and technical advice to newly emerging parliaments in order to facilitate the establishment of basic administrative structures
- NFP, Somaliland Parliament and Puntland Parliament supported to compile and make publically accessible past and current legislation

#### Supporting Parliamentary Leadership to manage House Business

58. Article 65(3) of the Provisional Constitution specifically recognizes that the Speaker, as the leader of the House, must be "strictly neutral in the performance of his or her functions". Upon being elected Speaker, he/she must no longer be a member of any political party. It is common good practice in parliaments that the Speaker is the impartial head of the House, and in the context of Somalia's complex political divisions, this becomes an even imperative duty of the Speaker. The speaker and the two Deputy Speakers will set the tone for how the House of the People will be run, and as such, it is essential that they are supported to run a House which is accountable, transparent and responsive – to its Members and to the community at large.
59. Noting the newness of many of the MPs in the new NFP and the barriers faced by women in entering into this sphere, there will be a heavy burden on the Parliamentary Leadership to provide strong leadership to organize the business of the House efficiently and fairly, and to ensure that procedures in the Chamber set good precedents for the future, in terms of inclusion, accountability and professionalism. The Leadership will be supported through mentoring and technical advice from the Chief Technical Advisor to strengthen their ability to fully understand their roles, and discharge them in accordance with their constitutional mandates. A mix of direct training, mentoring and twinning with other speakers will be utilized, as appropriate to each member of the Parliamentary Leadership team. The Parliamentary House Committee will be supported through technical advice and the development of subject specific guidelines (eg. on human resource management, financial management) to discharge its mandates of leading the institutional development of the NFP and implementing the Strategic Plan.
60. The Parliamentary Leadership will also be supported, through a range of capacity development strategies, to effectively apply the Rules of Procedure (current and/or amended) in the Chamber to ensure all Members conduct themselves appropriately in the House (i.e. respectfully and non-divisively) and to develop the internal systems, procedures and paperwork needed to guide the organisation of House business. Article 68(1) of the Provisional Constitution requires the new House to adopt its own Rules of Procedure, which it has done in December 2012. UNDP will provide support to encourage MPs to ensure the new Rules promote inclusion of different voices in Parliament, including women and young MPs, and the inclusion of the public through open and transparent parliamentary processes.
61. The capacity of the staff who are or will be assigned to service the Speaker and the two Deputy Speakers will also be developed to ensure the Parliamentary Leadership can access high quality services. At present, there is only very limited equipment in the Office of the Speaker and limited, staff capacity, including to support the Speaker inside the Chamber. In this context, the recruitment process of two deputy Secretary Generals and directors of

departments in the administration will be key. Once these staff members are confirmed, a specific capacity development programme will be designed for them, noting that they have key duties to support the Speaker to run the Chamber, as well as the Parliamentary Administration. In the immediate term, UNDP has mobilized an Advisor to the Speaker for Administration development and organization change, and will continue providing assistance throughout the process, through the project.

62. In order to promote within the parliaments a climate of dialogue within the parliaments the project will share international best practice for conflict mediation and dialogue. MPs shall be familiarized with experience of other parliaments on how to manage situations of severe disagreement and dispute. Best practice on how to create a constructive working environment, to establish a climate of dialogue and cooperation as well as to institutionalize mediation tool will be shared with MPs through workshops or seminars.

#### Development of the Parliamentary Administration

63. Article 111D of the Provisional Constitution requires that a Parliamentary Service Commission (PSC) is established. The membership is supposed to consist of the Speaker of House of People as Chair, the Speaker of the Upper House as Deputy, 4 members elected by the HOP, 2 members elected by the Upper House and 1 member appointed by the House of the People who is not a Member of Parliament. The PSC has not been established and it does not appear that it will be progressed during the current term. Nonetheless, the Project will work with the Parliamentary Leadership – through the Standing House Committee – to assist the leadership to develop a professional Secretariat, in particular by ensuring merit-based and accountable human resource management. The Project will support development of recruitment, performance management and termination processes and policies which promise merit-based human resource management. Likewise, it will support the Parliamentary Leadership to develop a reasonable, accountable and transparent parliamentary budget.

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64. Support for staff development: One of the most obvious challenges identified by the Strategic Plan is to address lack of physical and human resources and the absence of precedent and institutional memory which are both critical to an effective parliament. In order to ensure a right-sized Parliamentary Administration which can properly service the Office of the Speaker and MPs more broadly, UNDP supported a rapid assessment of staff capacity which was mobilized in December 2012. In response to the severe lack of capacity identified, UNDP responded by developing a Young Graduates Programme, which supported the recruitment of 45 young graduates including 5 women to fill some of the key capacity gaps. This process has already provided a number of lessons and key follow up is being developed. Graduate trainees will receive training and mentoring to build capacity to conduct research on complex issues and prepare authoritative and apolitical reports and background papers for members of parliament. It is expected that the graduate trainees will eventually be capacitated to provide comprehensive, impartial oral and written briefings and advice directly to Members on current issues and thematic areas related to the business and agendas of the House or committees, or the functioning of departments of the administration. Following gradual recruitment for professional administrative positions within the Federal Parliament, the current young professional staff will be prepared to compete for future positions according to their qualifications and record of performance. Initial salary support for the young graduate scheme is based on an agreed exit strategy with donors, which will see the Parliament take over salary payments over the course of 2-3 years, as the budget for Parliament grows.

65. The initial staff assessment which was undertaken in 2012 is now being used to underpin an organizational review of the current staff composition and skills, in order to provide more systematic, long-term recommendations to the Parliamentary Leadership on a right-sized parliamentary administration and a capacity development plan for staff. This capacity development plan will be supported with direct on-the-job training, mentoring by Project advisors and exchanges with similar parliaments as appropriate. In this context, the young

graduates programme is already being complemented by support to the Parliamentary Leadership to recruit and develop a more senior cadre of parliamentary staff. Mentoring from an experienced parliamentary clerk(s) is being undertaken, to enable staff to get on-the-job training and implement a “learning by doing” approach. Consultants will also be used to develop more systematic guidelines and handbooks for staff to develop a more sustainable repository of guidance for staff.

66. Support to enhance capacity of finance/ HR / procurement units / M&E unit: Micro capacity assessments all three parliaments conducted during October-December 2014 indicated the need to strengthen the capacity of the parliaments’ administrative structures (in particular with regard to the human resource-, finance – and procurement units). The results of the capacity assessments will be used to design targeted capacity development activities with a goal to strengthen the ability of the parliaments’ administrations to conduct their work more cost-effectively and transparently. In addition the project will enhance the parliaments’ staff to collect, record and analyze data and to properly monitor implementation of activities against agreed plans
67. Material Support to existing parliaments: Considering that funds provided by the respective budgets are not sufficient to cover all expenses the project to a limited degree will provide support to running and staff costs. The focus will be on essential activities and staff recruited to enhance long-term capacity increase.
68. Support to emerging parliaments: With regard to the newly emerging parliaments the project – based on prior needs assessments - will provide start-up packages, material and technical support which shall provide minimum office conditions to resume work (including rehabilitation of premises and office kits). The project will seek to facilitate knowhow transfer between existing parliaments and emerging parliaments.
69. Support for information management: In support of general staff development, it is also clear that assistance will be needed to develop records management services, in particular, to enable recording of parliamentary sessions and transcription into daily Hansards. Likewise, it is clear that the IT services available to MPs will need to be reviewed and then upgraded to ensure that all MPs can access the internet, and have email addresses which their constituents can contact them on, Equipment will also need to be invested in, to ensure better records management.
70. Support to security enhancement: In addition to providing a range of parliamentary services to MPs, it is also essential that the Parliamentary Administration ensure that MPs have proper facilities within which to discharge their constitutional mandates, including a safe and secure work environment. Based on existing or to be conducted security assessments the project will assist the parliaments with regard to improving the physical security measures, to improve security related Standard Operating Procedures (SOPs) and to advice on improving the guard force skills.
71. Support to achieving long-term sustainability: Currently all three Parliaments depend on substantial external support from donors, both with regard to supporting their basic running costs, but also to implement their mandates on oversight and representation/outreach. The long-term goal is that costs of each Parliament will be fully covered from the State budget. The Project will contribute to providing transparency on what is covered by local and external resources, in order to maintain a clear focus on efficiency and value for money. With this in mind, provision of technical assistance and advice will also be designed to promote long-term sustainability and will make every effort to encourage this within a reasonable timeframe. To that end, the Project will support each Parliaments to develop a long-term strategy how to achieve financial sustainability and to reduce dependence from external financial support. That said, in the short-term it is unlikely that sustainability will be achieved, noting the challenging security and economic environment within which each Parliament is operating.

72. NFP, Somaliland Parliament and Puntland Parliament supported to compile and make publically accessible past and current legislation: Currently only part of the past and current legislation is archived. The project will support parliaments to compile and archive past and current legislation and will provide technical advice how to make it accessible to the public.

**Output 3 (Parliaments Strategic Plan Objectives):** MP's are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis, including young people and women, participative & representative democracy and more effective contribution to political decision-making.

**Activity Results / Sub-outputs:**

- NFP, Somaliland and Puntland Parliaments supported to implement a communications and outreach strategy, in order to reach out to the public, in particular, women, youth and marginalized groups
- NFP Somaliland and Puntland Parliaments website and other mechanisms developed to promote transparency and participation in parliamentary business, throughout the country and with the diaspora
- Constituency work and outreach skills of MPs strengthened with a focus on peace building, conflict mediation and reconciliation

73. The Project will direct considerable resources towards building the linkages between citizens and the institutions, which are seen to be at the heart of the new democratic state, namely the National Federal Parliament as well as other Parliaments in Somalia. This work is specifically recognized in Strategic Plan Objective 2 and will be implemented so as to reinforce the constitutional messaging being undertaken through the dialogue and outreach work envisaged under Outcome 2 - Output 4. These activities are also a key building block of laying the ground and building legitimacy for the constitutional review and implementation process, but also keeping in mind the broader objective of entrenching principles of constitutional democracy in Somalia.

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Support for civic education and outreach

74. The Project will support the NFP, and other Somali Parliaments to develop and implement Communications and Outreach Plans. These Plans will provide a framework to focus each of the three parliaments on prioritizing outreach throughout all of their activities, including committee work, law-making, oversight and constitutional review. Noting the challenges of outreach on the ground, a key component of this outreach strategy will be development of the NFP website (other partners are working with Somaliland and Puntland on e-communication), which can then be used as an information portal by CSOs and the media, who can themselves take out key messages to the public, as well as to connect the diaspora back into the work of the NFP. The communication and outreach capacities developed through this Project will also likely be leveraged by the UNDP Constitutional Review Project which will also be engaging in such activities with the parliamentary Constitution Implementation and Review Oversight Committee (Oversight Committee) in support of the constitutional review process.
75. Complementary to the more specific constitutional review and implementation process addressed through the UNDP Constitutional Review Project, this Project will also support civic education programmes through all three target parliaments in order to build the public's general understanding of the role of a parliament in the new Somali democracy. Initially, the focus of the programme will be building the public's awareness of the work of the new NFP, general democratic principles of good governance and participation and the rights and duties of citizens more generally. The CSO/Public Outreach Specialist will have the lead in supporting implementing of this programme of work. Already a draft Dialogue and Outreach

Strategy has been supported by UNDP and was reviewed by MPs in 2013. The Strategy was intended to support the Speaker's encouragement of MPs to engage in more outreach with the community and to build the public's understanding of parliament's work. In support of the Strategy, UNDP has been providing funding support to MPs in 2013 and 2014 to undertake constituency visits during their parliamentary recess. MPs table reports in the House following their visits.

76. Development and/or implementation of Communications and Outreach Plans for each of the three Parliaments will be undertaken in partnership with CSOs and the media. Efforts will be made to support the development of stronger relationships between the parliaments and these key interlocutors. Depending on the security situation and the buy-in of the Parliamentary Leadership, CSO Roundtables will be convened between MPs, traditional/religious leaders and CSOs. These will initially focus on constitutional issues, but over the longer-term can also be used to discuss other issues of importance to civil society and the groups they represent, with regard to the work of parliament; including the role of women in political/governance processes. Training workshops will be held with CSOs to support them to undertake more effective legislative advocacy and engagement with MPs more generally, including in relation to constitutional reform issues. Training workshops will also be held with media organizations and journalists, to improve the quality and content of parliamentary reporting. In this first phase of the Project, the Project will also support recruitment of a Media Liaison Officer within the NFP, who will be a focal point for reporters to ensure that accurate information is conveyed to the public. This position is part of a conflict prevention strategy, which recognizes that regular information flows will help minimize negative rumors during the constitutional review and implementation process.
77. The Project will also prioritize direct work with MPs in all three parliaments to support their own understanding of the relationship between citizens, their MP and the State. Article 61 of the Provisional Constitution sets up a challenging task for MPs, noting in ss.(1) that MPs must represent the national interest, but then in ss.(2) calling on MPs to represent their specific constituency. This can be a very difficult balancing act, especially when the national interest is seen to conflict with local interests. The Project will facilitate dialogues with MPs to tease out their own understanding of their role as nation-builders.

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#### Support for outreach by MPs

78. Depending on resources and the security situation, support will also be given to support outreach with constituents by MPs, with a specific focus on activities which promote peace building and reconciliation. In response to a direct proposal by the Parliamentary Leadership, the Project will also support the piloting of constituency/regional offices in five regions of the country, namely Kismaayo, Merka, Baidoa, Beledweyne, Garowe, and in further locations, following consultations by the NFP leadership and development of a reconciliation and outreach strategy. Careful liaison with the Executive will be undertaken to ensure that these constituency offices align with broader decentralization plans and can be developed as a non-partisan community resource. Funding will be provided under the pilot for a small staff to assist MPs with their constituency work and follow up. Each constituency office will have an Office Manager responsible for organizing meetings for MPs and undertaking follow up of constituency issues. A secretary will provide administrative support as well as supporting constituency follow up. The Project will promote gender balanced recruitment of staff. Mechanisms will be set up to monitor the meetings and issues being raised through constituency efforts, as well as work the follow up being undertaken and accordingly, the impact. During the constitutional review process, these offices will be crucial points of contact to collect the views of citizens and ensure two-way communication on the constitutional review issues.

Some of the key roles of regional/constituency offices will include:

- Information dissemination to people to keep them abreast of discussions, decisions and actions of Parliament.
- Meeting place for various stakeholders with each other and when MPs visit the area. Having a safe place for dialogue, meetings, discussions and perhaps small workshops add significant practical value to such a facility.
- Providing regular information to Parliament on the ongoing and unfolding dynamics, events and incidents in the district;
- Problem solving and monitoring support of ongoing issues in the district;
- Providing a feedback focal point for people who wants to communicate with Parliament;
- Facilitating liaison with local government and line ministries to co-ordinate, share information and align policies and action when and where needed;
- Assisting with logistical support for visits from MPs and for people and groups to meet MPs;
- Operating as a Resource and Learning Centre for people to get basic knowledge of the functions and activities of MPs and the parliament more generally.

79. The project will arrange for workshops and seminars to enhance the MPs ability to act as agents of peace building, conflict mediation and reconciliation. Each parliament should have a sufficient number of MPs across all clans who are trained in specific technics to overcome tensions and conflict among local communities. Workshops shall convey skills based on Somali traditional forms of conflict resolution and international best practice on conflict mediation.



## V. RESULTS AND RESOURCE FRAMEWORK

Year: 2013-2016

<b>Project title:</b> Support to building inclusive institutions of Parliament and inclusive political process in Somalia
<b>PSG 1:</b> Inclusive Politics
<b>CPD Outcome:</b> Sub-outcome 2.1: “Mechanisms for the transition to democratic and accountable structures and systems of governance designed and implemented”; Sub-outcome 2.3: The capacities of parliamentary and civil society actors strengthened for effective and accountable Government oversight Sub-outcome 4.2: Women’s participation in peace- building, representation, civil service and public life increased at all levels.
<b>Overall Project Goal:</b> The National, Somaliland and Puntland Parliaments contribute to the effective inclusive and transparent governance of Somalia and to reaching a peaceful political settlement.
<b>Goal/Impact Indicator<sup>5</sup>:</b> Well-functioning institution of Parliament which has enacted the revised Constitution seen as legitimate

INTENDED OUTPUTS, BASELINE AND INDICATORS + OUTPUT TARGETS	INDICATIVE ACTIVITIES <sup>6</sup>	RESPONSIBILITY/ PARTNERS	INPUTS				INDICATIVE BUDGET
			1	2	3	4	
Outcome 1: NFP and Parliaments of Somaliland and Puntland <i>capacitated to operate as inclusive, transparent and effective law-making, oversight and representative bodies contributing to national peacebuilding and nation-building goals</i>							
Outcome Indicator 1.1: Parliament passes legislation which contributes to peace-building and state-building agenda							
Outcome Indicator 1.2: Functional committees in Parliament with capacitated MPs engaging with public and civil society on priority policy and legislation development							
Outcome Indicator 1.3: Parliament inclusively, transparently and peacefully produces core legislation for the New Deal/Vision 2016 process.							
OUTPUT 1 (Strategic Plan Objectives): NFP and Parliaments of Somaliland and Puntland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building							
Baseline - No Committees established in NFP.	Activity Result 1.1: NFP MPs capacity built to understand and discharge their constitutional mandates	UNDP and NFP	X	X	X	X	TA - Consultants – facilitators/ former MP’s

<sup>5</sup>For details on indicators and milestones, refer to annex 4

<sup>6</sup> Indicate Activities for 2016 will be designated at a later stage, based on a mid-term review in 2015.

<ul style="list-style-type: none"> <li>- No public hearings held by NFP Committees.</li> <li>- No Legal Research Unit and legislative drafting capacity in NFP.</li> <li>- Very limited capacity and experience to provide oversight of Executive.</li> <li>- Limited parliamentary oversight of the Budget</li> </ul>	<ul style="list-style-type: none"> <li>• Provide procedural and substantive training for MPs</li> <li>• Circulate an annual questionnaire to identify ongoing priority training needs of MPs</li> <li>• Develop and implement annual capacity development programme to provide ongoing training/continuing education for MPs and their staff to address skills gap</li> </ul>	Partners – UN MISSION, UNCT, AWEPA, NDI,	X	X	X	X	X	50 000 Workshops venue/materials 100,000
<u>Indicators</u>		UNSONM Partners					X	
<ul style="list-style-type: none"> <li>- Set of committees established by Parliament with defined functions</li> <li>- Committees able to provide effective oversight of laws and policy</li> <li>- Parliament effectively engaged in budget cycle, incl. undertaking oversight of key ministries expenditures</li> </ul>	<b>Activity Results 1.2: NFP Women MPs supported to strengthen the role of women in decision-making</b> <ul style="list-style-type: none"> <li>• Conduct a capacity assessment of women MPs</li> <li>• Support provided for re-establishment of Women's Caucus (SOWPA) + work with SOWPA to establish ROP + elect an Exec</li> <li>• Support provided to SOWPA to develop and implement a Workplan + Outreach Strategy focusing on reaching out to women, youth and marginalized groups</li> <li>• Support provided to women MPs on dialogue and peace-building strategies</li> <li>• Arrange workshops re gender-sensitive legislation for male and female MPs</li> </ul>	UNDP and NFP  Partners – UN MISSION, UNCT, AWEPA, NDI,	X	X	X	X	X	TA/consultants 50 000 trainings and workshops 30 000 outreach meetings and consultations 70 000
<u>Targets (2014-2016)</u>								
<u>Year 2014</u>								
<ul style="list-style-type: none"> <li>- 3 Committees producing regular annual workplans.</li> <li>- Legal unit providing regular briefs (1) to MPs</li> <li>- 2 Committees undertaking effective review of government budget.</li> </ul>	<b>Activity Results 1.3: NFP Youth MPs supported to strengthen the role of young MPs in decision-making</b> <ul style="list-style-type: none"> <li>• Conduct a capacity assessment of MPs under the age of 40 years old</li> <li>• Support the development of a youth caucus (incl. work to establish ROP + elect an Exec)</li> <li>• Support young MPs to develop and implement a Workplan + Outreach Strategy focusing on reaching out to young men and women</li> <li>• Support provided to youth MPs on dialogue and peace-building strategies</li> </ul>	UNDP and NFP  Partners – UN MISSION, UNCT, NDI, AWEPA,	X	X	X	X	X	Technical Assistance:/ consultants 50 000 Organization of trainings /workshops 25 000 Support for outreach / travel / meetings 75 000
<u>Year 2015</u>								
<ul style="list-style-type: none"> <li>- 30 MPs trained on key functions of committees in parliament.</li> <li>- Protocol for public hearings endorsed, and public hearings occur for at least 5</li> </ul>			X	X	X	X	X	



	<ul style="list-style-type: none"> <li>• Provide technical support to the Finance relevant Committees during the Budget Cycle</li> <li>• Support Committee staff to undertake budget analysis and research for MPs</li> <li>• Facilitate the establishment and process of pre-budget hearings/consultations which engages the public</li> <li>• Support open parliamentary hearings on the Budget (cross ref AR 3.3 re hearings)</li> <li>• Provide technical support and training on Gender Budgeting to MPs, staff and in particular, relevant parliamentary committees</li> </ul>		X	X	X	X	TA for committee work 100,000
			X				Meetings/workshops with executive 50 000
			X	X	X	X	
				X	X		
	<p><b>Activity Result 1.6: Establish and build capacity of NFP Legal &amp; Research Unit to support MPs</b></p> <ul style="list-style-type: none"> <li>• Recruit national Legal Expert to build internal L&amp;R Unit</li> <li>• Provide support to set up e-library</li> <li>• Train MPs on undertaking research</li> <li>• Train staff undertaking research and providing legal/research services to MPs and committees</li> <li>• Hold regular seminars on thematic policy issues based on research</li> <li>• Train staff on gender-sensitive legislation</li> </ul>	UNDP and NFP  Partners – UN MISSION, UNCT, NDI, AWEPA,	X	X	X	X	National / international TA 100,000
			X	X	X	X	Equipment and premises 50 000
			X	X	X	X	trainings/ organization of seminars 50 000
			X	X	X	X	
	<p><b>Activity Result 1.7: Support Somaliland and Puntland to develop and implement priority legislative agendas</b></p> <ul style="list-style-type: none"> <li>• Organize meetings with Parliamentary Leadership in Somaliland and Puntland to discuss legislative priorities with a crisis sensitive lens and accordingly identify 3-5 priority laws to be passed over the course of each legislative session</li> <li>• Support to at least 5 priority law-making processes with annually Puntland Parliament, incl provision of technical expertise on substantive issues + committee support</li> <li>• Support to at least 3 priority law-making processes related to conflict sensitive legislation,</li> </ul>	UNDP and NFP  NDI, AWEPA, Interpeace, IRI	X				Somaliland Tech. assistance 100,000 USD
			X	X	X	X	Consultation and dialogue/workshop 100 000
			X	X	X	X	Puntland Tech assistance 100,000 USD
			X	X	X	X	Consultation and dialogue/workshop 100 000

	with SL and PL Parliament, including provision of technical expertise on substantive issues + committee support <ul style="list-style-type: none"> <li>Support for relevant policy dialogues and consultation with Executive and civil society in Somaliland and Puntland</li> <li>Support to legislation prohibiting violence against women, promoting equal rights and opportunities law and an anti-discrimination law</li> </ul>						
	<b>Project Management Costs<sup>7</sup></b> <ul style="list-style-type: none"> <li>50% technical assistance / advisory support</li> <li>50 % operational / administrative staff</li> </ul>		X	X	X	X	Staff costs 820,540
<b>OUTPUT 1 SUB-TOTAL</b>							<b>2,640,500</b>
<b>OUTPUT 2 (Strategic Plan Objectives): NFP and Parliaments of Somaliland and Puntland established as an effective institution, with a functioning administration and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration</b>							
<b>Baseline</b> <ul style="list-style-type: none"> <li>New NFP Parliamentary Leadership have limited capacity to manage parliamentary business</li> <li>45 young graduates were hired in 2013.</li> <li>No current Strategic Plan for the Somaliland or Puntland Parliaments</li> <li>Capacity assessments showed significant risks with regard to parliaments' financial / operational abilities (HACT criteria)</li> </ul> <b>Indicators</b> <ul style="list-style-type: none"> <li># of members of Parliamentary leadership supported to manage the business of the Chamber</li> </ul>	<b>Activity Result 2.1: Capacity of NFP Parliamentary Leadership strengthened to effectively and efficiently manage Parliament</b> <ul style="list-style-type: none"> <li>Provide training for leadership (e.g. South-South exchange on good practice House management + support for developing the parliamentary agenda and order of business + advice re managing House business</li> <li>Provide basic equipment to offices of the Parliamentary Leadership (incl. computers/IT equipment as required)</li> <li>Provide training to staff within the Parliamentary Leadership offices (e.g. research, parliamentary agendas, order papers, minute taking, meeting management, records management)</li> <li>Recruit Advisors for the Office of the Speaker</li> <li>Provide assistance to support twinning with Parliament(s) in the region to provide support to</li> </ul>	UNDP and NFP  SL and PL Parliaments  Partners – UN MISSION, UNCT, NDI, AWEPA,	X  X  X	X  X  X	X  X  X	X  X  X	Resources allocated approximately 40 % : 30 % : 30% between the three parliaments  Training 50,000  Equipment 50,000  Advisory services 100,000  Twinning support

<sup>7</sup> From November 2014, support for parliamentary engagement in relation to constitutional review to be provided through a separate UNDP Somalia Constitutional Assistance Project. However, to maximize efficiencies and harness the impact of limited human resources in Mogadishu, Project personnel resources will be shared. In particular, this Project will share a Chief Technical Advisor and Project Manager with the UNDP Somalia Constitutional Assistance Project. The national posts dedicated to civic education and outreach, and legal support will also be shared between the two projects

<ul style="list-style-type: none"> <li>- Staff capacity increased to provide support services to Office of the Speaker &amp; MPs:</li> <li>- NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed</li> <li>- Pre/Post assessment by contracted company indicates improvements against HACT criteria</li> </ul> <p><b><u>Targets (2014-2016)</u></b></p> <p><u>Year 2014</u></p> <ul style="list-style-type: none"> <li>- 2 members of Parliamentary leadership supported to develop agendas, order of business, etc.</li> <li>- 15 Staff members with increased capacities.</li> <li>- Strategic Plans for three Parliaments endorsed and implementation commenced</li> </ul> <p><u>Year 2015</u></p> <ul style="list-style-type: none"> <li>- 2 members of Parliamentary leadership supported to develop agendas, order of business, etc.</li> <li>- Training provided to 20 members of staff of Office of the Speaker, and Administration, Finance and IT departments</li> <li>- 2 Committee support systems, and Parliamentary financial management systems in place and working effectively</li> <li>- 50% of recommendations re high/significant risks implemented</li> </ul>	Parliamentary Leadership (including travel and per/diems for		X	X	X	X	100 000
	<b><i>Activity Result 2.2: NFP, Somaliland Parliament and Puntland Parliament have increased capacity to settle disputes and political crisis</i></b> <ul style="list-style-type: none"> <li>• Workshops re the creation of a conducive political environment and how to manage situations of sever disagreement, dispute or political crisis</li> </ul>				X	X	30,000
	<b><i>Activity result 2.3. The House Committee is supported to discharge its mandates</i></b> <ul style="list-style-type: none"> <li>• Provide advice and guidance on the formation of the Parliamentary Service</li> <li>• Support the capacity development of the members of the House Committee to discharge their mandate properly</li> <li>• Support development of workplans internal manuals, guidelines and processes for the HAC</li> <li>• Support staff to provide secretariat and other necessary human resources services to the HAC</li> <li>• Annual Report on the work of parliament produced by the HAC</li> </ul>	UNDP and NFP  Partners – UN MISSION, UNCT, NDI, AWEPA,	X	X	X	X	TA /Consultancies 100,000  Publication 30,000
	<b><i>Activity Result 2.4: In line with the NFP's timeline, Independent NFP Parliamentary Service Commission established and operating openly, fairly, accountable, equitably and efficiently</i></b> <ul style="list-style-type: none"> <li>• Provide advice and guidance on the formation of the Parliamentary Service Commission (Art 111D)</li> <li>• Support the development of legislation and supporting guidelines/regulations to establish the Parl SC</li> <li>• Support the capacity development of the members of the Parl SC to discharge their 2mandate properly</li> <li>• Support development of internal manuals, guidelines and processes for merit-based,</li> </ul>	UNDP and NFP  Partners – UN MISSION, UNCT, NDI, AWEPA		X	X	X	TA/ Consultancies 100,000  Training workshops 50,000  Equipment 50 000

<u>Year 2016</u> - NFP Parliament Leadership supported to assess the 4 year Strategic Development Plan 2-12-2016 and Develop new Strategic development Plan. - 50 staff members (incl. young graduates and others) trained on a range of themes to manage the secretariat effectively. - Strategic Plan Annual Reports produced on progress with implementation - 70% of recommendations re high/significant risks implemented	transparent, equitable staff recruitment and performance management. • Support staff to provide secretariat and other necessary human resources services to PSC						
	<b><i>Activity Result Area 2.5: Somaliland and Puntland Parliaments develop and monitor implementation of 2013-16 Strategic Plans + Implementation Plans</i></b> • Facilitate creation of Ad Hoc Parl Committee in Somaliland and Puntland to oversee development & implementation of Strategic Plan • Conduct Strategic Planning Workshop(s) with Parl Leadership and MPs in Somaliland and Puntland to identify key priorities • Prepare and validate Strategic Plan Implementation Plans in Somaliland and Puntland, • Organize donor meeting to present and identify support for Strategic Plans • Support Business Committee to hold quarterly meetings to review SP implementation • Support Business Committee to produce and disseminate Annual Reports on implementation of each Strategic Plan	UNDP  SL and PL Parliaments  Partners –NDI, AWEPA,	X  X  X  X  X	      X  X	      X  X	      X  X	Somaliland Consultants and workshops 5,000 USD  Puntland Consultants and workshops 5,000 USD
	<b><i>Activity Result 2.6: NFP, Somaliland Parliament and Puntland Parliament staff reorganised and mentored to provide high quality services to MPs (address shortcoming identified in capacity assessment)</i></b>  <u>Human resources capacities developed</u> • Develop organizational structure and supporting TORs for staff • Support Parliamentary Leadership/PSC to undertake merit-based recruitments in support of new organizational structure • Provide ethics training for staff to promote a professional work approach and culture of accountability	UNDP and NFP  Partners –NDI, AWEPA, Parliaments in the region	X  X  X  X	      X  X	      X  X	      X  X	<i>Resources allocated approximately 40 % : 30 % : 30%between the three parliaments</i>  Consultancies 100,000  Technical Assistance 75,000





	<ul style="list-style-type: none"> <li>Roll out a networked IT system for Parliament, incl. internet</li> <li>Development of parliamentary website</li> <li>Provide email addresses for MPs</li> <li>Provide ICT training for MPs and staff</li> </ul> <u>M&amp;E capacity developed</u> <ul style="list-style-type: none"> <li>secretariat staff in data collection and to perform monitoring trained</li> </ul> <u>Gender-sensitive administration</u> <ul style="list-style-type: none"> <li>Raise understanding with re to mainstreaming gender issues – e.g. open recruitment, social benefits package, maternity/paternity leave, harassment free environment.</li> </ul>		X X X					50,000
	<p><b>Activity Result 2.7: NFP and Parliaments of Somaliland and Puntland security infrastructure and security processes strengthened</b></p> <ul style="list-style-type: none"> <li>Undertake security assessment of existing parliamentary facilities</li> <li>Strengthen strategic security infrastructure</li> <li>Develop security protocols</li> <li>Advise on training of guard force</li> </ul>			X		X X X X		<p>NFP approximately 70%; Puntland 15%; Somaliland 15%</p> <p>Upgrading of physical security; Develop security procedures; Skill building of guard force 600,000</p>
	<p><b>Activity Result 2.8: Long-term strategy to achieve financial sustainability and to reduce dependence from external financial support ( NFP and Parliaments of Somaliland and Puntland)</b></p> <ul style="list-style-type: none"> <li>Workshop to elaborate strategy for long- term sustainability</li> </ul>					X	X	<p>Technical advice 15,000</p>
	<p><b>Activity Result 2.9: Provision of material support to existing parliaments</b></p> <ul style="list-style-type: none"> <li>Support to cover running costs of essential functions</li> <li>Support to cover costs of selected staff with a focus on increasing the capacity of the institution.</li> <li>Support to the rehabilitation of offices</li> <li>Purchase of office equipment</li> </ul>							<p>400,000</p> <p>NFP approximately 50%; Puntland 25%; Somaliland 25%</p>

	<b>Activity Result 2.10: Provision of material support to emerging parliaments</b> <ul style="list-style-type: none"> <li>Start Kits for emerging parliaments</li> <li>Support to cover running costs of essential functions</li> <li>Support to cover costs of selected staff with a focus on increasing the capacity of the institution.</li> <li>Support to the rehabilitation of offices</li> <li>Purchase of office equipment</li> </ul> Technical assistance / advisory / consultancy		X	X	X	X	400,000
	<b>Activity Result 2.11: NFP, Somaliland Parliament and Puntland Parliament supported to establish, archive and make publically accessible the past and current legislation</b> <ul style="list-style-type: none"> <li>Research conducted about status of archiving of past and current legislation</li> <li>Support to collect, archive and make publically accessible past legislation</li> <li>Technical assistance / advisory / consultancy</li> </ul>						70,000  NFP approximately 50%; Puntland 25%; Somaliland 25%
	<b>Project Management Costs<sup>8</sup></b> <ul style="list-style-type: none"> <li>50% technical assistance / advisory support</li> <li>50 % operational / administrative staff</li> </ul>		X	X	X	X	Staff costs -753,000
<b>OUTPUT 2 SUB-TOTAL</b>							<b>4,123,000USD</b>
<b>Output 3 (Strategic Plan Objectives): MP's throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity, including young people and women, participative &amp; representative democracy and more effective contribution to political decision-making.</b>							

<sup>8</sup> From November 2014, support for parliamentary engagement in relation to constitutional review to be provided through a separate UNDP Somalia Constitutional Assistance Project. However, to maximize efficiencies and harness the impact of limited human resources in Mogadishu, Project personnel resources will be shared. In particular, this Project will share a Chief Technical Advisor and Project Manager with the UNDP Somalia Constitutional Assistance Project. The national posts dedicated to civic education and outreach, and legal support will also be shared between the two projects

<p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>- Limited understanding by public of role of Parliament in national democracy</li> <li>- No outreach and communication strategies in Parliaments. Very limited outreach to population</li> </ul> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- Improved understanding of key Public target groups of the role of Parliament and MPs</li> <li>- Parliaments supported to develop and implement communication and outreach strategies with a particular focus on youth, women and marginalized groups.</li> </ul>	<p><b>Activity Result 3.1: NFP, Somaliland and Puntland Parliaments: Constituency work and outreach skills of MPs strengthened with a focus on peace building and reconciliation</b></p> <ul style="list-style-type: none"> <li>• Provide training for MPs on public outreach and citizen engagement</li> <li>• Provide training for MPs on negotiation and mediation to support debate on peace building and reconciliation and other key national state building issues</li> <li>• Train MPs on the role of an MP as a constituency representative</li> <li>• Support development of constituency offices in 5 pilot constituencies (incl. in Somaliland and Puntland) Produce monitoring reports on the work of pilot constituency offices (incl. constituency issues logged and addressed)</li> </ul>	<p>UNDP and NFP SL parliament PL Parliament Partners – UN MISSION, UNCT, NDI, AWEPA,</p>	X	X	X	X	<p>Training for NFP 50,000</p> <p>Somaliland training 20,000</p> <p>Puntland training 20,000</p> <p>Pilot offices 360,000</p> <p>Constituency travel for implementation of strategy / regional meetings 300,000</p> <p>NFP approximately 70%; Puntland 15%; Somaliland 15%</p>
	<p><b>Activity Result 3.2: NFP, Somaliland and Puntland Parliaments develop and implement a communications and outreach strategy, with a particular focus on reaching out to women, youth and marginalized groups</b></p> <ul style="list-style-type: none"> <li>• Work with the Parliamentary Leadership in each Parliament to develop a Communications and Outreach Plan for each Parliament, which prioritises transparency and focuses on outreach to women, youth and marginalised groups</li> <li>• Development of an NGO roster for Committees to draw on for expert advice</li> <li>• Quarterly MP-CSO Roundtables</li> <li>• Development and implementation of parliamentary/civic education programmes with the NFP, Somaliland and Puntland parliaments – coordinated as possible for maximum impact</li> <li>• Run annual public perception surveys re political institutions &amp; publish findings</li> </ul>	<p>UNDP and NFP Partners – UN MISSION, UNCT, NDI, AWEPA,</p>	X	X	X	X	<p>Consultancies 50,000</p> <p>Roundtables 100,000</p> <p>Civic education/dialogues and development of relations with CSO (channelled through constituency offices) 300,000</p> <p>Survey 100,000</p> <p>CSO training 100,000</p> <p>Media training (TA, workshops) 100,000</p>
<p><b>Targets (2014-2016)</b></p> <p><b>Target 2014</b></p> <ul style="list-style-type: none"> <li>- Public Information unit/officer within parliament established to support public outreach</li> <li>- Parliament communication and outreach strategies developed</li> </ul> <p><b>Target 2015</b></p> <ul style="list-style-type: none"> <li>- Communications and Outreach Plan developed for NFP to raise awareness with public</li> <li>- At least one targeted outreach campaign for women and youth groups organized</li> </ul> <p><b>Target 2016</b></p> <ul style="list-style-type: none"> <li>- Communications and Outreach Plan implemented for NFP</li> </ul>							

<ul style="list-style-type: none"> <li>- 3 Parliaments have communication and media strategies, and are more visible to people</li> </ul>	<ul style="list-style-type: none"> <li>• Train NGOs and CSOs on advocacy and technical skills for engaging with Parliamentary Committees in all three Parliaments on draft bills</li> <li>• Support parliamentary reporting training for journalists and CSOs (on role and function of both Houses of Parliament + who's who + key issues) together with staff of the Information and PR section</li> <li>• Develop awareness raising campaign targeting youth in South Central, Somaliland and Puntland on post Constitution issues re youth participation and representation (using political blogging, radio and website to reach out broadly)</li> <li>• Engage youth groups and women in South Central, Somaliland and Puntland to support issue-based politics through leadership skills / advocacy / creation of national / regional platforms for engagement</li> </ul>		X	X	X	X	Youth outreach (TA. consultants, travel, information programs) 200,000 Leadership training 100,000  NFP approximately 70%; Puntland 15%; Somaliland 15%
	<b>Activity Result 3.3: NFP, Somaliland and Puntland Parliaments develop website to promote transparency and participation in parliamentary business, incl. with diaspora</b> <ul style="list-style-type: none"> <li>• Develop the website for parliament – incl. profiles and a directory of MPs</li> <li>• Train staff on maintaining content of the website</li> <li>• Work with Executive and Committees to ensure timely uploading of draft Bills and committee reports</li> <li>• Upload info re parliamentary sessions, incl. agendas, documents, recordings of Parliament / Hansard</li> </ul>	UNDP and NFP	X				Technical Assistance 50,000  NFP approximately 50%; Puntland 25%; Somaliland 25%
	<b>Project Management Costs<sup>9</sup></b> <ul style="list-style-type: none"> <li>• 50% technical assistance / advisory support</li> <li>• 50 % operational / administrative staff</li> </ul>		X	X	X	X	Staff costs 850,000

<sup>9</sup> From November 2014, support for parliamentary engagement in relation to constitutional review to be provided through a separate UNDP Somalia Constitutional Assistance Project. However, to maximize efficiencies and harness the impact of limited human resources in Mogadishu, Project personnel resources will be shared. In particular, this Project will share a Chief Technical Advisor and Project Manager with the UNDP Somalia Constitutional Assistance Project. The national posts dedicated to civic education and outreach, and legal support will also be shared between the two projects

<b>OUTPUT 3 SUB-TOTAL</b>							<b>2,700,000</b>
<b>OVERALL SUB-TOTAL</b>							<b>9,463,500USD</b>
<b>Perceptions Survey, Capacity Assessments, stakeholder surveys, baseline surveys, third party monitoring and partner audits,</b>							250,000.00
<b>ISS (5,5%)</b>							534,242.50
<b>M&amp;E (1.5%)</b>							153,716.14
<b>Communications (1%)</b>							104,014.59
<b>Security 3%</b>							315,164.20
<b>General Management Service Fee 8%</b>							865,650.99
<b>PROJECT TOTAL</b>							<b>11,686,288.41</b>

**BREAKDOWN OF BUDGET PER MODULE, OUTPUT AND SUMMARY OF INPUTS:**

Activities Summarized		Budget detail	Budget per Output
<b>OUTPUT 1:</b> NFP and Parliaments of Somaliland and Puntland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building			
	Technical Assistance/Administration	1,370,000	2,640,500
	Trainings/Capacity building/ workshops/outreach	945,000	
	Travel/Accommodation	-175,000	
	Equipment/Resource provision	50,000	
	Project Management costs	820,500	
<b>OUTPUT 2:</b> NFP and Parliaments of Somaliland and Puntland established as an effective institution, with a functioning administration and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration			
	Technical Assistance/ Administration	615,000	4,198,000
	Trainings/Capacity building/ workshops/outreach	600,000	
	Travel/Accommodation	\$0	
	Equipment/Resource provision	930,000	
	NFP security infrastructure	800,000	
	Young Graduates	500,000	
	Project Management costs	753,000	
<b>Output 3:</b> MP's throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis, including young people and women, participative & representative democracy and more effective contribution to political decision-making			
	Technical Assistance/ Administration	200,000	2,700,000
	Trainings/Capacity building/ workshops/outreach	990,000	
	Travel/Accommodation	300,000	
	Equipment/Resource provision	360,000	
	Project Management costs	850,000	
<b>SUB-TOTAL</b>			<b>9,463,500</b>
<b>Perceptions Survey, Capacity Assessments, stakeholder surveys, baseline surveys, and partner audits,</b>			<b>250,000</b>
<b>M&amp;E (1.5%)</b>			<b>534,242.50</b>
<b>Communications (1%)</b>			<b>153,716.14</b>

Security 3%	104,014.59
ISS (5.5%)	315,164.20
General Management Service Fee 8%	865,650.99
<b>PROJECT TOTAL</b>	<b>11,686,288.41</b>

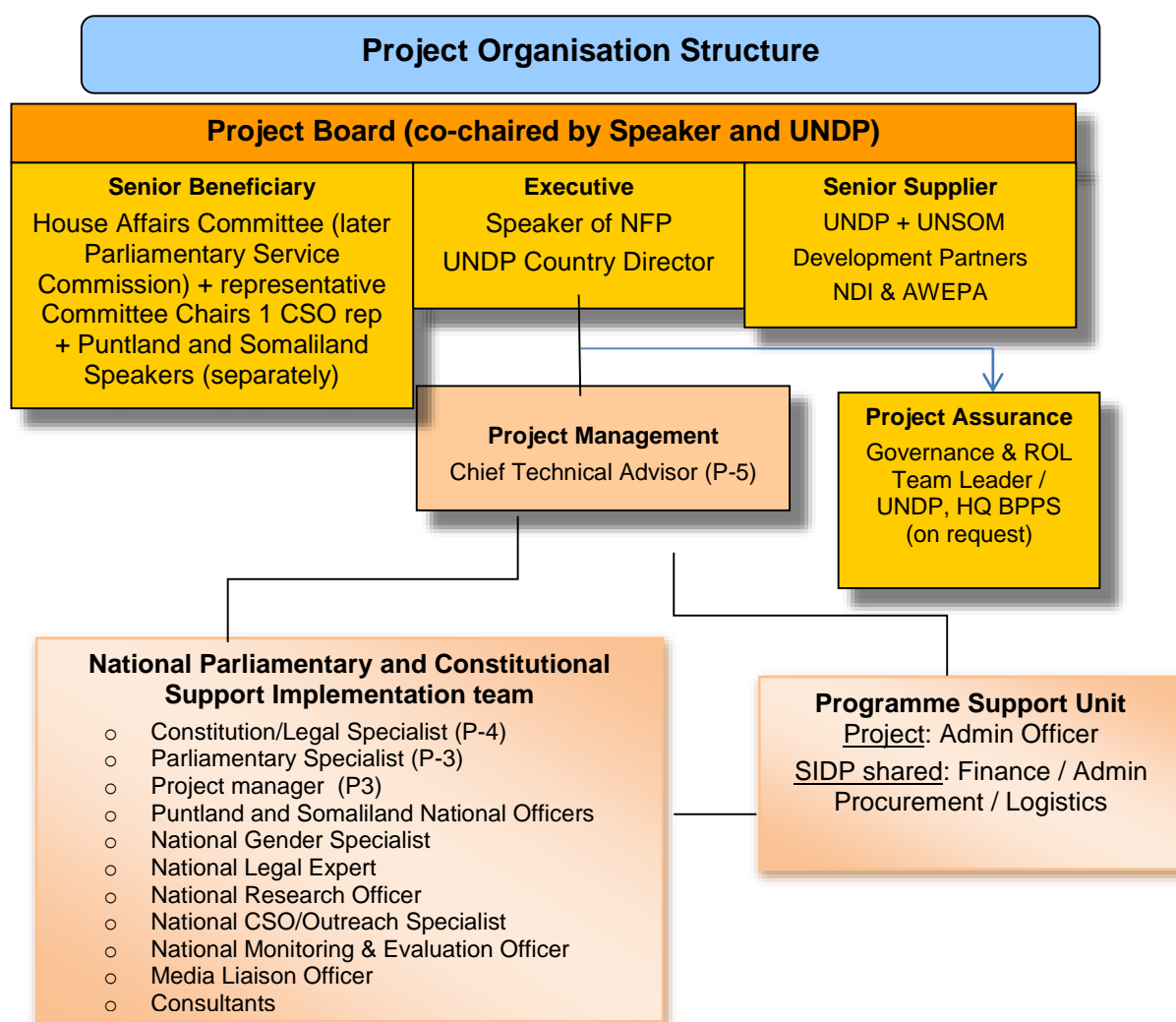
**BREAKDOWN OF BUDGET: DIRECT SUPPORT PLUS TECHNICAL ASSISTANCE PER PARLIAMENT**

Parliament	AMOUNT	
OUTPUT 1: NFP and Parliaments of Somaliland and Puntland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building		
National Federal Parliament	1,019,960	
Somaliland HoR	200,000	
Puntland HoR	200,000	
OUTPUT 2: NFP and Parliaments of Somaliland and Puntland established as an effective institution, with a functioning administration and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration		
National Federal Parliament	1,590,000	
Somaliland HoR	774,500	
Puntland HoR	774,500	
Emerging parliaments	400,000	
Output 3: MP's throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis, including young people and women, participative & representative democracy and more effective contribution to political decision-making		
National Federal Parliament	1,085,000	
Somaliland HoR	282,500	
Puntland HoR	282,500	
TECHNICAL ASSISTANCE (50% of overall staff costs): 1,211,770		
National Federal Parliament (50% of TA)	605,885	
Somaliland HoR (25% of TA)	302,942	
Puntland HoR (25 % of TA)	302,942	
<b>TOTAL</b>		
<b>Total National Federal Parliament</b>		<b>4,300,845</b>
<b>Total Somaliland HoR</b>		<b>1,559,942</b>
<b>Total Puntland HoR</b>		<b>1,559,942</b>
<b>Emerging parliaments</b>		<b>400,000</b>
<b>TOTAL</b>		<b>7,820,729</b>

## VI. MANAGEMENT ARRANGEMENTS

80. UNDP Somalia will be the Executing Agency for the project. UNDP will manage and implement the project using the UNDP standards for project management. UNDP will engage implementing partners through the UNDP procurement process and based on UNDP guidelines and procedures. In the spirit of ensuring national ownership and inclusive participation, the programme implementation will be done in close partnership with the National Parliament, as well as with other national political institutions, civil society and community organisations and actors. The programme will promote ownership and capacity development of relevant actors and institutions in order to ensure sustainability of results.

### Project Roles and Responsibilities



### Parliamentary Support Project Board

81. The Project Board is the group responsible for making by consensus, management decisions for a programme when guidance is required by the Programme Manager and CTA, including recommendation for UNDP approval of project plans and revisions. UNDP has ultimate accountability for progressing the Project and accounting for donor funding, and Project Board decisions should thus be made in accordance with standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the Board, final decision shall rest with the UNDP.



82. The Project Board plays a critical role in UNDP commissioned evaluations by quality assuring the evaluation process and products, and using evaluations for performance improvement, accountability and learning. Project reviews by this group are made at designated decision points during the duration of the Project or as necessary when raised by the CTA and Project Manager. The Board is consulted by the CTA and Project Manager for decisions when his or her tolerances (normally in terms of time and budget) have been exceeded. Based on the approved annual work plan (AWP), the Project Board may also review and approve quarterly plans when required and authorises any major deviation from these agreed quarterly plans. The objective is to create a mechanism for effective programme management. The Board contains three roles:

- **Executive:** The Speaker of Parliament (or his nominee), in cooperation with the UNDP Country Director (or his/her nominee). are the individuals representing the project ownership and will chair the group
- **Supplier:** This group includes UNDP as the core provider of technical services to the Project, as well as UN MISSION and the donors providing funding to the Project. The Board can decide to include additional technical providers as appropriate during the period of implementation;
- **Beneficiary Representative:** This groups represents the interests of those who will ultimately benefit from the programme, and needs to include a representative group of MPs (incl. a women and a youth representative) and representatives from civil society and the media.

#### Board meetings for Somaliland and Puntland Parliament

Separate *board meetings* will be conducted once every three months for the parliaments in Somaliland and Puntland. These board meetings will approve AWP and provide high-level policy guidance related to the support provided to these parliaments.

#### Parliamentary Support Technical Working Group

83. The Project Board will meet every quarter to discuss high level, strategic project issues, but experience has shown that it is also useful to hold more regular coordination meetings at an operational level. To this end, the Project if needed will help facilitate the organisation of a monthly Technical Working Group meeting, which will bring together the leadership of the Parliament, with the UNDP Project team, UNSOM and other parliamentary service providers (e.g. NDI, AWEPA). The meetings will be chaired by the Secretary General of the Parliament, and by the Speaker if meetings are called at a high level.

#### Project technical team

84. The CTA has the authority to run the Project on a day-to-day basis, under the overall supervision of the UNDP Governance Team Leader, on behalf of the UNDP within the constraints laid down by the Board. The CTA's prime responsibility is to ensure that the programme produces the results (outcomes) specified in the Project Document, to the required standard of quality and within the specified constraints of time and cost. Under this Project, there will be a P5 level international CTA who will be responsible for guiding the other substantive Project team members. The CTA will have substantial experience in political processes in transitional setting support and support for political institutions, including parliamentary development, ideally with experience in Africa. The CTA will be supported by a core team of full-time technical specialists, as well as having a substantial budget to bring in expert consultants. The consultancy budget recognizes that a wide range of expert skills will be needed to implement the Project, which can more easily be sourced as short-term high level experts. The core Project team members are:

- (1) International P-4 Legal and Constitutional Specialist – this Specialist will provide high-level advice with regard to legislative drafting activities, as well as the constitutional review process. It is envisaged that this post will be shared with the UNSOM/UNDP Constitutional Support Project which it is envisaged will provide specific support to the federal constitutional review process;

- (2) International P-3 Parliamentary Specialist – The Parliamentary Specialist will primarily be responsible for technical support to the National Federal Parliament as well as the Puntland and Somaliland components of the Project, including on all aspects of support for legislative processes and legislation development, oversight over the executive and parliamentary outreach. He/she will also be complimenting and supporting the CTA and Constitutional Specialist;
- (3) International P-3 project manager – the project manager will be responsible for managing the day-to-day operations of the project, the national staff and consultants. He/she will oversee the communication with donors and partners, coordinate the monitoring and reporting, quality and delivery control.
- (4) National Legal Expert supporting the new Legal and Research Unit – in the first term of the NFP, a large number of constitutional implementation Bills will need to be drafted, reviewed and enacted. In the early stages, the National Legal Expert will be responsible for providing legal support to the Speaker and MPs either directly or by coordinating consultancies. Over time, the Expert will also be tasked with developing a sustainable legal capacity within the NFP by establishing and training a Legal and Research Unit;
- (5) National CSO/Public Outreach Specialist – a core component of the Project is building ownership of the Constitution and the NFP's work amongst broader society. To this end, a substantial budget has been provided to undertaken civic education activities, with a particular emphasis on including women, young people and marginalized groups. The CSO/Public Outreach Specialist will be responsible for designing and implementing a programme of work with CSOs and the media to build civic commitment to the State and its new institutions and laws;
- (6) National Media Liaison Officer – in recognition of the immediate need to build public confidence in the NFP amongst the public, a Media Liaison Officer will be recruited to supporting the Office of the Speaker and PCIO Committee to work with the media to publicise the work of the NFP and ensure the public understand and can be assisted to engage with the NFP and the PCIO Committee. The Media Liaison Officer will work closely with the CSO/Public Outreach Specialist;
- (7) National Gender/Inclusion Specialist – it will be imperative to ensure that women and youth political participation is supported both within and outside the NFP. The Gender/Inclusion Specialist will be responsible for working with women and youth MPs, as well as working closely with the CSO/Public Outreach Specialist on the civic education and public participation components of the Project;
- (8) Depending on workload the project with the approval of UNDP CO may recruit additional staff as appropriate.

#### Project Support

85. Project support will be managed by a dedicated national Project Manager, who will be supported in Mogadishu by an Administrative Officer. Additional project management support will be provided by a team of staff based in Nairobi. Support to finance, administration and logistics will take place under the supervision of the Project Manager, who will also be responsible for ensuring Monitoring and Evaluation. Support to planning, project implementation and donor relations, and direct support to the Project Manager, will be provided by the Administrative Officer.
86. UNDP as the Implementing Agency will carry out some administrative-related work including procurement of goods and services. Where appropriate the project will prepare Letters of Agreement (LoA) with national counterparts in order to rely on national implementation capacities. With reference to recent capacity assessments conducted for all parliaments the project will implement adequate capacity development, mitigation and monitoring measures in order to safeguard the proper use of funds. The LOA methodology responds to the difficult operating environment which makes it more challenging to deliver responsive, flexible support within the fluid Somali political environment by enabling the quick disbursement of

funds for the delivery of basic activities. However, at the same time, UNDP uses the LOA approach as a means for building financial management and procurement capacity within counterparts, as well as to ensure stronger local ownership. In particular, by using LOAs to support supplementary staffing, UNDP is able to negotiate locally-based salary rates and increase partner commitment to eventually moving such positions into the permanent parliamentary staff.

87. For the programme, UNDP is required to recover the cost for providing Implementation Support Services (ISS) on the basis of actual costs or transaction fee. These costs are an integral part of programme delivery, and hence should be charged to the same budget line as the programme input itself. In determining costs the approach is to use actual costs for clearly identifiable transactions and when this is not possible, UNDP will use the Universal Price List for services (transaction fee), as reference. Fundamentally, the percentage fee for GMS is not intended to recover the cost of ISS, which instead are recovered based on a transaction fee, as described above.

#### Programme Assurance

88. Project Assurance is the responsibility of each Project Board member; however the role can be delegated to UNDP Governance unit. The UNDP Governance Unit will support the Programme Board by carrying out objective and independent programme oversight and monitoring functions. This role ensures appropriate programme management milestones are managed and completed. Programme assurance has to be independent of the Project Manager; therefore, the Project Board cannot delegate any of its assurance responsibilities to the Project Manager. The UNDP Bureau for Crisis Prevention and Recovery and Bureau for Development Policy will also support the UNDP Country Office to ensure project assurance, upon request.

#### Audit Arrangements

89. The audit of the programme will be organised as a part of the UNDP office audit. An external audit firm will be employed if more frequent audit (annual audit) is required.

#### Integrated workplanning, budgeting and coordination approach

90. **Work planning aligned with Strategic Plan of Parliaments and political roadmaps.** The Project will align all its activities with the Strategic Plan of the House of the People, and based on them will be developing Annual Workplans (AWP's). Separate AWP's will be prepared for the parliaments of Somaliland and Puntland.
91. **Collaboration and coordination.** The Project will work very closely and ensure that all activities are coordinated under the leadership of the Parliament, and within the workplans overseen by the House of the People, which will include all international assistance provided. The Project Team will adhere to principles of non-duplication and mutual reinforcement of the efforts to implement the Strategic Plan of the House of the People, as well as the values of comparative advantages and value added to make most efficient gains and sustainable impacts for the Parliament. The comparative advantages will be identified through operational capabilities and as well as programming being carried out and agreements among partners.
92. **Development of detailed itemized budgets.** Workplans will include detailed itemized budgets, which will allow close expenditure monitoring. These will be developed along with the AWP, and detailed for specific activities falling under the priority implementation plans within the Parliament. Costs will be verified on ongoing bases, to reflect the conditions on the ground, and where items, especially such as equipment can be sources through local suppliers and where local expertise will be sufficient, the project will aim to utilize it. As such, a number of activities will can channeled through direct LoA's with the Parliament.

#### Economy and value for money

93. The activities aim to ensure the value for money principles for programming. The unit costs have been identified considering the level of expertise required and costs of operating in

Mogadishu, in a difficult security environment for the advisors, consultants and to conduct trainings. Anticipated costs for the young professionals have been identified through the salary scale of lowest entry level civil servants, according to salary scales developed by the Civil Service Commission and agreed with the Parliament. Costs for procurement items follow estimates provided by UNDP procurement, based on experience of procuring items such as furniture and computers in Somalia.

94. The activities will aim to achieve efficiency of allocated resources. The provided advisors and consultants will be identified considering mixture of top experience in their thematic areas, the highest possible seniority and knowledge/experience of Somalia, and monitored closely by UNDP staff in Mogadishu, as well as gradually through staff located in the regions. UNDP has significantly increased its presence in the capital, with the Governance and Rule of Law Programme Manager and the Parliamentary development specialist located in Mogadishu, along with two national officers, who will all be overseeing and monitoring progress. In addition, UNDP supported advisors and consultants attached to the Parliament will be able to oversee and report on implementation of the activities. This will ensure high rate of delivery for the invested amount. The administration development activities will be reviewed regularly, including through ongoing presence of senior change and HR advisor provided from UNDP. Consultations and support for parliamentary offices in the regions will be developed considering possible twinning with local administration buildings and in conjunction with the UNDP local governance programme, to ensure that most efficient arrangements are put in place for their functioning. There is staff in Puntland who will support the Garowe office and national staff from the Local Governance programme are expected to be deployed to a number of locations.

#### **Effectiveness**

95. The activities aim to achieve effectiveness through maximizing outputs resulting from technical and financial inputs. The investment made in the proposed activities has all the potential to yield significant results during a critical time for the establishment of the New Parliament, which can be a champion of change, peacebuilding and stability in Somalia. The provision of strategic advice to the Speaker has already proven key for developing priorities in early stages of establishing the Parliament, resulting in a process of collaboration between the Parliament and branches of the Executive, agreeing on a revised structure of committees and conducting the strategic planning process and approving the plan for the Parliament. Therefore, based on the experience, a strong assumption can be made that provision of a combination of strategic advice, capacity development, platforms for dialogue and consultations, broad societal inclusion and thematic assistance and best practice, will have a large impact on the law-making and representation functions of the parliament, working in the direction of peace and stability in Somalia.

## **VII. MONITORING FRAMEWORK AND EVALUATION**

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96. This project recognises the need to monitor results and demonstrate progress, even if incremental, and UNDP Somalia will be responsible for on-going monitoring of project implementation guided by the UNDP 2011-2015 Monitoring and Evaluation Framework. UNDP Somalia will embed systematic monitoring and evaluation (M&E) approaches (e.g. baseline assessments, capacity assessments of institutions and civil society) in its work.
97. Following the finalization of the CPD, a key priority to ensure successful execution, was the development of a holistic M&E plan for the Country Office that will measure the effectiveness and success of UNDP Somalia's interventions and activities in support of the CPD. Effective implementation of M&E policies and procedures, as well as efficient management of the process will enhance the organization's capacity and credibility in implementation of successful programs with sustainable outcomes.

98. Using quantitative and qualitative methods, sourcing primary and secondary data, in addition to facilitating participatory practices, the framework aims to provide internal and external stakeholders with transparent information on the progress, outputs, and outcomes of projects, programs, and strategies in order to enhance the evidence base, accountability, and learning from and for, on-the-ground program operations. The principles governing the Country Office M & E framework are:
- **Accountability:** the framework will strengthen UNDPs ability to be answerable both upwards (to donors) and downwards (to communities) via the extraction and provision of specific, timely, and relevant data in an increasingly participatory manner.
  - **Evidence base:** an ever-increasing amount of readily available information will support in the adaptation and development of more contextually appropriate programs and projects.
  - **Learning:** using more frequent and simplified reporting requirements the framework will promote critical reflection and mutual learning so that better decisions about UNDPs actions are made and good practices and solutions can be shared.
  - **Transparency:** the proactive sharing of information (in relevant modes) with all of UNDPs stakeholders, including strategies, plans, budgets, and reports to promote openness in an active and visible way.
99. In line with the M&E framework, the GROL Programme will be responsible for monitoring its progress and delivering against the framework at three levels:
1. At **country office level**, the deliverables include:
    - CO monitoring plan: A cumulative representation of all UNDP Somalia monitoring activities to occur during a given annual period – to include CPD outputs indicators, significant non CPD outputs indicators, process indicators, sub outcome qualitative studies, and compliance and quality control measures.
    - CO quarterly results report: UNDP Somalia's cumulative results per quarter, sub outcome case studies (independently gathered by communications and field M&E staff), and attribution table completed in outcome/project board sessions.
    - Most significant change case studies: Participatory M&E that involves the collection of significant change stories at different levels of the intervention (for example program staff, change agents, intervention participants) and collectively deciding on the most significant change (MSC) stories based on selected themes called domains (UNDP Somalia's sub outcomes). The MSC offers a qualitative approach to monitoring that does not employ quantitative indicators, though it is possible to have a count of the stories in each domain. This will be used as a complement to other M&E methods.
  2. At **project level**, deliverables are:
    - Project monitoring plan (see annex # 5): As an illustration of projects monitoring activities to occur during a given annual period – to include CPD outputs indicators, significant non CPD outputs indicators, and process indicators
    - Project quarterly results report: The provision of data / information to internal and external stakeholders on the quarterly results achieved (CPD and non-CPD outputs). The primarily quantitative report will include concise qualitative information on the situational analysis, process, mainstreaming, and partnerships as well as financial management
100. The Results and Resources Framework (RRF) incorporated into this document, is aligned to the Country M & E framework and will provide the basis for performance monitoring and reporting. Further monitoring will be performed on the basis of annual workplans prepared by the programme team. Internal monitoring will also take place as outlined below:

ID	Deliverables	Description	Schedule
1	Quarterly Reports	Quarterly financial and narrative reports will be used to review progress and provide programme and policy guidance	Quarterly

2	Final Review Report	Final project evaluation to assess achievement of programme results articulated in the RRF and document lessons learned	100% programme completion
3	Donor report	Financial and narrative reports as per donor formats	As per the time line agreed with donors.
4	Audit Reports	Annual internal or external audit in line with UNDP rules and regulations	As per UNDP Somalia audit schedule

101. Furthermore, the following tools will assist programme monitoring:

- A Risks Log will be maintained in ATLAS and updated quarterly through regular review of the external environment that may affect the programme implementation. The project managers will be responsible for updating this information.
- A Quality Log will record progress towards the completion of activities, using the ATLAS activity definition page. The project manager will be responsible for updating this information.
- The indicators framework

Baseline	Targets	Indicators
<b>Outcome 1: NFP and Parliaments of Somaliland and Puntland capacitated to operate as inclusive, transparent and effective law-making, oversight and representative bodies contributing to national peacebuilding and nation-building goals</b>		
<b>OUTPUT 1 (Strategic Plan Objectives):</b> NFP and Parliaments of Somaliland and Puntland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building		
<u>Baseline</u> - No Committees established in NFP. - No public hearings held by NFP Committees.	<u>Year 2014</u> - Committees established and produce regular annual workplans.  <u>Year 2015</u> - MPs trained on key functions of committees in parliament.  <u>Year 2016</u> - MPs engage in interpellations of Minister and debates on legislation	<u>Indicator</u> - Set of committees established by Parliament with defined functions
<u>Baseline</u> - No Legal Research Unit and legislative drafting capacity in NFP. - Very limited capacity and experience to provide oversight of Executive.	<u>Year 2014</u> - Legal unit providing regular briefs to MPs  <u>Year 2015</u> - Protocol for public hearings endorsed, and public hearings occur for at least 5 NFP Committees and 2 PL and SL committees  <u>Year 2016</u> - Minimum 5 NFP committees & 2 PL and SL Committees supported to hold participatory hearings and produce transparent reports	<u>Indicator</u> - Committees supported to provide effective oversight of laws and policy

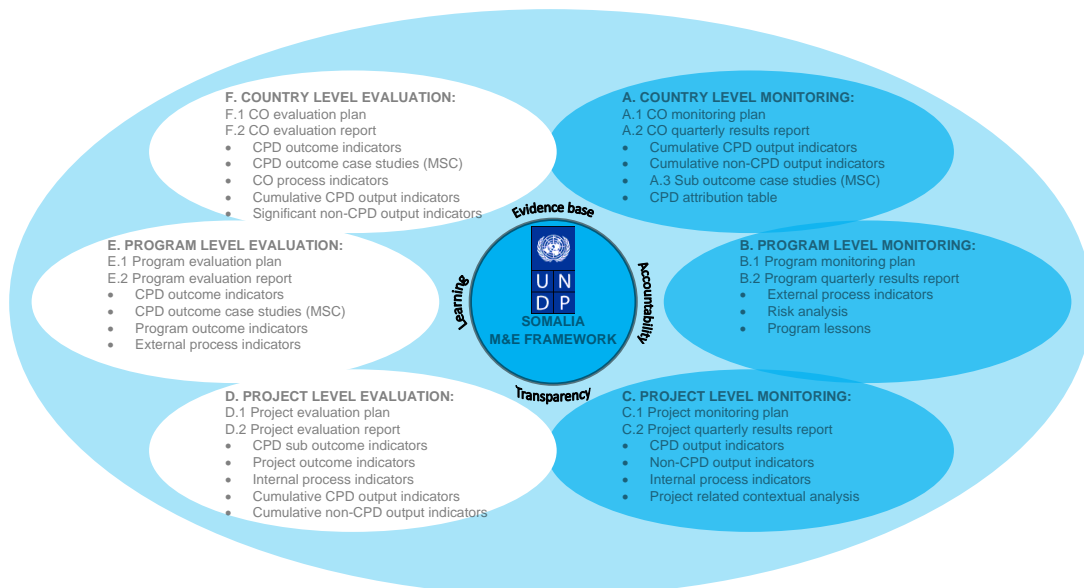
<u>Baseline</u> - Limited parliamentary oversight of the Budget	<u>Year 2014</u> - Committees undertaking effective review of government budget.  <u>Year 2015</u> - NFP Budget committee producing reports with recommendations for the Executive  <u>Year 2016</u> - NFP Budget committee producing reports with recommendations for the Executive	<u>Indicator</u> - Parliament effectively engaged in budget cycle, incl. undertaking oversight of key ministries expenditures
<b>OUTPUT 2 (Strategic Plan Objectives):</b> NFP and Parliaments of Somaliland and Puntland established as an effective institution, with a functioning administration and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration		
<u>Baseline</u> - New NFP Parliamentary Leadership have limited capacity to manage parliamentary business	<u>Year 2014</u> - Parliamentary leadership supported to develop agendas, order of business, etc.  <u>Year 2015</u> - Training provided to staff of Office of the Speaker, and Administration departments  <u>Year 2016</u> - Office of the Speaker produces an Annual Report on the NFP	<u>Indicator</u> - Parliamentary leadership confident to manage the business of the Chamber
<u>Baseline</u> - Staff with little or no capacity to provide support	<u>Year 2014</u> - Staff recruited into the NFP Secretariat and capacity developed, including through the Young Graduates Programme  <u>Year 2015</u> - Committee support systems, and Parliamentary financial management systems in place and working effectively  <u>Year 2016</u> - Secretariat managed accountably and efficiently to provide services to MPs	<u>Indicator</u> - Staff capacity increased to provide support services to Office of the Speaker & MPs
<u>Baseline</u> - No current Strategic Plan for the Somaliland or Puntland Parliaments	<u>Year 2014</u> - Strategic Plans for three Parliaments endorsed and implementation commenced  <u>Year 2015</u> - Strategic Plan reviewed, refined and progress continued  <u>Year 2016</u> - Strategic Plan Annual Reports produced on progress with implementation	<u>Indicator</u> - NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed
<b>Output 3 (Strategic Plan Objectives):</b> MP's throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis, including young people and women, participative & representative democracy and more effective contribution to political decision-making.		
<u>Baseline</u>	<u>Year 2014</u>	<u>Indicator</u>

<ul style="list-style-type: none"> <li>- Limited understanding by public of role of Parliament in national democracy</li> </ul>	<ul style="list-style-type: none"> <li>- Public Information unit/officer within parliament established to support public outreach</li> </ul> <p><u>Year 2015</u></p> <ul style="list-style-type: none"> <li>- Communications and Outreach Plan developed for NFP to raise awareness with public</li> </ul> <p><u>Year 2016</u></p> <ul style="list-style-type: none"> <li>- Communications and Outreach Plan implemented for NFP</li> </ul>	<ul style="list-style-type: none"> <li>- Improved understanding of key Public target groups of the role of Parliament and MPs</li> </ul>
<p><u>Baseline</u></p> <ul style="list-style-type: none"> <li>- No outreach and communication strategies in Parliaments. Very limited outreach to population</li> </ul>	<p><u>Year 2014</u></p> <ul style="list-style-type: none"> <li>- Parliament communication and outreach strategies developed</li> </ul> <p><u>Year 2015</u></p> <ul style="list-style-type: none"> <li>- Targeted outreach campaigns for women and youth groups organized</li> </ul> <p><u>Year 2016</u></p> <ul style="list-style-type: none"> <li>- Parliaments have communication and media strategies, and are more visible to people</li> </ul>	<p><u>Indicator</u></p> <ul style="list-style-type: none"> <li>- Parliaments supported to develop and implement communication and outreach strategies with a particular focus on youth, women and marginalized groups.</li> </ul>

### External Evaluation and Reporting

102. In addition to the monitoring mechanism internal to the programme and auditing of activities, independent evaluation will be conducted under the supervision of the Programme Board, and lessons learned will be continuously incorporated into programme implementation. Annual Interim Review Reports will focus on the extent to which progress has been made towards programme objectives and outcomes. Donor and stakeholder involvement in this process will be encouraged.
103. The Interim Review Reports will be produced during the fourth quarter of each year as a basis for assessing the performance of the programme. This review will involve all key stakeholders and focus on the extent, to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes; it will also include a mid-point reassessment of programme objectives. At the conclusion of the programme, UNDP Somalia will initiate a full external evaluation to be incorporated into the Final Review Report, utilizing the baseline study as the principal means of assessing accomplishment of programme goals.
104. The GROL Programme will be subject to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP Somalia.
105. The Monitoring and Evaluation of this Project will take place within the wider framework of Country Level Monitoring and Evaluation systems. Project level monitoring and evaluation feeds into and is informed by Programme and Country Level monitoring and evaluation.





**Figure 1 Country Level Monitoring Plan**

106. The Country Level Monitoring plan brings together six interdependent components at the three levels together to form a holistic plan that can measure the effectiveness and success of UNDP Somalia's interventions and activities, and enhance the organization's capacity and credibility in implementation of successful programs with sustainable outcomes. The key principles enshrined in Project, Programme and Country level monitoring and evaluation are accountability, evidence base, learning and transparency.

107. Project level monitoring will use quantitative and qualitative methods- sourcing primary and secondary data, in addition to facilitating participatory practices- with the aim of providing accurate and timely information on the progress against project outcomes. The project will be monitored in accordance with the programming policies and procedures outlined in the UNDP User Guide, and will be structured as follows.

#### Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Programme Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, and quarterly Programme Progress Reports (which consolidates outcome level reporting) shall be submitted by the Programme Manager to the Programme Board through Programme Assurance, using the standard report format of UNDP.
- A programme Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organisation, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

#### Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Programme Manager and shared with the Programme Board and the Outcome Boards. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Programme Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Programme Board, Outcome Boards and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes. This review will be conducted as part of the UNDAF/UNPAP Annual Reviews.

108. A monitoring schedule will be compiled which will outline the different activity or output level surveys, assessments or other methods of collecting data for tracking progress. At the end of the programme cycle, there will be an independent programme evaluation conducted in accordance the UNDP Evaluation Policy (2011) and the Handbook on Planning, Monitoring and Evaluating for Development Results (2011).

## VIII. LEGAL CONTEXT

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109. This document together with the UNPAP (UN Programme Action Plan) signed by the Government and UNDP which is incorporated herein by reference, constitute together a Programme Document as referred to in the Standard Basic Assistance Agreement (SBAA); as such all provisions of the CPD and UNPAP apply to this document. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner”, as such term is defined and used in the UNPAP and this document.
110. UNDP as the Implementing Partner shall comply with the policies, procedures and practices of the United Nations safety and security management system.
111. UNDP agrees to undertake all reasonable efforts to ensure that none of the programme funds are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Programme Document.

## ANNEX 1: RISK ANALYSIS AND RISK LOG

Description	Category	Impact & Probability	Countermeasures / Management Response	Owner	Date Identified	Last Update	Status
Outbreak of violence or serious deterioration of the security environment in Somalia	Environmental Security	Programme activities disrupted, possible destruction of security and justice institutions, possible removal of staff from sub-offices.  I = 5; P = 3	Programme team (in close cooperation with UN MISSION and UNCT) will adjust programme activities to changes in the security situation. Increased use of civil society organizations, universities, legal aid centres and paralegals to implement activities. Use of a more regionally balanced strategy, which focuses on more equal support to all three legislatures (Federal, Puntland and Somaliland).	PM	Inception	December 2014	
Terrorist activities force UN / UNDP to significantly reduce its activities	Environmental Security	Programme activities disrupted; staff relocated to locations outside Somalia.  I = 4; P = 4	Programme team (in close cooperation with UN MISSION and UNCT) will adjust programme activities to changes in the security situation. Increased use of civil society organizations, universities, legal aid centres and paralegals to implement activities. Use of a more regionally balanced strategy, which focuses on more equal support to all	PM	Summer 2013	December 2014	

			three legislatures (Federal, Puntland and Somaliland).				
Significant shortfall in resource mobilization from bilateral partners	Operational Organizational	Scarcity of resources for programme implementation, necessity of scaling-back activities and revising expected outputs  I = 5; P = 3	Strengthening of relationships with bilateral donor partners, involving timely reporting, regular meetings, use of external M&E specialists, monthly information sharing in the form of newsletters and alignment of programme priorities with articulated donor interests.	PM	Inception	December 2014	
Insufficient involvement of key stakeholders in defining and steering programme implementation	Operational Organizational	Adverse impact on political and administrative willingness to support programme activities  I = 5; P = 2	Open, consultative programme planning and development approach; close coordination with key counterparts in each region including compulsory endorsements of AWP by Governments counterparts; inclusion of senior stakeholder representatives on Programme Board	PM	Inception	December 2014	
Serious deterioration in relations between UNDP Somalia and the NFP or Government	Environmental Political	Hostile operating environment for programme personnel	Maintenance of respectful, collaborative approach and transparency; vigilance in regards to developments relating to continued transition in Somalia	PM	Inception	December 2014	

		I = 5; P = 3					
National partners are targeted because of collaboration with UN generally or UNDP specifically	Security Organizational	I=3; P=3	Reduce exposure through low-profile approach in sensitive areas; training of partners on security and safety measures; increased delivery through SCs and NGOs	CD, PM, Proj M	Inception	December 2014	
Low absorption capacity among counter-parts – slower process of capacity building than expected aligned with ongoing high expectations	Operational Organizational	Delays in expected programme implementation, necessity of scaling-back activities and revising expected outputs	Regular revisions of implementation progress and aligning expecting timing to current condition of staff and infrastructure within the institution. Conduct assessment of parliaments' administrative capacity; include capacity development and risk mitigation measures	PM	Inception	December 2014	
Political conflicts between key state institutions or within the parliament hamper the parliament's ability to function as a legislative body	Environmental Political	Parliamentary work paralysed or significantly hampered  I=5, P=3	UNSOM / international community to conduct conflict mediation	SRSG, Ambassadors	2014	December 2014	
Predominant male members of parliament fail to	Environmental Political	Women interests not properly reflected during legislative drafting	Project includes activities which should familiarize MPs with regard to gender-sensitive legislation. Project promotes activities to increase number of female MPs and	PM	2014	December 2014	

adopt gender-sensitive legislation		I=5, P=5	empowerment of current female MPs.				
Trained parliamentary staff leave institution for better paid positions	Environmental organisational	I=3, P=4	Apart from training staff the project focuses on institution building incl. organisational reform, preparation of guidelines and SoPs, which shall make the parliaments resilient to staff turn-over	PM	2014	December 2014	
Upcoming elections in SL may lead to large turnover of MPs and loss of built capacity	Political	I=3, P=3	The project focuses on the institutionalisation of capacity building through SOPs, guidelines, procedures....	PM	2015	2015	

## ANNEX 2: CONFLICT SENSITIVITY

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The Project of support to Parliaments functions in structure of the Governance and Rule of Law Programme, and aims to develop and consistently apply a conflict sensitive approach which is tailored to the Somali context. Conflict sensitivity is understood here as meaning:

*“The capacity of an organisation to understand its operating context, understand the interaction between its interventions and the context, and act upon this understanding to avoid negative impacts and maximise positive impacts on conflict factors.” (UN Peacebuilding, An Orientation, PBSO, September 2010, p.14).*

The project will seek to make contributions to address key causes of conflict in Somalia, potentially aided by supporting development of indigenous capacities for peace, especially through outreach work. Under the GROL Programme, the project will not just strive to minimise the negative and maximise the positive conflict impacts of its work (conflict sensitivity) – it will also seek out opportunities to address the underlying causes of conflict in Somalia and enhance local capacities for peace. The project also aims to adopt a peace building approach to its work: prioritising long-term, locally owned solutions, emphasising the importance of bottom-up processes as a complement to work at higher levels, and pursuing engagement with all stakeholders including potential ‘spoilers’.

Like all others engaged in Somalia, UNDP is a ‘conflict actor’: whether UNDP’s programmes are ‘about’ conflict or not, its actions will affect conflict, positively or negatively. This obliges the governance programme to take responsibility for the effects of its engagements, as well as guard against the risks that an insecure conflict-affected environment poses to the organisation, its staff and partners.

The governance programme recognises the clear link between governance and conflict in Somalia. State building processes in Somalia may fuel conflict as well as foster peace depending on how they are conceived and implemented. It is important to recognise that externally supported, ‘top-down’ state building programmes have typically failed in Somalia. Indeed internationally-backed attempts to build a centralised state with a monopoly on the use of force have at times intensified conflict and fuelled human rights abuses. In contrast, stable government has flowed from drawn-out, Somali-led peace processes which worked from the bottom upwards, bringing politicians, diaspora and local clan leaders together and allowing for societal involvement in decision-making via traditional communication channels. Although the state in Somalia is weak and still under formation, Somali history is one of abuse by a centralised and repressive state dominated by narrow clan interests. Contemporary Somalia is also politically fragmented: multiple administrations exist at sub-national level, sometimes in conflict with one another and each with different political arrangements and degrees of capacity and legitimacy.

The matrix below provides an overview of the different steps the programme will take to ensure conflict sensitivity and incorporate peace building more consistently based on this analysis.

**Table 1: Steps to ensure conflict sensitivity and effective support for peace building**

STEPS TO BE TAKEN	SPECIFIC ACTIONS REQUIRED
<b>1) Understand the context and the contribution UNDP can make to peace or conflict</b>	<ul style="list-style-type: none"> <li>• Regularly conduct participatory conflict analyses covering the locations and institutions with which the programme works: analyse internal dynamics and clan composition of state justice and security institutions</li> <li>• Identify existing security and justice providers, their role, capacities and degree of legitimacy during analyses; factor findings into programming</li> <li>• Use conflict analysis and local consultations and perceptions studies to determine what public needs, views and priorities are with regard to policing and justice (e.g. whether and how local populations want to be 'policed') factor findings into programming</li> <li>• Use conflict analysis findings to 'fit' programming to the Somali context: e.g. recognise the role of Islam, the importance of oral communication, the traditional roles of men, women, elders and youth, the importance of traditional and religious decision-makers</li> <li>• Take account of and work with non-state (traditional, religious, private) justice and security mechanisms which lie behind or work in parallel with formal state structures</li> <li>• Seek to overcome problems of unequal treatment and human rights failings within traditional Somali conflict resolution forums in a culturally sensitive way</li> </ul>
<b>2) Select programme locations with regard for potential conflict impact</b>	<ul style="list-style-type: none"> <li>• Select target locations according to needs assessments, but backed up by conflict analysis and community consultations to identify potential 'dividers' and 'connectors'</li> <li>• Tailor interventions according to the specifics of each area, paying particular attention to the legitimacy of local administrations</li> <li>• Maintain a balanced geographic spread across and within regions to ensure 'fair' coverage</li> </ul>
<b>3) Select staff, partners, contractors and beneficiaries with regard for potential conflict impact</b>	<ul style="list-style-type: none"> <li>• Adopt recruitment policies and procedures that promote balanced representation of clans, regions and genders among staff</li> <li>• Use transparent procurement procedures based on clear criteria, where possible developing these with beneficiaries and communicating decisions clearly</li> <li>• Consider what implicit messages the selection of service providers (e.g. venues, contractors, partners) sends; strive to balance selection across clans and locations</li> <li>• Use clear criteria to select beneficiaries and partners, drawing on needs assessments and conflict analysis to avoid creating or fuelling divisions within target communities and with neighbours; communicate selection processes clearly to those affected by them</li> <li>• Select partners who demonstrate commitment to impartiality, conflict-sensitivity, the values and objectives of UNDP and who will be acceptable to intended beneficiaries</li> </ul>
<b>4) Work in partnership and coordinate with others</b>	<ul style="list-style-type: none"> <li>• Focus on relationship building: use collaborative working methods (e.g. joint planning and reviewing) and approach others with openness and humility</li> </ul>



	<ul style="list-style-type: none"> <li>• Maintain regular communication with other organisations working in related areas to support mutual learning and leverage greater impact through combined efforts</li> </ul>
<b>5) Promote inclusion and meaningful, broad-based participation</b>	<ul style="list-style-type: none"> <li>• Ensure adequate participation and representation of all parts of society (particularly minorities, women and youth) in programme activities</li> <li>• Promote broad and inclusive representation in justice and security institutions, e.g. police, courts, district safety committees</li> <li>• Consult with and take account of the concerns of all those who may be affected by rule of law programme interventions during planning, implementation and M&amp;E</li> <li>• Engage with non-state (traditional, religious, private) actors who work behind or in parallel with state security and justice actors, attempting to address issues of access and equity</li> </ul>
<b>6) Remain impartial</b>	<ul style="list-style-type: none"> <li>• Avoid actions that strengthen the war-fighting capacity or advance the military strategy of individual parties to the conflict</li> <li>• Base programming on impartial needs assessments and clearly communicate that the rule of law programme's work is for the benefit of people in need, not the interests of any one conflict actors</li> <li>• Consider suspension, relocation or cancellation of activities when resources are routinely diverted or undue pressure is put on the rule of law programme to act in inappropriate ways (take any such actions in consultation with partners and beneficiaries)</li> </ul>
<b>7) Act in a transparent and accountable way</b>	<ul style="list-style-type: none"> <li>• Clearly communicate strategies and key aspects of programming to all those affected (i.e. objectives, locations, intended beneficiaries, partner selection, staffing and procurement decisions)</li> <li>• Make information on the programme freely available to all those the programme affects unless there is a good reason not to; share information on successes and failures</li> <li>• Set out clear agreements with partners to ensure common understanding and manage expectations</li> <li>• Maintain regular communication and consult with all those affected by the programme during implementation: seek feedback on programme performance from partners and the public</li> <li>• Communicate in the Somali language as often as possible</li> <li>• Work to improve governmental accountability and transparency e.g. through the use of anti-corruption measures and the creation of effective oversight bodies</li> </ul>
	<ul style="list-style-type: none"> <li>• Promote the development of transparent, locally-owned government plans (e.g. local policing plans which are designed and consulted on with a broad range of stakeholders)</li> <li>• Work to establish vetting mechanisms for possible recruits to the police and judiciary</li> <li>• Ensure that the selection criteria for militia/ex-combatant reintegration schemes are clear, transparently communicated and that they offer equitable access for different groups, especially clans</li> <li>• Ensure that clear and defensible guidelines exist for alternative sentencing schemes</li> <li>• Work to establish effective oversight and accountability of police structures, where possible under the auspices of local government administrations</li> </ul>
<b>8) Be responsive and flexible at all times</b>	<ul style="list-style-type: none"> <li>• Adjust plans and activities in line with external events and feedback received so as to minimise problems and help solves issues causing conflict; consider how planned changes to programme design or delivery will affect different stakeholders</li> <li>• Communicate reason(s) for any significant changes of direction clearly and ensure those affected are made aware</li> </ul>

<b>9) Consider the timing and sequencing of interventions for potential conflict impact</b>	<ul style="list-style-type: none"> <li>• Adjust the timing of activities to ensure safety and fit the local context, (e.g. ensuring that meetings, resources and opportunities for engagement are accessible to all groups)</li> <li>• Identify whether a credible (sufficiently durable and just) peace settlement exists to support state-building inputs</li> </ul>
<b>10) Develop exit strategies with regard for potential conflict impact</b>	<ul style="list-style-type: none"> <li>• Plan and consult well in advance on different withdrawal options</li> <li>• Communicate clearly the decision-making process behind such decisions and on what follows (e.g. use of assets, support for partners)</li> <li>• Retain flexibility in the face of external events</li> </ul>
<b>11) Track the effects of UNDP's interventions on the conflict and adjust accordingly</b>	<ul style="list-style-type: none"> <li>• Derive indicators that can be used to track the rule of law programme's impact on peace and conflict from conflict analyses and include them in results frameworks</li> <li>• Use periodic impact-focussed evaluations to gauge the rule of law programme's peace and conflict impact</li> <li>• Use participatory M&amp;E to include the views of all stakeholders, beneficiaries and non-beneficiaries alike: local and regional government, civil society organisations, the legitimate representatives of women, elders, religious leaders and youth</li> </ul>
<b>12) Adopt a peace building approach</b>	<ul style="list-style-type: none"> <li>• Seek opportunities for the rule of law programme to address the causes of conflict and enhance local capacities for peace building and conflict management</li> <li>• Cultivate a high degree of local ownership: work from the 'bottom-up', support Somali-led initiatives, draw on traditional decision-making processes, ensure broad-based participation</li> <li>• Design programmes to 'go with the grain' of Somali culture rather than uncritically using foreign models and ways of working</li> <li>• Find ways to engage potential 'spoilers'</li> <li>• Work with non-state actors, civil society partners, community groups and the public to balance engagement with the state, establish clear divisions of labour between state and non-state and increase demand for responsive and accountable justice and security institutions</li> <li>• Capacitate those justice mechanisms that are best placed to deal with conflict-related disputes (e.g. land or clan disputes)</li> <li>• Work to build public trust and understanding of security and justice institutions; shape their formation, management and oversight in line with public expectations and concerns</li> <li>• Support dialogue, public awareness raising and educational work on governance and the role of the state and state security and justice institutions in Somalia</li> <li>• Work to integrate peace-building priorities and projects into national, regional and district plans (e.g. district safety plans, policing plans, justice strategies)</li> <li>• Support community-based organisations and representatives from marginalised groups such as women's and youth networks to present their agendas to decision-makers</li> </ul>

### ANNEX 3: LOGFRAME

Support to Parliaments								
IMPACT	Impact Indicator 1		Baseline	Milestone 1	Milestone 2	Target (date)		
The National, Somaliland and Puntland Parliaments contribute to the effective inclusive and transparent governance and to reaching a peaceful political settlement.	Well functioning institution of Parliament which has enacted the revised constitution seen as legitimate.	Planned	Capacity of MPs to draft, review or amend legislation is variable	Draft laws submitted to Committees for hearings and review	Recommendations of committees submitted to plenary and debated and discussed	Parliament enacts effective laws which are capable of implementation		
		Achieved						
			Source					
			Review of draft legislation, committee report and observations of parliamentary plenary sessions. <a href="#">Index</a> . <a href="#">Perceptions Survey</a>					

OUTCOME 1	Outcome Indicator 1.1		Baseline	Milestone 1	Milestone 2	Target (date)	Assumptions	
NFP and Parliaments in Puntland and Somaliland functional as inclusive and transparent law-making, oversight and representative bodies which engage in national dialogue on policy priorities, peace-building and state-building as efforts are made to implement and review the Provisional Constitution	Parliament passes legislation which contributes to peace-building and state-building agenda	Planned	Parliament has limited role in statebuilding/peacebuilding agenda	Parliament endorses and monitors New Deal Compact NO FORMAL ENDORSEMENT TO BE EXPECTED	Parliament passes legislation in support of statebuilding/peacebuilding agenda	At least 5 laws developed of relevance to the statebuilding/peacebuilding agenda	Parliament is engaged by the Executive in the statebuilding/peacebuilding agenda. Committees are able to call the Executive branch to parliament and hold oversight inquiries. There is a political agreement to move the political process forward.	
		Achieved						
			Source					
			Records of parliamentary plenary sessions					
	Outcome Indicator 1.2		Baseline	Milestone 1	Milestone 2	Target (date)		
	Functional committees in Parliament with capacitated MPs engaging with public and civil society on	Planned	No committees established at start of parliamentary term	Committees engaging in oversight of Government activities	Committees engaging with the public on key issues	Committees implement workplans and produce regular		

priority policy and legislation development					reports on their work
	Achieved				
		Source			
		Committee reports, workplans			
Outcome Indicator 1.3		Baseline	Milestone 1	Milestone 2	Target (date)
Parliament inclusively, transparently and peacefully produces a revised constitutional text.	Planned	Provisional Constitution in place and constitutional review and implementation process underway	Public dialogue and outreach undertaken by MPs and ideas submitted back to the Parliament for consideration	Revised text produced by Parliament Oversight Committee and submitted to Parliament for review	Final draft of a constitution developed by Parliament and discussed.
	Achieved				
		Source			
		Documentation records of meetings, reports			

OUTPUT 1.1	Output Indicator 1.1.1		Baseline	Milestone 1	Milestone 2	Target (date)	Assumption
NFP and Parliaments in Somaliland and Puntland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building	Set of committees established by Parliament with defined functions	Planned	No Committees established in NFP.  No public hearings held by NFP Committees.	Committees established and produce regular annual workplans.	MPs trained on key functions of committees in parliament.	MPs engage in interpellations of Minister and debates on legislation	Parliament sits regularly.  Executive submits draft Bills to parliament for consideration.  Women's caucus established by NDI.
		Achieved					Speaker endorses establishment of Legal Research Unit.
		Source					
		Interviews with MPs (including women); Regular surveys of MPs re skills development					
	Output Indicator 1.1.2			Baseline	Milestone 1	Milestone 2	Target (date)

	Committees supported to provide effective oversight of laws and policy	Planned	No Legal Research Unit and legislative drafting capacity in NFP. Very limited capacity and experience to provide oversight of Executive.	Legal unit providing regular briefs to MPs	Protocol for public hearings endorsed, and public hearings occur for at least 5 NFP Committees and 2 PL and SL committees	Minimum 5 NFP committees & 2 PL and SL Committees supported to hold participatory hearings and produce transparent reports	Committees accept the need for public hearings
		Achieved					
		Source					
		Interviews with Committee Chairs; Feedback from CSOs involved with parliament; Direct observations of parliamentary activities					
IMPACT WEIGHTING (%)	Output Indicator 1.1.3		Baseline	Milestone 1	Milestone 2	Target (date)	
	Parliament effectively engaged in budget cycle, incl undertaking oversight of key ministries expenditures	Planned	Limited parliamentary oversight of the Budget	Committees undertaking effective review of government budget.	NFP Budget committee producing reports with recommendations for the Executive	NFP Budget committee producing reports with recommendations for the Executive	
		Achieved					
		Source					RISK RATING
		Minutes of committee meetings, review of reports					

OUTPUT 1.2	Output Indicator 1.2.1		Baseline	Milestone 1	Milestone 2	Target (date)	Assumptions
NFP, Somaliland and Puntland Parliaments supported to be effective institutions, with capacitated leadership and administrations and infrastructures.	Parliamentary leadership supported to manage the business of the Chamber	Planned	New NFP Parliamentary Leadership have limited capacity to manage parliamentary business	Parliamentary leadership supported to develop agendas, order of business, etc.	Training provided to staff of Office of the Speaker, and Administration departments	Office of the Speaker produces an Annual Report on the NFP	Parliamentary Service Commission will not be set up during this term due to lack of political will NFP will have funds to recruit some staff NFP will commit to
		Achieved					
		Source					

		stakeholder survey, semantic feedback from Speaker and parliamentary leadership, # of motions/committee meetings					undertaking merit-based recruitment NFP staff will engage effectively in capacity development opportunities SL and PL Parliaments will commit to developing Strategic Plans SL and PL Parliaments will commit resources to implementing Strategic plans
	<b>Output Indicator 1.2.2</b>		<b>Baseline</b>	<b>Milestone 1</b>	<b>Milestone 2</b>	<b>Target (date)</b>	
	Staff capacity increased to provide support services to Office of the Speaker & MPs	<b>Planned</b>	Staff with little or no capacity to provide support	Staff recruited into the NFP Secretariat and capacity developed, including through the Young Graduates Programme	Committee support systems, and Parliamentary financial management systems in place and working effectively	Secretariat managed accountably and efficiently to provide services to MPs	
		<b>Achieved</b>					
		<b>Source</b>					
		Reviewing the establishment statistics each year; annual surveys of MPs satisfaction with services.					
<b>IMPACT WEIGHTING (%)</b>	<b>Output Indicator 1.2.3</b>		<b>Baseline</b>	<b>Milestone 1</b>	<b>Milestone 2</b>	<b>Target (date)</b>	
	NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed	<b>Planned</b>	No current Strategic Plan for the Somaliland or Puntland Parliaments	Strategic Plans for three Parliaments endorsed and implementation commenced	Strategic Plan reviewed, refined and progress continued	Strategic Plan Annual Reports produced on progress with implementation	
		<b>Achieved</b>					
		<b>Source</b>					<b>RISK RATING</b>
		Review of Strategic Plans; direct observations re implementation progress					

<b>OUTPUT 1.3</b>	<b>Output Indicator 1.3.1</b>		<b>Baseline</b>	<b>Milestone 1</b>	<b>Milestone 2</b>	<b>Target (date)</b>	<b>Assumption</b>
MPs throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis,	Improved understanding of key Public target groups of the role of Parliament and MPs	<b>Planned</b>	Limited understanding by public of role of Parliament in national democracy	Public Information unit/officer within parliament established to support public outreach	Communications and Outreach Plan developed for NFP to raise awareness with public	Communications and Outreach Plan implemented for NFP	Security conditions may allow for a certain degree of MP's movements to regions. MP's will increase dedication to

including young people and women.							connect with population and civil society. Parliament administration and leadership will prioritize transparency and building relations with Somali population.
		Achieved					
		Source					
		Stakeholder survey, review of media content					
IMPACT WEIGHTING (%)	Output Indicator 1.3.2		Baseline	Milestone 1	Milestone 2	Target (date)	
	Somalia parliaments supported to develop and implement communication and outreach strategies with a particular focus on youth, women and marginalized groups.	Planned	No outreach and communication strategies in Parliaments. Very limited outreach to population	Parliament communication and outreach strategies developed	Targeted outreach campaigns for women and youth groups organized	Parliaments have communication and media strategies, and are more visible to people	
		Achieved					
		Source					
		Perceptions survey, review of media content					

#### ANNEX 4. RESULTS TABLE 2013/2014

	OUTPUT	Output Indicators	2014 Annual Targets	Progress to date
1.	1.1 NFP and Parliaments in Puntland and Somaliland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building	1.1.1. Set of committees established by Parliament with defined functions  Based on level of implementation: Not implemented – 0; Partially implemented – 1; Fully implemented -2	Committees established and produce regular annual workplans.	1
2.		1.1.2. Committees supported to provide effective oversight of laws and policy  Based on level of implementation: Not implemented – 0; Partially implemented – 1; Fully implemented -2	Legal unit providing regular briefs to MPs	1
3.		1.1.3. Parliament effectively engaged in budget cycle, incl. undertaking oversight of key ministries expenditures  Based on level of implementation: Not implemented – 0; Partially implemented – 1; Fully implemented -2	Committees undertaking effective review of government budget.	1
4.	1.2 NFP, Somaliland and Puntland Parliaments supported to be effective institutions, with capacitated leadership and administrations and infrastructures.	1.2.1. Parliamentary leadership supported to manage the business of the Chamber  Based on level of implementation: Not implemented – 0; Partially implemented – 1; Fully implemented -2	Parliamentary leadership supported to develop agendas, order of business, etc.	1
5.		1.2.2. Staff capacity increased to provide support services to Office of the Speaker & MPs  Not implemented – 0; Partially implemented – 1; Fully implemented -2.	Staff recruited into the NFP Secretariat and capacity developed, including through the Young Graduates Programme	1



6.		<p>1.2.3. NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed</p> <p>Based on level of implementation Not implemented – 0; Partially implemented – 1; Fully implemented -2.</p>	Strategic Plans for three Parliaments endorsed and implementation commenced	1
7.	<p>1.3 MPs throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for citizens, including young people and women.</p>	<p>1.3.1. Improved understanding of key Public target groups of the role of Parliament and MPs</p> <p>Based on level of implementation: Not implemented – 0; Partially implemented – 1; Fully implemented -2</p>	Public Information unit/officer within parliament established to support public outreach	1
8.		<p>1.3.2. Parliaments supported to develop and implement communication and outreach strategies with a particular focus on youth, women and marginalized groups.</p> <p>Based on level of implementation: Not implemented – 0; Partially implemented – 1; Fully implemented -2</p>	Parliament communication and outreach strategies developed	0

## Annex 5: Monitoring and Evaluation Plan 2015-2016

### 1.0. PROGRAM OVERVIEW

The *Support to building inclusive institutions of Parliament and inclusive political process* was designed to support national peacebuilding and state building efforts by supporting the parliaments to more effectively discharge their functions in relation to law-making, oversight and representation. UNDP will ensure that this work is undertaken with a view to creating the foundations for longer-term development, both in terms of building up the parliaments as representative, capable and trusted state institutions, as well as working directly with MPs to strengthen their capacities to contribute to nation-building efforts.

### 2.0. Challenges and Lessons learned re M&E 2013/4

- **Lack of baseline data:** Baseline data are important for assessing project results and impacts. The availability of appropriate baseline data is always critical for performance evaluation, as it is impossible to measure changes without reliable data on the situation before the intervention began. In response, the project will hire a company to conduct baseline study and collect baseline information on indicators for measuring project outputs and outcomes. A mix of quantitative and qualitative data collection methods will be used to develop the baseline assessment.
- **National counterparts have limited ability to monitor and to collect data:** Regular monitoring of project activities is vital in generating data useful for successful project implementation. UNDP Somalia will be responsible for on-going monitoring of project, but the project will support parliaments to implement monitoring and data collection of project activities. The parliaments will be supported in terms of training their key staffs who involve in project implementation on monitoring and evaluation aspects and therefore will enable them follow up of activities during implementation to measure progress and identify deviations.
- **Security preventing to monitor:** The prevailing security situation prevents project staff from monitoring the implementation of supported activities. However, project is reinforcing its monitoring activities by hiring a National M&E officer, on board since November 2014, and by using third-party-monitoring to complement the project's activities in this area. This third party monitoring will be an independent body that will monitor, review and assess the implementation of all signed agreements.
- **Delay of implementation of project activities due to insecurity:** The continuing unpredictable security situation in Mogadishu is a challenge facing UNDP's support to the Parliament, with the attack on Villa Somalia and following direct threats on the UN common compound harshly disrupting activities, which has even become challenge to be recruited qualified international parliamentary development consultants. In response, UNDP is increasing its recruitment of and reliance on National Project Officers, while also working to develop new delivery approaches, including training for MPs and parliament committees at the UN MIA compound.

### 3.0. PERFORMANCE MONITORING AND EVALUATION APPROACH

Owing to prior experience and UNDP programming context in Somalia, the *Support to building inclusive institutions of Parliament and inclusive political process* the project will implement a collaborative and participatory M&E approach in which project staff and sub-recipient counterparts (with support and guidance from the project), will be involved in monitoring and evaluating improvement of facilities and services. Project and counterparts staff will continuously collect and synthesize project data for monitoring and evaluation purposes, and equally uses generated information to inform project decisions. Overall, the project M&E functions will remain central to project management, and data will be collated continuously to produce project-relevant information. Data collection and analysis will be ongoing process throughout the lifespan of the project and will be used to monitor project performance against indicators.

The project proposes a participatory approach based on the following tenets:

**Parliamentary leadership involvement:** The project M&E system will be centered on meaningful engagement of NFP, SL and PL parliaments through their representatives at various levels that include MPs and parliamentary committees. Parliamentary leadership will be involved through on-site verifications of project works, beneficiaries' lists, feedback meetings, common agreements on project implementation modalities, among other project outputs. As part of its overall capacity development efforts the project will support national counterparts' ability to collect and analyze data as well as to monitor progress against established plans.

**Age and Gender focus:** The M&E system values the role of gender and age in project outcome measurement. The project will therefore aim for collecting gender- and age-disaggregated data to aid sound decision making and programming, and to maximize benefits for target groups.

**Third-party monitoring:** Security constraints will hamper the ability of project staff to conduct proper monitoring. The project therefore has allocated funds to contract third-party monitoring in order to assess and verify implementation of activities.

**Perceptions Survey, capacity assessments, stakeholder surveys, baseline surveys:** The revised pro doc includes funds to conduct perceptions surveys, capacity assessments, stakeholder surveys and baseline surveys conducted by contracted companies. **Flexibility and continuous improvement:** The M&E system will comprise of an evolving set of activities that provide room for continuous improvement. The system will be adaptable to new but useful information that will help in tracking project performance. Special emphasis will be placed on continuously improving and reviewing the system to reflect realities on ground and adapt accordingly.

**Coordination and sharing:** The system underlines the important role of coordination and information sharing with similar projects or counterparts to ensure capture of authenticated data. Data collected will be triangulated with other data sources, including data from line ministries, UN and NGOs operating in the regions.

#### 4.0. PROJECT MONITORING INDICATORS

The tables below show a summary of the project performance monitoring and evaluation indicators, and considerations proposed for data collection.

**Table A: Performance Monitoring Indicators**

Indicator #	Indicator
<i><b>Outcome 1:</b> NFP and Parliaments of Somaliland and Puntland capacitated to operate as inclusive, transparent and effective law-making, oversight and representative bodies contributing to national peacebuilding and nation-building goals</i>	
<b>OUTPUT 1 (Strategic Plan Objective 1):</b> NFP and Parliaments of Somaliland and Puntland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all people and in support of peace-building and nation-building	
A	<b>Set of committees established by Parliament with defined functions</b>
B	Committees supported to provide effective oversight of laws and policy
C	Parliament effectively engaged in budget cycle, incl. undertaking oversight of key ministries expenditures
<b>OUTPUT 2 (Strategic Plan Objective 3):</b> NFP and Parliaments of Somaliland and Puntland established as an effective institution, with a functioning administration and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration	
A	Parliamentary leadership confident to manage the business of the Chamber
B	Staff capacity increased to provide support services to Office of the Speaker & MPs
C	NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed

<b>Output 3 (Strategic Plan Objective 2):</b> MP's throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis, including young people and women, participative & representative democracy and more effective contribution to political decision-making.	
A	Improved understanding of key Public target groups of the role of Parliament and MPs
B	Parliaments supported to develop and implement communication and outreach strategies with a particular focus on youth, women and marginalized groups.

**Table B: Data Collection Plan by Indicators**

**Monitoring and Evaluation data collection plan by indicators**

Objective/Output	Indicator	Target	Disaggregation by	Data Collection schedule	Data Collection tool/ Data source	Data collection considerations	Possible Challenges	How to overcome	Persons Responsible
<b>Outcome 1: NFP and Parliaments of Somaliland and Puntland capacitated to operate as inclusive, transparent and effective law-making, oversight and representative bodies contributing to national peacebuilding and nation-building goals</b>									
<b>OUTPUT 1 (Strategic Plan Objectives):</b> <i>NFP and Parliaments of Somaliland and Puntland supported to enact quality legislation and to maintain effective oversight over the other branches of government according to the interests of all</i>	Set of committees established by Parliament with defined functions	Committees established and produce regular annual work plans.  MPs trained on key functions of committees in parliament.  MPs engage in interpellations of Minister and debates on legislation	Parliaments Committees MPs Gender Age Location Regions	Weekly Monthly Quarterly	Annual work plans Registration forms Attendance sheets Training reports Meeting minutes Activity pictures Quarterly reports Annually reports	Standardized attendance sheets and training reporting format to be developed	Restriction of movement due to insecurity in project sites	Remote monitoring and follow up issues using email and phones	UNDP, NFP & SL/PL parliaments

<i>people and in support of peace-building and nation-building</i>									
	Committees supported to provide effective oversight of laws and policy	Legal unit providing regular briefs to MPs  Protocol for public hearings endorsed, and public hearings occur for at least 5 NFP Committees and 2 PL and SL committees  Minimum 5 NFP committees & 2 PL and SL Committees supported to hold participatory hearings and produce transparent reports	Parliament Committees MPs Gender Age Location Regions	Monthly Quarterly	Public hearing reports Attendance sheets Monthly reports Quarterly reports Annually reports Activity pictures	Public hearing protocols to be developed	Low understanding by the MPs and the importance of participation of public hearing  Lack of effective legal unit to support the MPs on legal issues	Sensitization of MPs on the importance and commit themselves to organize public hearings to further give the citizens space to express their needs and ideas  Establish/strengthen legal unit and provide with material and operation support	UNDP, NFP & SL/PL parliaments
	Parliament effectively engaged in budget	Committees undertaking effective review of	Ministries Committees MPs Gender	Weekly Monthly Quarterly	Activity reports Financial reports	Uniform activity reporting	Delay of sending report by the	Develop calendar for reporting period and	UNDP, NFP & SL/PL parliaments

	cycle, incl. undertaking oversight of key ministries expenditures	government budget.  NFP Budget committee producing reports with recommendations for the Executive	Age Location Region			format to be developed	budget committee	deadlines and share with the budget committee	
<b>OUTPUT 2 (Strategic Plan Objectives):</b> <i>NFP and Parliaments of Somaliland and Puntland established as an effective institution, with a functioning administration and infrastructure and leadership supported to discharge their constitutional mandates to fairly, inclusively and transparently manage the business of Parliament and lead the Parliamentary Administration</i>	Parliamentary leadership confident to manage the business of the Chamber	Parliamentary leadership supported to develop agendas, order of business, etc.  Training provided to staff of Office of the Speaker, and Administration departments  Office of the Speaker produces an Annual Report on the NFP	Department s Trainings Staff Gender Age Location Region	Daily during work  Once during training  Annually	Meeting minutes Training manuals Training reports Attendance sheets Annually reports	Training materials to be developed prior to training  Standardized attendance sheets and training reporting format to be developed	Scarcity of financial resources to organize and implement training needs	Strengthen relationships and improve communication with donor partners	UNDP, NFP & SL/PL parliaments
	Staff capacity increased to provide support services to Office of the	Staff recruited into the NFP Secretariat and capacity developed, including through the Young	Gender Age MPs Committees Location Region	Once during recruitment  Daily during work  Monthly Quarterly	Staff recruitment process report  Staff CVs and contracts	Recruitment process to be done fair and transparent manner	Lack of effective HR unit, and expertise on how to develop clear TORs for staff and	Establish/strengthen HR unit and recruit HR expert and provide operation support to	UNDP, NFP & SL/PL parliaments

	Speaker & MPs	<p>Graduates Programme</p> <p>Committee support systems, and Parliamentary financial management systems in place and working effectively</p> <p>Secretariat managed accountably and efficiently to provide services to MPs</p>		Annually	<p>Training reports</p> <p>Attendance sheet</p> <p>Payment sheets</p> <p>Financial reports</p> <p>Quarterly reports</p> <p>Annually reports</p>	Field monitoring visits and participation of recruitment process	contract management	effectively run the staffing process and HR management	
	NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed	<p>Strategic Plans for three Parliaments endorsed and implementation commenced</p> <p>Strategic Plan reviewed, refined and progress continued</p> <p>Strategic Plan Annual Reports produced on</p>	Locations	<p>Once during development &amp; endorsement</p> <p>Daily during implementation</p> <p>Quarterly Annually</p>	<p>Developed strategic plans</p> <p>Strategic plan annual reports</p> <p>Quarterly reports</p> <p>Annual reports</p>	Strategic plans to be developed and parliament to endorse it	<p>Availability and delay in deployment of expertise to support in developing strategic plans due to long internal management processes and security challenges</p> <p>Delay of strategic plans</p>	<p>Develop and maintain a roster experts in all the required fields</p> <p>Improve information sharing and communication with the parliaments and identify expertise needed as</p>	UNDP, NFP & SL/PL parliaments



		progress with implementation					endorsement and implementation	earlier as possible  Working closely with parliaments on the implementation of strategic plans  Sharing of information on daily basis and assess effectiveness of implementation strategies	
<b>Output 3 (Strategic Plan Objectives):</b> <i>MP's throughout the country are empowered to represent and remain accountable to the people and to provide leadership in a way that promotes national unity for Somalis, including young people and women,</i>	Improved understanding of key Public target groups of the role of Parliament and MPs	Public Information unit/officer within parliament established to support public outreach  Communications and Outreach Plan developed for NFP to raise awareness with public  Communications and	MPs Target groups Gender Age Locations Regions	Once	Work plans  Quarterly reports Annually reports	Develop outreach and communication workplan and framework developed	Lack of effective public information unit to implement outreach activities	Establish/strengthen public information unit and provide operational support in terms of experts and materials	UNDP, NFP & SL/PL parliaments

<i>participative &amp; representative democracy and more effective contribution to political decision-making.</i>		Outreach Plan implemented for NFP							
	Parliaments supported to develop and implement communication and outreach strategies with a particular focus on youth, women and marginalized groups.	<p>Parliament communication and outreach strategies developed</p> <p>Targeted outreach campaigns for women and youth groups organized</p> <p>Parliaments have communication and media strategies, and are more visible to people</p>	Target groups Gender Age Location Region	<p>Once during strategies development</p> <p>Monthly Quarterly Annually</p>	<p>Communication and outreach strategies</p> <p>Outreach campaign reports</p> <p>Quarterly reports</p> <p>Annually reports</p> <p>Activity pictures</p>	Communication and outreach plans to be developed prior to awareness public campaigns	<p>Unwillingness of women MPs and marginalized groups to participate in the activity</p> <p>Insecurity in some target areas and regions</p>	<p>Sensitization of women MPs and marginalized groups on the importance of their engagement in the outreach campaigns</p> <p>Put in place and monitor security situations and liaise with local authorities and security apparatus in the target areas</p>	UNDP, NFP & SL/PL parliaments

## **5.0. DATA SYSTEM**

A well-established data system is a precondition for good monitoring and evaluation plan. Therefore, the project will emphasize on capturing accurate and reliable data on timely basis. This will be done through a variety of strategies and activities that include:

- Developing and using specific forms/tools for project indicators
- Minimization of data errors by ensuring accurate recording, completeness and capture of data elements on real time basis
- Disaggregation by required categories, such as gender, locations, Parliaments, Committees, MPs, region and services

Data collected will be entered into an Ms Excel workbook to aggregate the entire data and information needs of the project. Output level data will be organized in a way that allows easy identification, retrieval and analysis using unique identity such as project site numbers, participant mobile telephone numbers and GPS coordinates, among others.

## **6.0. BASELINE DATA FOR IMPACT EVALUATION AND DATA COLLECTION**

The project will collect output-level data using developed data collection tools for monitoring purposes. Such data will be collected from various sources, for instance, training and meetings data collection forms will capture participant details in terms of names, gender, location, and designation, among other essential details. The project will develop and effectively utilize data tools (i.e. forms) for project indicators to ensure adequate information is collected from project interventions. Sub-grantees are key players in collecting data for monitoring and evaluation purposes. Therefore, the project will lay great emphasis on building their capacity in M&E and in conducting periodic and scheduled monitoring visits and reporting. Sub-grantees will also be trained on use of data collection tools developed by the project.

## **7.0. EVALUATION AND REPORTING**

The project will undertake an end-of-project evaluation to ascertain whether and to what extent the project met its goals and objectives, as set out in project documents. This independent evaluation will be conducted under the supervision of the Programme Board, and lessons learned will be continuously incorporated into programme implementation. Annual Interim Review Reports will focus on the extent to which progress has been made towards programme objectives and outcomes. Donor and stakeholder involvement in this process will be encouraged. The Interim Review Reports will be produced during the fourth quarter of each year as a basis for assessing the performance of the programme. This review will involve all key stakeholders and focus on the extent, to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes; it will also include a mid-point reassessment of programme objectives. At the conclusion of the programme, UNDP Somalia will initiate a full external evaluation to be incorporated into the Final Review Report, utilizing the baseline study as the principal means of assessing accomplishment of programme goals.

## **8.0 Building Monitoring Capacity among National Counterparts**

In order to enhance the capacity of the parliaments to monitor project activities, the project plans to support and provide the national counterparts trainings both theory and practical on how to conduct monitoring and evaluation activities, analyze data collected during the M&E exercises and use the findings to improve their specific project activities. During the training sessions they will also be trained on how to utilize different tools for data collection and field monitoring reporting formats. This capacity building will enable them acquire skills and knowledge to perform their M&E functions well, as it will make easy for them to routinely follow up activities and gather information on all aspects of the project as well as giving feedback about the progress of the project. Thus reporting enables the gathered information to be used in making decisions for improving project performance. As a result the limited capacity by the national counterparts will be improved once they are trained on monitoring and evaluation aspects. That's why the project consider it as

necessary in building monitoring capacity among national counterparts as an evidence driven process of strengthening the abilities of parliaments to perform core functions sustainably, and continue to improve and develop overtime.