

PROJECT TITLE

**SOOMAALIYA LOO'DHAN YAHAY (Inclusive Somalia)
STATE-BUILDING AND RECONCILIATION SUPPORT PROGRAM (SRSP)**

Project description

Somalia is undergoing a critical phase of state-building underpinned by complex and interwoven processes of reconciliation, federalization, constitutional development and collaborative governance requiring negotiated settlement on allocation of power and distribution of resources coupled with the urgency of preventive and mitigatory measures for recurrent conflicts at political and communal levels.

Responding to these contextual needs/dynamics and building on the key achievements, lessons learnt, and institutional partnerships secured through recently concluded Reconciliation and Federalism Support (ReFS) program,¹ a multiyear-successor project is being launched under the title of **SOOMAALIYA LOO DHANYAHAY** (Inclusive Somalia) aimed at deepening the organic processes of state-building with focus on (a) federal framework, (b) political and social reconciliation and (c) collaborative governance in Somalia. The State-building and Reconciliation Support Program (SRSP) is primarily an intergovernmental support project engaging FGS and FMS line-ministries, departments and institutions and forging strong interlinkages with civil society, women, youth, minority groups and conflict-prone communities by pursuing the principles of adaptive and iterative state-building, peace-building and collaborative governance in Somalia. The Program will do so by supporting institutional development and strengthening policy, planning and programmatic linkages in a strategic and catalytic manner, complementary to other ongoing or planned efforts, shaping the structure and scope of core government functions and context-sensitive service delivery model(s) in a dynamic environment.



THE ROAD TO STATE-BUILDING IN SOMALIA TRAVERSES THROUGH THORNY TICKET OF POLITICAL AND SOCIAL RECONCILIATION.

Under the overall guidance of Inclusive Politics Portfolio, the program will be implemented jointly with the UN Mission in Somalia (UNSOM) under the leadership of the OSRSG, to leverage its Good Offices role and convening power to mediate political agreements and build on the National Consultative Council (NCC) insights/agreements and new Government's strategic directions on state-building, reconciliation and collaborative governance.

UNCF Strategic Priority & NDP Pillar:

UNCF Strategic Priority 1: Inclusive politics and Reconciliation

UNCF Outcome(s).

- 1.1. Formal federal system strengthened, and state powers and service delivery effectively decentralized
- 1.2. Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable, and transparent

¹ Reconciliation and Federalism Support (ReFS) was implemented as a joint program (2019-2022) and supported by MPTF/SJF through Germany, Norway, Switzerland, and Sweden with supplementary support from UN-Peace-Building Fund (PBF). Additionally, UNDP deployed its core funds to bridge the intervening period after the endline of the ReFS and continued support under Project Initiation Plan (PIP) through State-building and Reconciliation Support Program (SRSP) covering June 2022 to June 2023. Apart from providing consistent institutional and capacity building support to the eight national/regionals counterparts, the REFS project was able to facilitate highest level processes of political reconciliation through NCC achieving peaceful political transition in May 2022. The project also facilitated several community level processes related to communal reconciliation and achieved two dozen peace agreements on clan/inter-clan conflicts through 'insider mediation'. The current project builds on the baselines, achievements and lessons learnt through ReFS and extends the SRSP from PIP to multi-year successor joint program based on the revised theory of change, expanded scope and outputs and enhanced partnerships with special features on adaptive and iterative project management.

NDP PRIORITY NDP 9 Pillar 1. Inclusive and accountable politics and reconciliation.
UNCF STRATEGIC OUTCOME

SJF Funding Window: Inclusive Politics

Project beneficiaries: All citizens of Somalia with special focus on women, youth, minority groups and conflict-prone communities

Project location: Mogadishu, Puntland, Jubaland, Southwest, Hirshabelle and Galmudug

Recipient UN Organizations: United Nations Development Programme in Somalia

Total estimated budget: USD 27,632,344

Funded Budget:

Unfunded budget:

Project gender marker score: GEM2

Related UN projects within/outside the SJF portfolio

democratic systems across all levels of government and governmental institutions

1.3. All Somalis live in a peaceful, inclusive, and cohesive society

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SDG:



Anticipated start date: 1 June 2023

Project end date: 31 December 2027

Implementing partners: Federal Ministry of Interior, Federal Affair & Reconciliation (MOIFAR) would be the co-signatory from the Federal Government of Somalia and following would be the core implementing partners: Office of the Prime Minister (OPM); Federal Ministry of Interior, Federal Affair & Reconciliation (MOIFAR); National Identity and Registration Authority (NIRA) MOIFAR, Galmudug; Independent Boundaries and Federation Commission (IBFC); Jubaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President/Ministry of Interior, Southwest (OoP, Mol, Southwest State); Office of the President, Ministry of Interior/Reconciliation Hirshabelle (OoP, Mol/R Hirshabelle); Office of the President Jubaland, Office of the President Galmudug, Office of President of Puntland, Puntland Ministry of Federal Affairs and Democratization (MOIFAD); and civil society organizations including NGOs and INGOs.

Sources of funded budget:

- **Somalia Joint Fund**

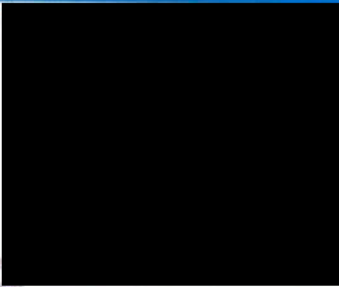
Project risk marker score: High

Support to facilitation of the constitutional review process and harmonization of the constitutional framework in Somalia. Joint Justice and Corrections Program, Joint Program on Local Governance

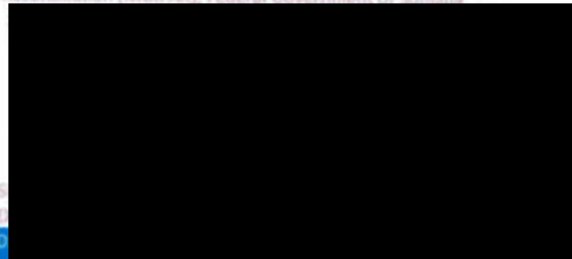
Project signatures

UN non-recipient organization(s)	National Authorities
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UNSOM
Name:



Name: Ministry of Interior, Federal Affairs and
Reconciliation (MOIFAR), Federal Government of Somalia

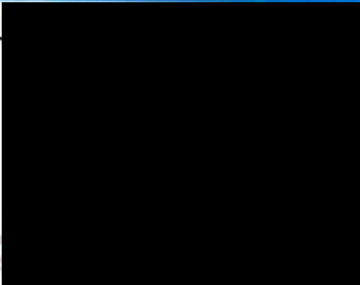


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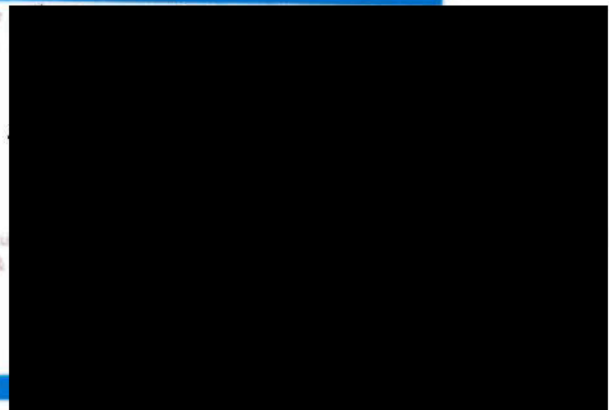
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UN recipient organizations

UNDP
Name



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Acronyms

SRC	Strategic Review Committee
UNDP	United Nations Development Programme
SGBV	Sexual and Gender-based Violence
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SGBV	Sexual and Gender-based Violence
SRC	Strategic Review Committee
UNDP	United Nations Development Programme

Executive Summary

Significance and Relevance: Somalia is navigating through its formative phase of state-building requiring negotiated settlement on the allocation of power and distribution of resources by engaging FGS, FMSes, civil society, women, youth, minority groups, think tanks, diaspora, elders' councils, and mobilizing local social capital for trust and consensus-building. The commitment to achieve these objectives has been enunciated in the 9th National Development Plan (NDP) in conjunction with key political agreements achieved through a series of high-level meetings of the National Consultative Council (NCC) leading to periodical public NCC Communiqués signed in May 2021, June 2022, December 2022 and March 2023. The frequent meetings and the forward agenda of the NCC since the peaceful transition of power in May 2022 infused a renewed spirit for state-building and peacebuilding. The agreement in December 2022 on the allocation of power and a hybrid justice system was celebrated as a key achievement of the political process. However, particularly in the area of power-sharing further details need to be elaborated and with one FMS opting out of the NCC Communique on the matters of allocation of power and the hybrid justice model means further dialogue is required.

Meanwhile, a key priority under the new administration in Somalia is the degradation of Al-Shabaab and stabilization support to the communities recovered from AS control. Reconciliation is at the heart of the National Stabilization Strategy launched in December 2022 establishing thematic linkages with the National Reconciliation Framework (NRF) and recognizing social cohesion and resilience at the community level as a central component for sustainable state-building and peacebuilding in Somalia.

However, the Government of Somalia has indicated that it lacks the requisite technical, operational and logistical resources to translate these collective needs and commitments into a demonstrable reality, necessitating Somalia's partners in the international community support and facilitate the ongoing phase of inclusive state-building, reconciliation and collaborative governance in Somalia.

Programmatic Focus: Responding to these contextual needs/dynamics and building on the key achievements,

lessons learnt, and institutional partnerships secured through recently concluded Reconciliation and Federalism Support (ReFS) program, a multiyear-year successor joint program is being launched under the title of **SOOMAALIYA LOO DHANYAHAY** (Inclusive Somalia) aimed at supporting state building, reconciliation and collaborative governance in Somalia.

The Project has been designed to deepen the strategic, technical, and institutional support to the FGS, FMSes and civil society actors with following four integrated thematic Outputs:

Output 1: Improved policy, planning and programmatic linkages for the effective implementation of national reconciliation and collaborative governance at FGS, FMS and District levels

Output 2: Processes of consensus building on federal framework and mechanism(s) for intergovernmental relations between and within FGS and FMSes are strengthened and the capacity of civil society for policy advocacy and public accountability is enhanced

Output 3: Operationalization of allocation of power is supported and institutional capacity enhanced on 'functional unbundling' and development of sector-specific governance frameworks at FGS, FMS and District levels

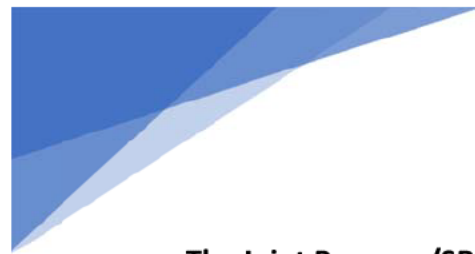
Output 4: Operationalization/outreach of an inclusive legal identification eco-system sensitive to the social contract is enhanced and national/regional counterparts are operationally equipped to deliver their institutional mandates effectively and efficiently

Contribution to National Priorities and international commitments: The Project is in line with Benchmark 2 of the UNSOM Independent Strategic Review, endorsed by the UN Security Council in Security Council Resolution 2657, NDP 9 Pillar 1. Inclusive and accountable politics and reconciliation and it also integrates the political commitments and priorities of the NCC May 2021, June 2022, December 2022 and March 2023 agreements, the National Stabilization Strategy (2022-26); and the National Reconciliation Framework. UNCF Outcome 1.2. Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable and transparent democratic systems across all levels of government and governmental institutions. SDG 5, 10, 16, and 17.

Expected results: The Joint Program would strive to create an enabling environment to facilitate the continuity of inter-state and intra-state dialogues towards consensus-building on contentious/pending issues underpinning *federal framework of governance*. The Joint Program would also help enhancing inclusiveness in the process of *political and social reconciliation*, bridging the gaps between top-down and bottom-up processes of state-building and peacebuilding by deepening the culture of *collaborative governance* at multiple levels. This initiative will also seek to document and address any potential resource-induced and climate-driven conflicts in the target areas. Following the Government priorities, the Joint Program would lay down the foundational work for stabilization focusing on rapid conflict mapping, establishing the interim administrations and setting up *collaborative governance committees/fora* in newly recovered areas aimed at consensus-based decision-making, generating shared understanding and forging commitment towards social cohesion at the grassroots level.

The Joint Program would contribute to strengthening social contract by supporting the operationalization of inclusive and non-discriminatory legal identification ecosystem; and enhance the role of civil society actors on state building, reconciliation and collaborative governance with the substantive participation of women, youth and minority groups and networks.

Donors and implementing partners: The Project would be supported by the contributing donors of SJF and UN member countries. In close collaboration with UNSOM and Integrated Office, the project would be implemented in partnership with the following counterparts at the FGS and FMS levels: Office of the Prime Minister (OPM); Federal Ministry of Interior, Federal Affair & Reconciliation (MOIFAR); National Identity and Registration Authority (NIRA), MOIFAR, Galmudug; Independent Boundaries and Federation Commission (IBFC); Jubbaland Ministry of Interior, Federalism and Reconciliation(MOIFR); Office of the President, Southwest (OOP, Southwest); Office of the President Hirshabelle (OOP, Hirshabelle); Puntland Ministry of Federal Affairs and Democratization (MOIFAD); and civil society organizations including NGOs and INGOs.



The Joint Program/SRSP would finally contribute to build ‘Inclusive Somalia’ by supporting the endogenous processes of state-building and peacebuilding with a focus on deepening the culture of collaborative governance at FGS, FMS, District, and community levels.

Situational analysis

State-building and constitutional development:

Somalia has, for the last 30 years, continued to experience varied degrees of fragility presenting challenges for its journey towards reconciliation, collaborative governance, and state-building. The country continues to experience myriad conflicts because of clan differences, violent armed conflict and competition for natural resources increasingly exacerbated by the impacts of climate change that have led to population displacements. The absence of effective governance structures also continues to be a challenge as the country lays down its structures which have been attributed to the country's constitution spelling out federalism without clear details on its implementation. Progress is however being made in Somalia and tremendous support from international agencies and partners is making a difference. The international partners have stepped in to offer both financial and technical support for reclaiming the country's stability.

Since 2012, Somalia has been under a Provisional Federal Constitution that establishes the country as a federation but leaves many important details of the federal arrangements to be negotiated by the stakeholders. Since then, there has been some progress in setting up the federal system, most notably the establishment of Federal Member States (FMS); however, the status of FMSes still remains *de-facto* without the necessary endorsement of the Federal Parliament. Additionally, the Provisional Constitution does set out some principles and mandates for federal-state cooperation referring to a few federal-level powers. However, most aspects of the distribution of powers and resources remain unsettled from political and constitutional perspectives. The allocation of powers remains highly contested, which is a central source of conflict between the FGS and FMSes. In addition to this vacuum, the matter of federal-state cooperation in key areas of governance and service delivery is severely affected by lack of technical understanding of Inter-governmental relations (IGR) and requisite platforms for dialogue at the depth and regularity necessary to sustain progress and capacity development.

BOX 1

The National Consultative Council (NCC): Creating Complementarities between Informal and Formal Avenues of Political Dialogue

The National Consultative Council (NCC) meetings, initially chaired by the interim Prime Minister, have been instrumental in unlocking the political stalemate on electoral framework and timeline by convening the highest-level political dialogues and negotiations starting from Dhusamareb-1 in 2020 that culminated in a joint Communiqué on 27th May 2021. Despite intermittent disruptions in the dialogues and repeated reversals in the deadlines, these rounds of dialogues between Somali leadership helped reaching a Somali-led and Somali-owned electoral framework paved ways and means for a subsequent peaceful transition of power in May 2022.

However, these forums remained informal, time-bound and ad-hoc in nature largely confined to election related agenda. It is currently being recognized by the stakeholders that these informal mechanisms and avenues of dialogue should be extended, and complimented by more enduring, predictable, and proactive institutional arrangement to iron-out longstanding issues related to state-building through negotiated settlements.

With its secretariat led by the Office of the President, the 9-member Council convenes the Federal and FMS executive leaders and the BRA, and is now chaired by the President of the FRS with following composition: President of the FRS – Chairman of the Council, Prime Minister of the FGS- Deputy Chairman of the Council, Deputy Prime Minister of the FGS, President of Puntland, President of Southwest, President of Galmudug, President of Jubbaland, President of Hirshabelle and Governor of BRA being members.

The NCC held on 27-31 October 2022 decided to form the NCC's terms of reference that outlined the structure, powers/responsibilities of the Council, process of reaching agreements, articles to be negotiated and implementation of the agreements. The NCC was repositioned to ascertain existence and development of collaborative relations between the Federal Government, the Federal Member States and Benadir Regional Administration in order to negotiate and agree on unified policies. The objective of NCC, as agreed by the members, is to establish procedures for political negotiations at national level that involve the FGS and FMS governments in order to help address serious challenges confronting the statehood and to reach agreements on issues that are priority to state-building through a sense of political unity. The Council pledged to be guided by the following general principles: (i) Inclusive agreements; (ii) Consultation and consensus; (iii) Process based on ownership, transparent and accountability; and (iv) Supremacy of the Constitution and the Law.

With intermittent gatherings, the NCC still remains ad-hoc, informal, flexible, and reactive body with no reference to the Provisional Constitution, which lays out similar entry points for the development of cooperative federalism by suggesting periodical Summit(s) of Executive Heads of FGS and FMSes (Article 51(3)). This Article makes it mandatory to have annual Summit on regular basis to discuss and agree on following overarching subjects and issues critical in carving out an operational framework on cooperative federalism in Somalia: (a) Strengthening national unity; (b) Security and peace of the country; (c) National socio-economic development, and common market policies of the country; (d) Promotion of the wealth of the people; and (e) Information sharing.

In order to facilitate the constitutional compliance of Article 51(3), efforts should be made to creating and strengthening predictable institutional spaces for continuous discussions on pending issues necessary for the operationalization of cooperative federalism in Somalia by transforming NCC from a *de-facto* to a *de-jure* body resourced by public funding with a clear sense of public accountability. This can be achieved by enhancing complementarities between informal and formal platforms of dialogue, contestation, negotiation and possible agreements on federal framework.

Consensus-building on the federal framework:

Somalia has achieved a critical milestone by completing a peaceful transition of power in May 2022 through a consensus-based framework of indirect (s)election previously agreed upon in May 2021 after a series of intense dialogues anchored by the National Consultative Council (*see Box 1*). The new President, Prime Minister, Deputy Prime Minister, and Council of Ministers have assumed their respective offices charting out a strategic trajectory from a ‘transition phase’ to a ‘consolidation phase’ by setting out policy directions through 7-point NCC Communique signed on 12 June 2022. Under this Communique, the FGS and FMS leadership agreed to initiate the necessary processes for the reconciliation and federalization in the country including completion of the constitution, national security structure, and uniform elections. In a subsequent NCC held in the final week of December 2022, the NCC members, apart from Puntland, agreed and signed the political agreement on two key areas having an integral bearing on the process of state building, namely: (a) the Separation/Allocation of Powers at three levels of government with exclusive powers at the federal level, exclusive powers to FMSs, concurrent/shared powers; and powers at the local government level; and (b) the Federalization of the Judiciary System by agreeing to adopt a hybrid judicial system. Meanwhile, the technical committees were tasked to prepare option papers on the electoral model, fiscal federalism and national security architecture, which were submitted to the Baidoa NCC in March 2023 for subsequent decisions.

According to the agreed power allocation arrangement (except Puntland), the powers will be divided into federal exclusive, state exclusive, concurrent/shared, and local government exclusive powers. The FGS will have 44 exclusive powers compared to 4 exclusive powers in the current Provisional Federal Constitution; FMSs will have 29 exclusive powers; 20 powers will be shared by the FGS and FMS; while 32 powers will be exclusive to the local governments. The document also lists the powers exclusive to the legislative bodies of the federal, state, and local governments (*see Figure 1*).

The agreement set out in the Communique includes a statement of principles and a detailed schedule of powers and functions. The Provisional Federal Constitutional of Somalia came into force in 2012, with the expressed intention of agreeing to most major

federal arrangements, including a detailed allocation of powers, in a permanent constitution by 2016. Since 2012 there has been little progress until now on this significant question of the allocation of powers, along with other key federal system issues. In short, matters of federal power and resource sharing are very sensitive and contentious, and combined with the general context of instability and political polarization, for several years, have been a source of conflict between the federal and state governments.

This has been a bottleneck for progress on the permanent constitution as well as for substantively establishing the system of federal governance and service delivery. Other federal matters also remain to be agreed upon, including but not limited to fiscal arrangements and the status of Mogadishu, among others. The timeline for agreeing to a permanent constitution remains uncertain but is a major priority for the international community and Somalia’s political leadership. Thus, any support to the federalization processes in Somalia needs to be managed with commensurate consideration for this contextual fluidity but most of all for the political and conflict sensitivity involved. Therefore, these agreements further require functional unbundling/analysis at the sectoral level providing operational guidance on the governance framework for service delivery at FGS, FMS and district levels (*see Figure 2*)

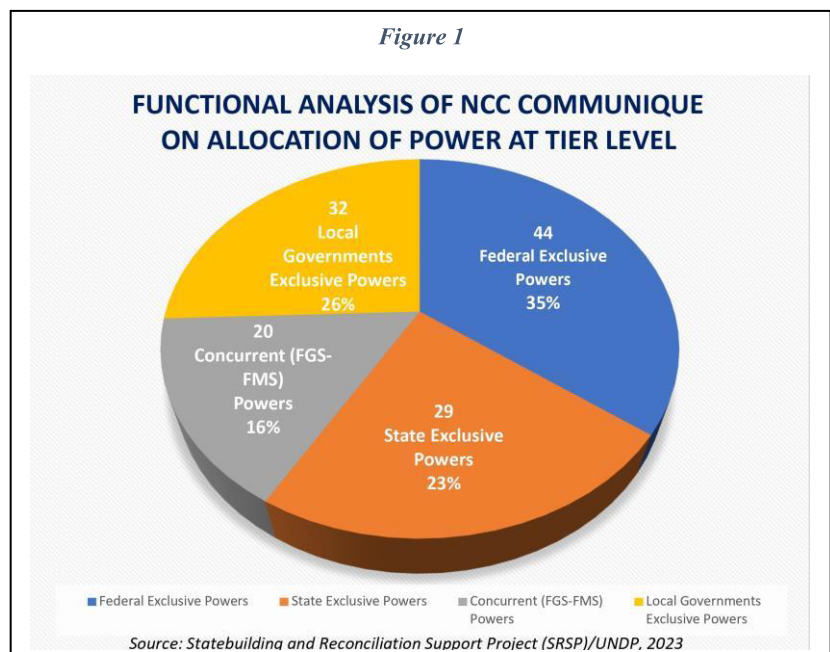
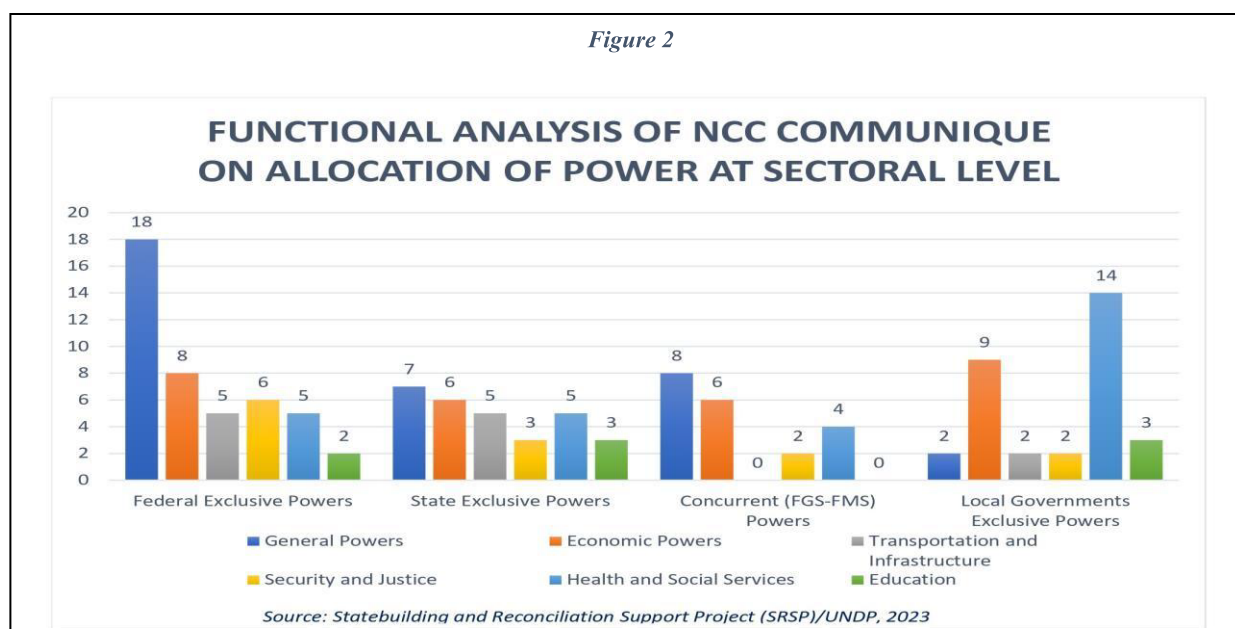


Figure 2



Building a legal ecosystem for foundational and functional identity:

Somalia endures another structural challenge for efficient governance in the absence of an authoritative and comprehensive national identification system. Inherent to this development challenge is the weak capacity for evidence-based planning, beneficiary targeting and service delivery as well as accountable administrative systems that stem from a lack of individual identity and up-to-date aggregate information about the citizenry. Across a range of fragmented public and private administrative systems, no single system provides secure documented *prima facie* evidence of a citizen's basic information and identity, and their claim to entitlements. Meanwhile, isolated efforts in various arenas to bridge this gap have led to fragmented initiatives that create costly and often unsustainable silos of information, while also imposing institutional and technical obstacles to interlinking identity information.²

In line with the allocation of power enumerated in the Provisional Constitution of Somalia³, the Federal Government of Somalia (FGS) has recently initiated the much-awaited development of a legal identification system as a foundational instrument forging a social contract between state and citizenry. The Identification and Registration of Persons Act (Law No. 009) has recently been signed into law on March 20, 2023. This law effectively replaces Law#41 which focused on the establishment of the National ID Authority and improved on the latter in several areas including the adoption of the Identity for Development (ID4D) guidelines,⁴ introduction of a governing board, and going through the necessary legislative process as expected. The Identification and Registration of Persons Act now empowers National Identity and Registration Authority (NIRA) to undertake necessary arrangements for rolling out the enrollment process.⁵ This is considered to be the foundation for a trusted identification system that not only registers citizens but also non-citizens legally residing in Somalia. Taking this act through the necessary legislative process is a key indicator of the acceptance and inclusive consideration of all the Somali

² UNDP Malawi is implementing a National Registration and Identification Systems Project which can provide a useful opportunity for the south-south cooperation informing the associated programming in Somalia. See <https://www.undp.org/malawi/projects/national-registration-and-identification-system-project>

³ Art 8(2) of the Provisional Constitution (2012) states: "There shall be only one Somali citizenship, and the House of the People of the Federal Parliament of Somalia shall enact a special law that shall define how to obtain, suspend, or lose it [citizenship]."

⁴ <https://id4d.worldbank.org/>

⁵ In December 2022, the State-building and Reconciliation Support Project (SRSP), UNDP-Somalia and UNDP-Pakistan jointly supported inter-ministerial study tour to Pakistan, with a high-level delegation comprising of seven Somali ministers representing both FGS and FMSes, including head of NIRA to understand as how to enhance state capacity involving national and sub-national governments to use legal ID as an enabler for inclusion and empowerment. A case study of Pakistan's National Database and Registration Authority (NADRA) was presented, and ideas for technical partnership were discussed with Somalia's delegation which informed the legislative and institutional framework of NIRA. See <https://www.app.com.pk/national/pakistan-to-help-somalia-build-national-identification-and-registration-system/>

NIRA Vision 2026



MODERN X



Figure 3

people as the Parliament is the legal representative of the people of Somalia. It is, therefore, important to implement the process of the identification and registration of citizens of the Federal Republic of Somalia that legally certifies the identity of the citizen and facilitates access to all the services s/he needs and enforcement of legally permitted rights. Legal identification establishes the right to citizenship leading to a number of entitlements for the social contract.

Reconciliation, stabilization and conflict prevention:

Meanwhile, a key priority under the new administration in Somalia is the degradation of Al Shabaab and stabilization support to the communities liberated from AS control. Reconciliation is at the heart of the National Stabilization Strategy launched in December 2022 establishing thematic linkages with the National Reconciliation Framework (NRF) and recognizing social cohesion and resilience at the community level as a central component for sustainable state-building and peacebuilding in Somalia. The National Stabilization Strategy is built on a commitment to a whole-of-government approach across following four inter-connected focus areas i.) Community Recovery, ii.) Social Cohesion and Reconciliation, iii.) Local Governance and iv.) Rule of Law (see Figure 4).

The ongoing efforts towards stabilization, thus, provides a critical window of opportunity for a policy re-think by recognizing that stabilization is one of many ongoing processes to support the broader goal of achieving structural stability in Somalia – rather than looking at it as an exclusive activity and a goal in its own right. Thus, stabilization requires to be looked at as the initial step in the institutional development process. While peace and stabilization activities are distinct in both content and scope from institutional development and governance activities, it is important to note that what happens prior to the formalization of institutions is as important as what occurs after – as effective stabilization seems to lead to smoother institutional development.⁶

Figure 4

Stabilisation partners: Operational update– Feb 2023

- **Status of Interventions:** 147 Total of interventions: (35%) 51 Completed; (18%) 26 Ongoing implementation; (27%) 40 Preparation; (10%) 15 Planned; (10%) 15 Assessments
- **No. of Interventions per State** (63%) 93 in Hirshabelle and (37%) 54 in Galmudug
- **No. of Interventions per Region** (37%) 54 in Hirshabelle; (26%) 39 in Middle Shabelle; (20%) 29 in Mudug; (17%) 25 in Galmudug
- **No. of Interventions per District in Hirshabelle** 93 in Hirshabelle: 3 Adale; 16 Adan Yabal; 11 Balcad; 16 Beletweyne; 2 Bullo Burto; 2 Jalalaqsi; 8 Jowhar; 1 Mahaday; 10 Mahas; 13 Mataban; 2 TBD
- **No. of Interventions per District in Galmudug** 54 in Galmudug: 1 Abudwaq; 1 Adaado; 11 Baxdo; 3 Ceel Buur; 4 Ceel; Dheere; 5 Dhusamareet; 2 Hobyo; 7 Wisil; 20 Xaardhere
- **No. of Interventions per sector** (63%) 93 Community Recovery; (14%) 21 Social Cohesion & Reconciliation; (14%) 20 Local Governance; (9%) 13 Rule of Law (Safety & Security)

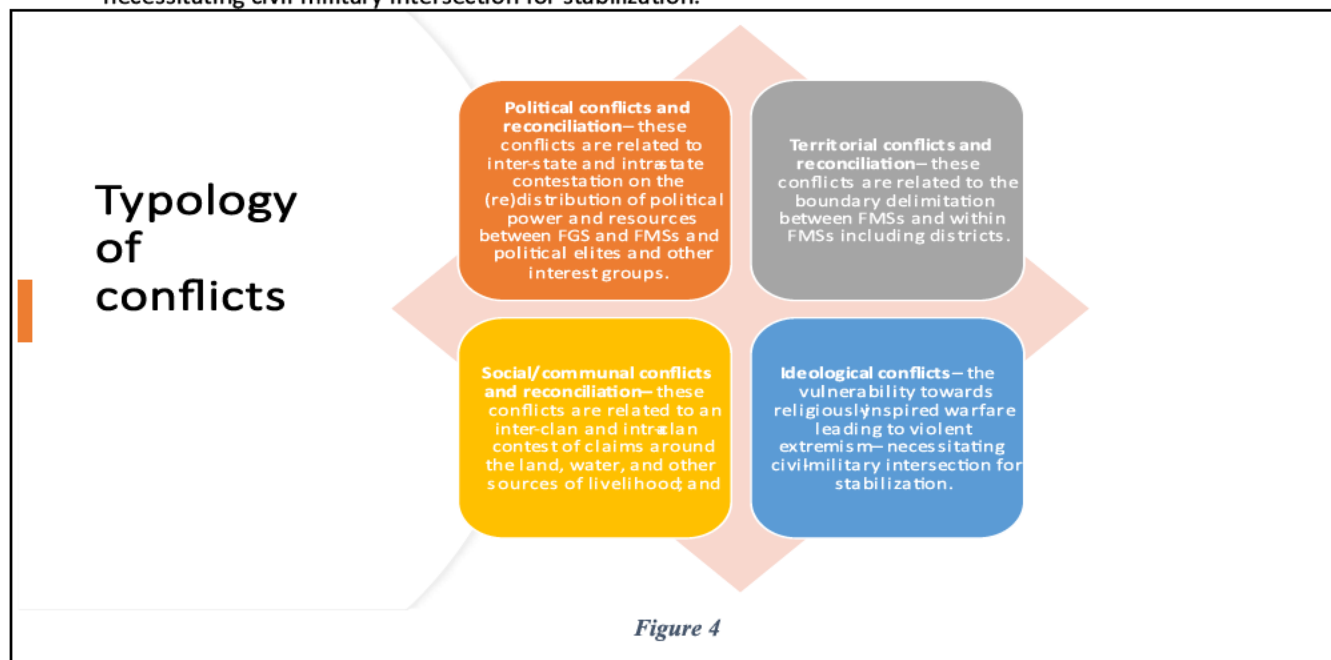
⁶ This is one of the key recommendations of Endline Evaluation of Support to Stabilization II Program, UNDP

Therefore, it is time to reconsider stabilization as an entry point for inclusive reconciliation and institutional development for collaborative governance at the local level paving the way for *building-state-from-below* adhering to the principles of bottom-up approaches to inclusive, anticipatory, agile and adaptive peacebuilding and durable governance. In the same vein, stabilization serves to provide a site for developing policy and institutional framework(s) for *collaborative community governance* models/systems in the newly recovered areas showcasing them as a microcosm of the state whereby the gap between top-down and bottom-up processes of state-building could be bridged and convergence between FGS, FMSes, District authorities, communities and civil society actors could be forged contributing to an enduring recovery, long-lasting resilience and structural stability. If political elements of inclusivity and negotiated power reconfiguration in the newly recovered areas are not taken into account at the initial planning phase; there is a risk that haphazard, uncoordinated and isolated stabilization actions and interventions could potentially create power-disequilibrium, trigger conflicts and fuel tensions across communities allowing recurrence of communal violence in the newly recovered areas.

Studies suggest⁷ that most of Somalia's armed clashes since 1991 have been fought in the name of clan, yet traditional clan elders are a primary source of conflict mediation and clan-based customary law serves as the basis for negotiated settlements preventing and mitigating armed violence. Clan elders and clan dynamics can, therefore, act both ways as escalators or de-escalators of violence depending on the nature of enablers and disablers of peace and violence.

Summarily, there are four main forms of conflict in Somalia today: political conflict, communal conflict, territorial conflict, and religious/ideological conflict reflected through violent armed conflict. These conflicts overlap, reinforce and trigger each other, and are aggravated by some common root causes: systemic failure, absence of effective governance, a culture of impunity, contest of identity and competition for resources and by the impacts of climate change related disasters such as droughts and floods in the geographic areas of the country more affected by these climate events.⁸ A boarder typology of conflicts in Somalia can be summarized as below:

- (a) Political conflicts and reconciliation – these conflicts are related to inter-state and intra-state contestation on the (re)distribution of political power and resources between FGS and FMSs and political elites and other interest groups.
- (b) Territorial conflicts and reconciliation – these conflicts are related to the boundary delimitation between FMSs and within FMSs including districts.
- (c) Social/communal conflicts and reconciliation – these conflicts are related to an inter-clan and intra-clan contest of claims around land, water, and other sources of livelihood; and
- (d) Ideological conflicts – the vulnerability towards religiously-inspired warfare leading to violent armed conflict – necessitating civil-military intersection for stabilization.



⁷ Conflict in Somalia: Drivers and Dynamics January 2005, WB.

⁸ The observations are based on the data generated through REFS pilot conflict mapping exercise conducted in 2020-2021.

BOX 2

Inclusive Peace: Voices of Somali Women Peacebuilders Key Insights

- Diversity, political underrepresentation, informal participation in public issues and, limited access to justice are the key characteristics of the social, political, and legal context in which the women peacebuilders have been doing peacebuilding activities.
- Somali women are a diverse group, divided along regional, class, and political lines. Their roles, relationships, and public contribution are not only shaped by the local, regional and national gender and conflict dynamics but are increasingly influenced by the international social and political trends.
- Women representation in the Somali parliament follows the clan-based quota system which is contested and, still needs to address the representational inequalities among diverse women groups. Evidence suggests that women's parliamentary leadership is often perceived to be serving the interests of clans, and powerful men or families rather than women's experiences and their unique perspectives on socio-economic conditions in Somalia.
- Somali women leadership often encounters exclusion, discrimination, or simply not being taken seriously. Somali women have little to no say in the judicial decisions that affect their lives. They often use informal local security or governance fora (such as... through the clans' structure and xeer (or Heer) system) to get involved in decision making. Their ability to access justice depends on the nature of the legal issue, available resources, and the system(s) of justice.
- They seem to perceive the ongoing conflict and violence in Somalia as a direct outcome of the politicization of grievances and suffering; gender-based violence (GBV); and youth exclusion and the related threat of violent armed conflict.
- The women peacebuilders see their role as being transformational change agents. They perceive peacebuilding as a collaborative activity, aimed at changing institutional and cultural practices.
- They begin engaging with the localized disputes and gradually develop themselves as peacebuilders. In so doing, they integrate themselves into a range of existing peacebuilding networks (including online) and alliances.
- Where they saw the need for new responses and ways in which women could contribute to peacebuilding processes, they establish new informal peacebuilding spaces, supporting women to take on new roles within their communities.
- They re-purpose Somali cultural traditions and norms to design and implement peacebuilding strategies such as using family and clan ties to wield influence over leaders and raise funds for peace activities. They lack consistent and adequate financial and organizational support.
- They believe that experience, training, security, and community trust and status are essential for doing peacebuilding activities effectively.

Source: CAN and UNDP, 2022. *Inclusive Peace: Voices of Somali Women*

Recognizing the need to address these dynamic conflicts within the ambit of inclusive institutional arrangements, the Provisional Constitution provides for the establishment of the National Truth and Reconciliation Commission. However, a broad-based discussion is required to amend/implement this provision per local preferences – contributing to strengthening the infrastructure for peace in Somalia with effective participation of civil society, women, youth, and minority groups. The project would facilitate FGS and FMS stakeholders to initiate a dialogue on the relevance and scope of such a Commission to be conceived as an instrument of social healing in Somalia society.

Gender, youth and civil society: With a clan-based 4.5 formula of political selection, national and sub-national government structures tend to mirror clan hierarchies and perpetuate societal discrimination. The 4.5 formula is designed to provide for an equal quota of representation to the four “major” clans, and a half-point to a cluster of “minority” clans. It does not, however, consider the hierarchical sub-division of the major clans into multiple layers of sub-clans, leaving most sub-clan members of so-called majority clans equally marginalized. The elder-led system reinforces age-and gender-discriminatory power structures that exclude young people and women from public decision-making.

Despite affirmative actions and positive efforts of the Somali Government, there are still significant challenges to address in order to tackle gender inequalities in the country, such as the representation of women in decision-making positions. Even though the representation of women in the Federal Parliament and in the cabinet is a sign of improvement, the indirect elections organized in April 2022 led to the selection of 54 women MPs out of 275 MPs and 14 women senators out of 54 senators of the Upper House, which represents a decrease compared to the previous elections (21% vs 24% in 2016). Although expected by most of the Somali women from civil society, the number of women in both chambers declined from 80 to 68. Indeed, detailed mechanisms to avoid such decrease were not implemented by the FGS, except for a partial reduction of candidate fees (*see Box 1 Inclusive Peace: Voices of Somali Women Peacebuilders*).

Somalia has one of the youngest populations in the world, with youth constituting more than 70 per cent of the total population (UNDP Somalia). However, based on the prominence of clan elders, Somalia's traditional governance system dominated by elderly men fuels age-based discrimination. Despite facing political and socio-economic exclusion, it is often overlooked that young people are also critical local actors for development,

peacebuilding, and social cohesion. Historical disregard for these intersectional power structures in conflict analyses has created limited opportunities for a more prominent role of young women and men. There is a crucial need to unpack how gender- and age-based power dynamics influence conflict systems and opportunities for peace and to adopt a gender and youth-responsive approach that ensures fully inclusive peacebuilding and reconciliation efforts.⁹

⁹ <https://www.unssc.org/news-and-insights/blog/peer-learning-tool-enable-youth-responsive-infrastructures-peace>

1. Project strategy

Adaptive approach to state-building and peacebuilding:

Building resilient and peaceful societies requires having in place the functional structures, constructive social relationships, and institutions to resolve differences through dialogue and understanding, as how and where tensions might arise in order to respond before they erupt into violence. It is, therefore, critical for national/local structures, institutions and capacities to be sustainable. State-building, in this sense, is defined as ‘action to develop the capacity, institutions and legitimacy of the state in relation to effective political processes for negotiating the mutual demands between state and societal groups.’¹⁰ Effective states matter for development, and the prospects for moving from *fragility* to *resilience* depend on the capability, accountability and responsiveness of the state and its relationship with society. Thus, the processes of statebuilding will often develop alongside and in a mutually supportive relationship with peacebuilding, with both processes supported by a range of internal and external actors including the development community. However, a peace process to become sustainable, resilient social institutions need to emerge from within, i.e., from the local culture, history, and socio-economic context. Thus, an adaptive peacebuilding-informed approach to sustaining peace would “safeguard, stimulate, facilitate, and create the space for local societies to develop resilient capacities for self-organization” (De Coning 2018). International actors can assist and facilitate this process, but if they interfere too much, they will undermine the self-organizing processes necessary to sustain resilient social institutions (De Coning 2018). Correspondingly, Infrastructure for Peace (I4P) represents a dynamic network of skills, capacities, resources, tools and institutions that support the integrated approach to peacebuilding and sustaining peace rooted in the development priorities.

Inspired by the adaptive approaches to state-building and peacebuilding, and informed by the local context, SRSP would strive to play its catalytic role as a strategic and programmatic anchor giving primacy to the building blocks which could potentially facilitate, inform and deepen the processes of statebuilding, political and social reconciliation and collaborative governance, and help consensus-building on Somali-led and Somali-owned federal framework of governance in the country.

A. Project content

Global experience establishes that reinforcing social cohesion is critical to preventing and mitigating violent conflicts, or helping societies transition out of fragility. In this sense, social cohesion refers to the quality of relationships between individuals and groups in society (horizontal aspect) and between people and the institutions that serve them (vertical aspect). Reconciliation refers to the propensity of conflicting groups to come closer to each other. In broader terms, the vision for social cohesion in Somalia is directed to establish a peaceful, inclusive, and resilient state and society that can navigate through adversities and adapt to the given opportunities. In the Somali context, ‘reconciliation’ remains a key to unblocking the attendant processes of social cohesion, collaborative governance, and state building.

Studies suggest that an array of local and regional governance arrangements have emerged since the 1991 collapse of the state in Somalia presenting the case of the rise of ‘governance without government’¹¹ with the informal systems of adaptation, security and governance in response to the prolonged absence of effective central and regional governments. This development is being driven by the evolving role of coalition of business groups, traditional authorities, and civic groups in promoting more “organic” forms of public order, governance and rule of law.¹² It is argued that the repeated failures of top-down efforts to revive Somalia’s central government must not obscure the significant success of governance-building efforts within some local Somali communities.¹³ In view of the dynamic social capital and communities’ resilience demonstrated through informal systems of adaptation, Somalia presents a greater potential of achieving social cohesion through locally-defined systems of ‘collaborative governance’ (see Box 3).

Against this backdrop the SRSP would be promoting key elements of collaborative governance building on existing structures and processes of decision making related to state-building and reconciliation. The counterparts would be provided with technical, logistical and operational infrastructure to strengthen the culture of collaborative governance by optimizing the

¹⁰ Supporting State building in Situations of Conflict and Fragility: Policy Guide – OECD 2011

¹¹ Menkhaus, Ken. “Governance without Government in Somalia Spoilers, State Building, and the Politics of Coping.” *International Security*, vol. 31, no. 3, 2006, pp. 74–106.

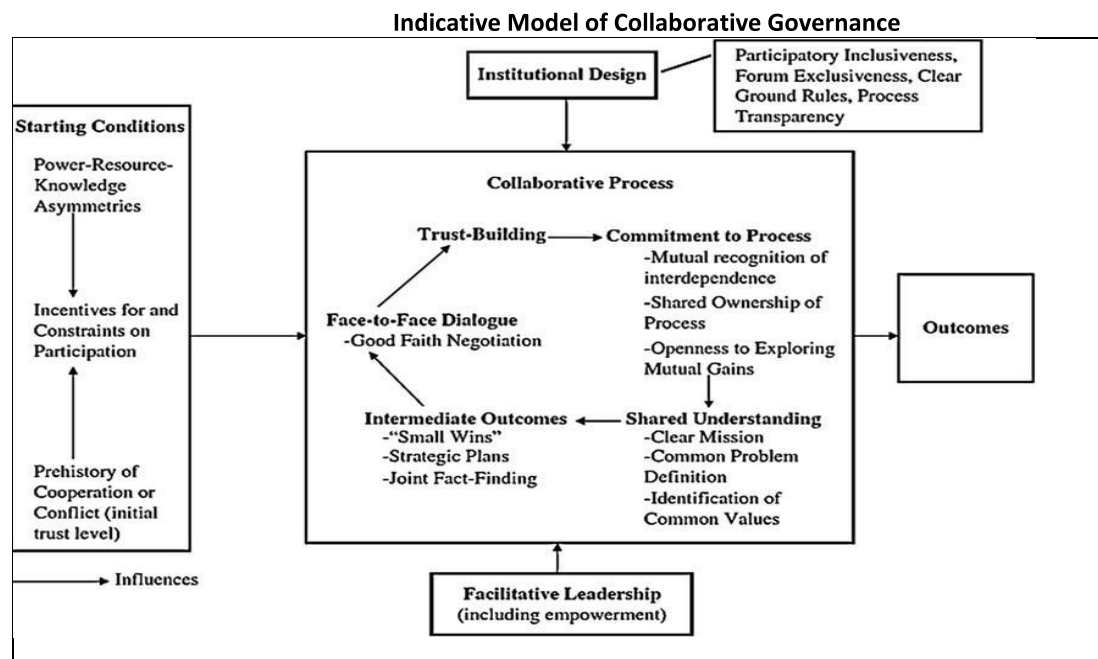
¹² Ibid.

¹³ Ibid.

role of local business groups, traditional authorities, civic groups, women, youth and minorities in the course of project implementation.

Box 3: Indicative Model of Collaborative Governance¹⁴

Various models of ‘collaborative governance’ are informed by the contingency approaches defining it as a ‘governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal [and informal], consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.’¹⁵ Collaborative governance covers both the informal and formal relationships in problem solving and decision-making. The collaborative governance may focus on sector-specific governance issues like site-based management of schools, community policing, watershed councils, regulatory negotiation, collaborative planning, community health partnerships, and natural resource co-management etc. Three core variables with (a) starting conditions, (b) institutional design, and (c) facilitative leadership are represented as either critical contributions to or context for the collaborative process towards desired outcomes through collaborative governance. *Starting conditions* set the basic level of trust, conflict, and social capital that become resources or liabilities during collaboration. *Institutional design* sets the basic ground rules under which collaboration takes place and *Facilitative Leadership* provides essential mediation and facilitation for the collaborative process. The collaborative process is highly iterative and nonlinear.



A series of factors are identified that are crucial within the collaborative process itself. These factors include face-to-face dialogue, trust building, and the development of commitment and shared understanding. Literature suggests that a virtuous cycle of collaboration tends to develop when collaborative forums focus on “small wins” that deepen trust, commitment, and shared understanding.

Vision

In line with the aspirations of the people; and resonating with the vision of the national and regional administrations of Somalia, this program commits to creating an enabling environment for stakeholders at the national, regional, and local stakeholders, civil society actors and communities to (re)build an Inclusive and Peaceful Somalia - **SOOMAALIYA LOO'DHAN YAHAY.**

¹⁴ Collaborative governance model which depicts the process of collaborations among stakeholders. Source: Adapted from “Collaborative Governance in Theory and practice,” by Ansell and Gash (2007)

¹⁵ Ansell, Chris & Gash, Alison. (2008). Collaborative Governance in Theory. Journal of Public Administration Research and Theory.

Objectives

In the context of the ongoing formative phase of statebuilding in Somalia, the project's core objective is to create an enabling environment to introduce, nurture and integrate institutional approaches, operational frameworks, coordination and implementation mechanisms for consensus-building on contentious/pending issues facilitating high level political, strategic and policy dialogues to unlock the political stalemate on the allocation of power and distribution of resources at the FGS, FMS and District levels. The project also aims to bridge the gap between top-down and bottom-up processes of state building, reconciliation and collaborative governance with special reference to newly recovered areas. The project is also aimed at the capacity development of Somali stakeholders by administering peer learning programs, developing policy and regulatory instruments, streamlining business processes and improving policy and programmatic linkages for collaborative governance at the community level.

Past Programs and Lessons Learnt

The project's vision, objectives and outputs are drawn upon the lessons identified in close collaboration with the international partners and the national counterparts, which were also confirmed in the thematic evaluation (2022) covering the issues of constitutionalism, parliamentarism and federalism and reconciliation. Following are key lessons learnt:

- The success of the constitutional review process is directly proportional to the degree of consensus on the locally-owned 'federal model' – (re)defining and agreeing on the jurisdictional delimitation of power and distribution of resources at multi-governance levels i.e., FGS, FMS and Local Governments.
- Constitution is to be considered as an instrument of conflict management/resolution being reflective of the necessary consensus between stakeholders on contentious issues – the lack of which stalled the progress on constitutional development.
- A concerted and coordinated support to reconciliation efforts will have ripple effects on other key elements of state building, as the ongoing processes related to the constitutional review, cooperative federalization and democratization have a direct bearing on the processes and dividends of reconciliation at political and societal levels.
- Therefore, a strategic and programmatic repositioning is required giving primacy to the drivers which could potentially facilitate, deepen and influence the processes of political and social reconciliation, and help consensus-building on a workable federal model of governance in Somalia leading the constitutional review and codification of political agreements into the 'last mile delivery' in the overall process of state-building.
- It is time to reconsider ongoing stabilization efforts as an entry point for inclusive reconciliation at the local level paving the way for *building-state-from-below*. Stabilization also serves to provide a site for developing *collaborative community governance* models/systems in the newly recovered areas showcasing them as a microcosm of state whereby the gap between top-down and bottom-up processes of state-building could be bridged and convergence between FGS, FMSes, District authorities, communities and civil society actors could be forged contributing to an enduring recovery, long-lasting resilience, and structural stability.
- It is necessary to develop strong collaboration between the relevant UN agencies and units, such as UNDP Rule of Law and Security Portfolio, UNDP Economic Recovery and Institutional Development Portfolio, and UNDP Resilience and Climate Change Portfolio, relevant UNSOM's units, such as PAMG, Rule of law and Security Institutions Group (ROLSIG), Human Rights and Protection Group (HRPG) and Integrated Electoral Support Group (IESG), UNWOMEN etc. or the World Bank, to build on existing agreements on fiscal federalism and taxation. This approach will ensure multi-sectoral approach and contribute to facilitation of the political processes leading to consensus on state building matters.¹⁶
- A close collaboration with other stakeholders engaged in the arena of inclusive politics with focus on constitutional development, federalization, reconciliation and governance should be institutionalized and effective forums of information sharing, and peer learning should be activated to create synergies and complementarities and avoid overlaps and duplications. In this case a periodical stakeholder mapping should be conducted and mechanisms of information sharing between internal actors to be streamlined (refer section 4 on Project Management).

¹⁶ Somalia Joint Fund Strategy Note for the Inclusive Politics Window (2023-27)

Outcome

The project is designed to contribute to the following overarching Outcome/Outputs guiding country's assistance in the realm of inclusive politics, state-building and reconciliation:

- **UNCF's Strategic Priority 1:** Inclusive Politics and Reconciliation with a direct link to the Outcome 1.1: *Formal federal system strengthened, and state powers and service delivery effectively decentralized*. UNCAF Output 1.1.2: *Federalist governance model is strengthened to effectively deliver services to citizens in line with the constitutional and legal arrangements*. The project is also related to the UNCAF Outcome 1.2: *Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable, and transparent democratic systems across all levels of government and governmental institutions*. 1.3: *All Somalis live in a peaceful, inclusive, and cohesive society*.
- **UNDP/CPD Programme Priority 1** - Governance, Inclusive Politics and Reconciliation: Output(s): Output 1.3. Federalist governance model strengthened, and National Reconciliation Framework (NRF) implemented
- **NDP 9 Pillar 1.** Inclusive and accountable politics and reconciliation.
- **Sustainable Development Goals** - Goals 5, 10, 16 and 17
- **UNDP Strategic Plan (2022-2025) Signature Solution 6:** Governance: Helping countries address emerging complexities by "future-proofing" governance systems through anticipatory approaches and better management of risk
- **SJF Somalia Joint Fund Strategy Note for the Inclusive Politics Window (2023-27)**

Purpose:

In the pursuance of above-mentioned Outcomes/Outputs at the high level, the project would strive to create enabling environment with necessary technical support to the Somali stakeholders for negotiated settlement(s) on allocation of powers and distribution of resources between FGS, FMS and Districts by mainstreaming gender and age-responsive reconciliation and statebuilding processes and plans towards **Inclusive and Stable Somalia**.

Baseline:

Somalia is in a critical phase of statebuilding requiring negotiated settlement on the allocation of power, impacts of climate change related events that affect government roles and responsibilities, distribution of resources and addressing recurrent conflicts by engaging FGS, FMSes, civil society, women, youth, minority groups, think tanks; and mobilizing local social capital for trust and consensus-building towards an inclusive social contract.

The commitment to achieve these objectives has been enunciated in the 9th National Development Plan (NDP) in conjunction with May 2021 Communique, June 2022 Communique, October 2022 Communique, December 2022 Communique, March 2023 Communique of the National Consultative Council (NCC) and Federal Government's Policy Commitments/Plans (2022-26).

However, the Federal Members State of Puntland did not participate in December 2022 and March 2023 NCC meetings and pulled out from the process which was earlier supported and represented by the President of Puntland. In reaction to the December Communique signed by other FMS heads, the Puntland leaders issued a public protest letter discontinuing their participation in the high-level political dialogues. This political development adversely affected the momentum of consensus-building on contentions issues. However, at a later stage, the President of Puntland constituted a technical committee mandated to develop issues that could be taken up with Federal Government at the technical levels only, halting the political engagement on the NCC process.

Indicator:

The process of consensus-building is facilitated and infrastructures for peace are enhanced at FGS, FMS and District levels facilitating inclusiveness in the process of reconciliation, federalization and collaborative governance.

Outputs

Integrating the elements of gender and age-responsiveness at the outset of the programmatic design, the SRSP would be focusing on the following four interrelated and mutually reinforcing outputs by optimizing the achievements of erstwhile REFS and ongoing PBF-supported projects on Political Transition, and Women, Peace and Protection Programme:

Output 1: Improved policy, planning and programmatic linkages for the effective implementation of national reconciliation and collaborative governance at FGS, FMS and District levels

Baseline: Review of National Reconciliation Framework initiated, and National Strategy on Stabilization launched in December 2022, this provides for a timely opportunity to link both processes at policy, planning, coordination, programming and implementation levels.

Indicators

- # of stakeholder consultations on NRF review reprocess with meaningful participation of women, you and minority groups
- # of joint conflict mapping and need assessment missions and # of action plans on 'collaborative community governance' in #of newly recovered areas with meaningful participation of women, you and minority groups
- #of inter-ministerial/inter-governmental coordination mechanisms/forums activated on reconciliation and collaborative governance with meaningful participation of women, you and minority groups
- # of reconciliation conferences organized for the pre-formation of transitional authorities/interim administration in the #of newly recovered areas
- # of Community-based Governance Committees (CBGCs) formed, capacitated and activated in #of newly recovered areas
- # of 'insider mediation' interventions conducted addressing clan/inter-clan conflicts

Activities

- Establish and activate 'Somalia Conflict Navigator' engaging FGS, FMSes and civil society organizations working on conflict mapping – mainstreaming nexus approach at the data collection level. The Navigator would serve as a dynamic platform for the mapping, planning and tracking of reconciliation and governance related initiatives.
- Support stakeholder consultations on the NRF review process feeding into the dialogues on thematic integration of reconciliation and stabilization.
- Support reconciliation conferences to be organized for the pre-formation of transitional authorities/interim administration in newly recovered area/district.
- Support joint mission on conflict mapping and needs assessment and formulation of action plans on 'collaborative community governance' in newly recovered areas (linking with JPLG's community monitoring groups).
- Support establishment/activation of inter-ministerial/inter-governmental coordination mechanism/forums on reconciliation and collaborative governance (5 FMSes, 1 BRA and 1 FGS) - linking with JPLG local governance coordination).
- Support formation, capacitation and activation of Community-based Governance Committees (CBGCs) in newly recovered areas.
- Support 'insider mediation' intervention at FMS/district/community levels addressing clan/inter-clan conflicts with meaningful participation of women, you and minority groups
- Organize peer learning program (PLP) on conflict prevention and collaborative governance at the FMS level informed by elements of climate security with meaningful participation of women, you and minority groups – connected with the activation of Somalia Conflict Navigator (SomCon) and formulation of FMS and District reconciliation plans with the active participation of civil society, women, you and minorities.
- Establish activate 'Communities of Practice' on reconciliation and collaborative governance with meaningful participation of women, you and minority groups
- Support FMSes to develop State Stabilization Strategies and Plans
- Organize quarterly/semi-annual output-level learning session (inclusive of a light political economy, drivers of change analysis, program continuity/criticality & contingency and other considerations for adaptation drawn from review of the theory of change and progress of implementation). Linked with adaptive management.

Output 2: Processes of consensus building on federal framework and mechanim(s) for intergovernmental relations between and within FGS and FMSes are strengthened and the capacity of civil society for policy advocacy and public accountability is enhanced

Baseline: Political agreements on key issues shaping the federal framework and institutional mechanisms for the management of intergovernmental relations (IGR) have not been achieved hindering the constitutional review and

statebuilding processes. Furthermore, the process of state-building remained top-down dictated by ‘elite-bargain’ with little or no meaningful participation of civil society actors and networks. Additionally, the status of FMSes remains de facto pending legalization/formalization by the federal parliament.

Indicators

- #of high-level political/political/policy dialogues on issues related to the federalism framework and IGR with effective participation of civil society, women, youth and minority groups.
- #of agreements on boundary delimitation at FMSes and District levels facilitated with effective participation of civil society, women, youth and minority groups.

Activities:

- Support National Summits/NCCs on Federalism and effective participation of civil society, women, youth and minority groups.
- Support inter-state and intra-state dialogues on state-building, reconciliation and collaborative governance.
- Support inter-ministerial meetings on IGR (link with JPLG decentralization forums).
- Support DG Coordination Forum to be organized monthly at the FGS and FMS levels.
- Organize Peer Learning Programs (PLP) for high level government functionaries on the sectoral planning for the formulation and operationalization of federalized service delivery mechanisms with effective participation of civil society, women, youth and minority groups.
- Support multistakeholder consultations and advocacy endeavors to build consensus on the legislative framework and institutional mechanism of IGR with reference to the establishment of Interim Inter-State Commission¹⁷ at the FGS and FMS levels.
- Support IBFC for the consensus-building and formalization of boundary delimitation of FMSes and finalization of the number and names of districts within FMSes - with effective participation of civil society, women, youth and minority groups.
- Organize quarterly/semi-annual output level learning session (inclusive of a light political economy, drivers of change analysis, program continuity/criticality and contingency and other considerations for adaptation drawn from a review of the theory of change and progress of implementation).

Output 3: Operationalization of allocation of power is supported and institutional capacity enhanced on ‘functional unbundling’ and development of sector-specific governance frameworks at FGS, FMS and District levels

Baseline:

In December 2022, the NCC members, apart from Puntland, agreed and signed the political agreement on two key areas having an integral bearing on the process of state building, namely: (a) Allocation of Powers and (b) Federalization of the Judiciary. These agreements further require functional unbundling/analysis at the sectoral level providing guidance on the governance framework at FGS and FMS levels.

Indicators

- # of consultative sessions/policy dialogues of inter-governmental technical committees/working groups organized on functional unbundling with effective participation of civil society, women, youth and minority groups.
- #of technical/policy papers produced on the value-chain analysis of key sectors and #of technical option papers on sectoral governance frameworks and institutional rules of business.

Activities

- Support the establishment and activation of Inter-Governmental Technical Committee(s) on Functional Unbundling in relation to the Allocation of Power agreed upon by NCC meetings in December 2022 and March 2023.

¹⁷ The Article 111 F of the Provisional Constitution of Somalia provides for the establishment of Inter-state Commission to be established by the federal law aimed at: (a) facilitating intergovernmental coordination and cooperation among the Federal Government and the governments of the Federal Member States; and (b) resolving any administrative, political or jurisdictional disputes between the Federal Government and one or more governments of the Federal Member States or between the governments of Federal Member States. The Article further stipulates that the Interstate Commission shall be composed of members appointed by the Prime Minister and at least an equal number of members appointed by each government of the Federal Member States.

- Support consultative sessions/policy dialogues of the inter-governmental technical committees/working groups organized on 'functional unbundling' with effective participation of civil society, women, youth and minority groups.
- Establish and activate a national knowledge network/community of practice to bridge the knowledge gap on federalism and statebuilding.
- Conduct a scoping study on Federalism/Inter-Governmental Relations in Somalia – providing a baseline for the framework of the federalism toolbox, including consultations with UNSOM, UN agencies, government stakeholders, central government and federal member state level, and civil society organizations.
- Develop federalism toolbox and guidelines in consultation with stakeholders to inform and guide the methodologies and processes of functional unbundling in view of existing lists on 'allocation of power'. The scope of the toolbox developed may go beyond the unbundling of functions as related issue areas might need to be addressed based on the needs assessment to be undertaken in the scoping study and additional requests from Somali counterparts.
- Development of a training curriculum for Somali government representatives to be able to use the toolbox as planning appraisal and implementation tracking tool in line with Core Government Functions.
- Consultations with government officials from the Central Government and Federal Member States to pre-test ideas and guidelines and development of a plan of action for ministerial-level unbundling to ensure the operationalization of the envisaged allocation of power.
- Organize study tours/exposure visits focusing on issues related to federalism and IGR management under South-South and Triangular Cooperation - with effective participation of civil society, women, youth and minority groups.
- Engage civil society organizations, NGOs, INGOs, Universities, think tanks, and local government associations for policy advocacy on inclusive state building and participatory federalism – through Low Value Grants (LVGs) and Responsible Parties (RPs) - with effective participation of civil society, women, youth and minority groups.
- Produce high-quality policy research papers/knowledge products informing the technical dimensions of political process of federalization and statebuilding with effective participation of civil society, women, youth and minority groups.
- Organize quarterly / semi-annual output level learning session (PE / DoC analysis, program continuity/criticality & contingency and considerations for adaptation).

Output 4: Operationalization/outreach of an inclusive legal identification eco-system sensitive to the social contract is enhanced and national/regional counterparts are operationally equipped to deliver their institutional mandates effectively and efficiently

Baseline

Somalia did not have the foundational identification necessary for enabling basic administrative functions such as compiling vital statistics. The country has less than 5 percent birth registration rate. The Identification and Registration of Persons Act (Law No. 009) was signed into law on March 20, 2023. This law effectively replaces Law#41 which focused on the establishment of the National ID Authority and improved on the latter in several areas including adoption of the ID4D guidelines, introducing governing board, and going through the necessary legislative process as expected. The Identification and Registration of Persons Act now legitimizes National Identity and Registration Authority (NIRA) and its work.

National/regional counterparts require necessary operational support to deliver their institutional mandates effectively and efficiently.

Indicators

- Legal, regulatory and institutional framework for the national ID to govern the identification system and agencies is in place and operationalised.
- % of national identity enrollment with 50% participation of women, youth and minority groups

Activities

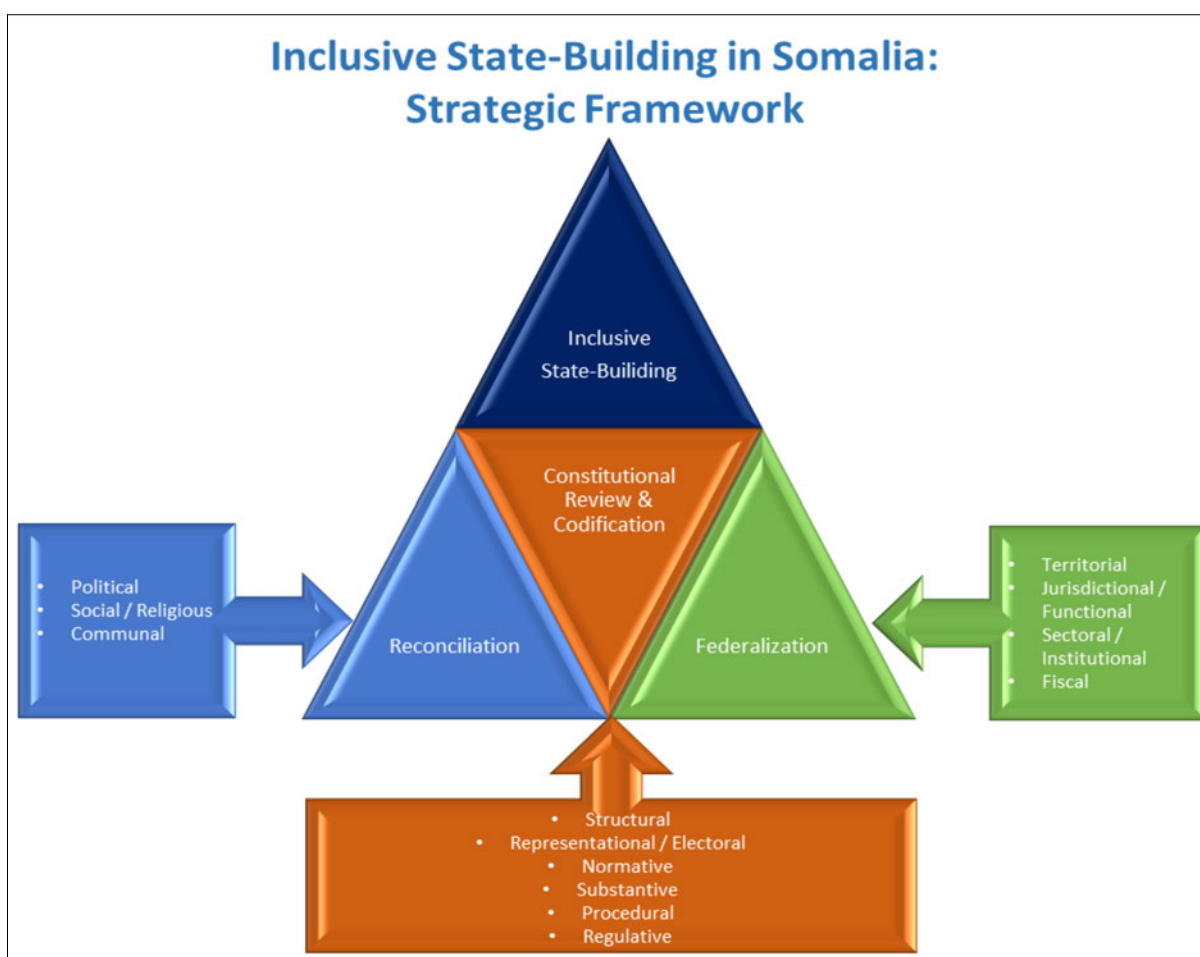
- Facilitate multi-stakeholder and inter-governmental consultations for necessary consensus-building on the implementation of the legal/regulatory framework of national identity and registration authority.
- Strengthen the institutional capacity of the National Identity and Registration Authority (NIRA) for the strategic planning towards inclusive enrollment involving FMSes and district authorities (linking with JPLG support and partnership networks at the local levels).

- Facilitate NIRA for the inclusive enrollment/registration of national identity.
- Support civic education/social mobilization campaigns to enhance the outreach of national identity and registration authority.
- Support NIRA to develop the framework for the integration of foundational and functional identity.
- Organize study tours and exposure visits of NIRA management following south-south cooperation.
- Support IPs/RPs at the FGS and FMS levels for effective and efficient documentation and knowledge management including secretarial, IT, e-governance and infrastructural support.
- Organize quarterly / semi-annual output level learning session (inclusive of a light political economy, drivers of change analysis, program continuity/criticality & contingency and other considerations for adaptation drawn from review of the theory of change and progress of implementation). This activity is linked with adaptive management.

B. Theory of change

State-building is a deeply political process forged out of complex struggles over the balance of power, the rules of engagement, state-society interactions, and resources distribution. Experiences from other contexts¹⁸ suggest there are three critical aspects that underpin the social contract and are at the core of state-society relations:

- The political settlement, which reflects the implicit or explicit agreement (among elites principally) on the “rules of the game”, power distribution and the political processes through which state and society are connected.
- The capability and responsiveness of the state to effectively fulfil its principal functions and provide key services.
- Broad social expectations and perceptions about what the state should do, what the terms of the state-society relationship should be and the ability of society to articulate demands that are heard and responded to.



¹⁸ Supporting Statebuilding in Situations of Conflict and Fragility: Policy Guide – OECD 2011

Figure 5

As discussed earlier in ‘situational analysis’ explaining the typology of conflicts in Somalia, the multiple conflicts overlap, reinforce and trigger each other, and are aggravated by some common root causes: systemic failure, impunity in the country, contest of identity and competition for resources. Therefore, the theory of change of SRSP, is premised on one of the key lessons learnt that **the road to inclusive state-building in Somalia traverses through thorny thicket of political and social reconciliation**. Any support to state-building in the context of Somalia, therefore, necessitates creating an all-encompassing enabling environment for peacebuilding and sustaining peace, which is only possible if the agreements on the allocation of power and distribution of resources are achieved and social reconciliation succeeds not only between the FGS and FMSes, but also with other parties involved, including women, youth, minorities, and civil society. These long-cherished milestones necessary for state-building could be achieved by strengthening inclusive politics, supporting negotiated federalization, building institutional capacities for inclusive governance, conflict prevention and peacebuilding at all levels. Building inclusive and accountable institutions through constitutional codification and facilitating meaningful platforms for multi-stakeholder analysis, dialogue and exchange would not only be able to sustain peace but also let conflict prevention thrive to support stabilization, peace-building and inclusive state-building in Somalia.

Building on empirical baselines, lessons learnt, programmatic achievements and thematic insights produced by the Reconciliation and Federalism Support (REFS); Constitutional Review Project (CRP); Parliamentary Support Project (PSP) and associated learning by the Inclusive Politics Portfolio of UNDP, the successor project under the title of SOOMAALIYA LOO DHAN YAHAY (Inclusive Somalia) will be launched as an integrated joint program from May 2023 to December 2027.

The program is informed by a wholistic understanding of the complex process of democratic state building in the context of the ongoing stabilization drive in Somalia which is hinged upon the convergence and mutual reinforcement of three strategic segments involving *reconciliation* and *federalization* as building blocks to achieve success in *constitutional review* and codification of pending amendments. The project envisions that an integrated theory for change will inform the programmatic interventions facilitating Somali counterparts to achieve the objectives of an inclusive, accountable and stable state building in the country (see Figure 4).

Following is a brief explanation of the key pathways of the project-specific ToC:

- **Reconciliation:** Addressing three dimensions of reconciliation involving: (a) political (within and between FGS and FMSes and political elite/interest groups); (b) social/communal (inter-clan and intra-clan); and (c) establishment and activation of ‘interim administration’ in newly recovered areas.
- **Federalization:** Unpacking four key elements of federalism in the Somali context which need political agreement(s) on the demarcation of: (a) territorial, (b) jurisdictional/functional, (c) sectoral/institutional and (d) fiscal spheres of multilevel governance.
- **Constitutional Review and Codification Process:** Facilitating consensus-building on inclusive Constitutional Architecture involving the following key elements:
 - (a) *structural* (nature of state, separation of power between legislative, judiciary and executive);
 - (b) *representational/electoral* (political parties, right to vote, representation and participation);
 - (c) *normative* (bill of rights, freedom of expression, freedom of assembly, due process, fair trial, etc.);
 - (d) *substantive* (distribution of power, functional assignments, public finance/fiscal federalism, ownership of natural resources, status of Mogadishu etc.);
 - (e) *procedural* (processes, technicalities of conduct of business of the parliamentary Houses, offices and related functions etc.); and
 - (f) *regulative* (managing relationships between different branches and layers of the government, inter-governmental relations (IGR))

Following the above strategic approach and building on the stated empirical baselines, the project proposes the following theory of change:

- **If** the political processes and decision making are based on inclusive national and sub national dialogues, which will inform high-level decision-making processes
- **If** the FMS are embedded as equal partners in the state building priorities, reflecting a federalist structure of Somalia

- If the decisions on the contentious issues are made in an inclusive way, clearly defining the allocation of power and institutional mandates between different layers of the government
- If the spectrum of constituencies is expanded and underrepresented groups are meaningfully engaged in processes, ensuring that their voices are heard and integrated in the legislative, institutional and constitutional processes and
- If relevant institutions are capacitated to undertake their functions in a decentralized system and are able to reach decisions based on the inclusive dialogue towards state building and collaborative governance

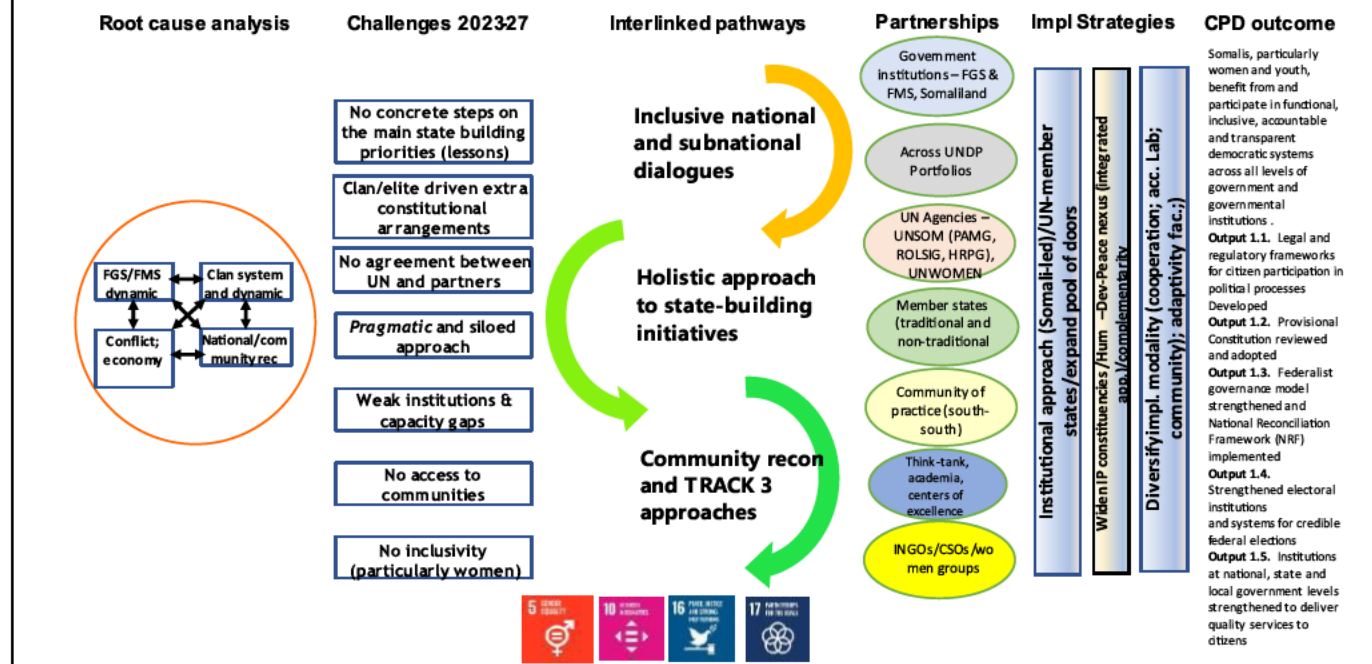
Then

- trust, confidence and cooperation between the state leaders will be strengthened, accountability of institutions to citizens will be enhanced, while trust between the people and their leaders will be increased;
- decisions on the contentious issues and incremental approach to the governance reforms will be implemented, reflecting the federalist structure of Somalia;
- the policy, planning and programmatic linkages between national reconciliation and collaborative governance would be strengthened; and
- effect of para-state, para-institutional and the risk of clan-based escalations will be reduced, which will lead to building a social contract among Somalia contributing to a joint future, paving the way for a constitutional framework shaping an inclusive and stable state of Somalia.

In support of reaching the stated assumptions and the outcome, UNSOM and UNDP will be guided by the SRSR, DSRSG-Political and UNDP RR, and the collaboration between the UN and the member states for joint political facilitation and lobbying to provide necessary technical and advisory support to the relevant Somali institutions, enabling them to execute

Figure 6

TOC : Inclusive Politics



their duties in an inclusive and accountable manner. The project will also engage with civil society organizations and the citizens, to secure their meaningful participation in the dialogues on national priorities and decision making. UNSOM and UNDP will also strive to ensure that rule of law and human rights standards are codified in the agreed federal framework and infrastructure for peace, following Somalia's international obligations. Finally, while implementing the activities, this project will directly address the following SDGs: Gender Equality (SDG 5); Reduced Inequalities (SDG 10); Peace, Justice and Strong Institutions (SDG 16); and Partnerships for the Goals (SDG 17).

C. Project implementation

The Project aims to creating an enabling environment conducive to the establishment and activation of institutional frameworks and operational processes for federalized governance with focus on reconciliation and collaborative governance at the FGS and FMS levels. In order to achieve these objectives the project would use a four-pronged engagement strategy to develop multi-stakeholder partnerships by providing: (a) Technical and operational support to the government authorities/line-ministries at FGS and FMS levels, (b) Capacity building of technical/administrative cadre for institutional development, (c) Creating policy-oriented datasets and knowledge networks, including ‘communities of practice’ on reconciliation and collaborative governance, and (d) Mobilizing and capacitating civil society organizations for effective policy advocacy, service delivery and public action at the community level (see Figure 6).

Stakeholders’ engagement strategy

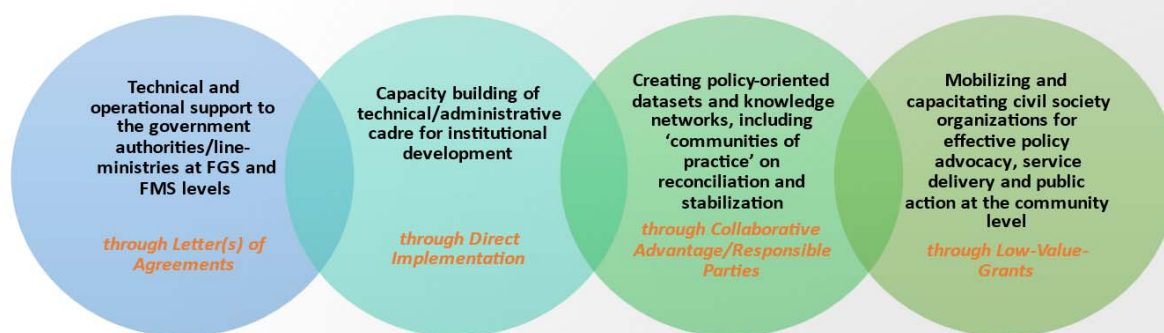


Figure 7

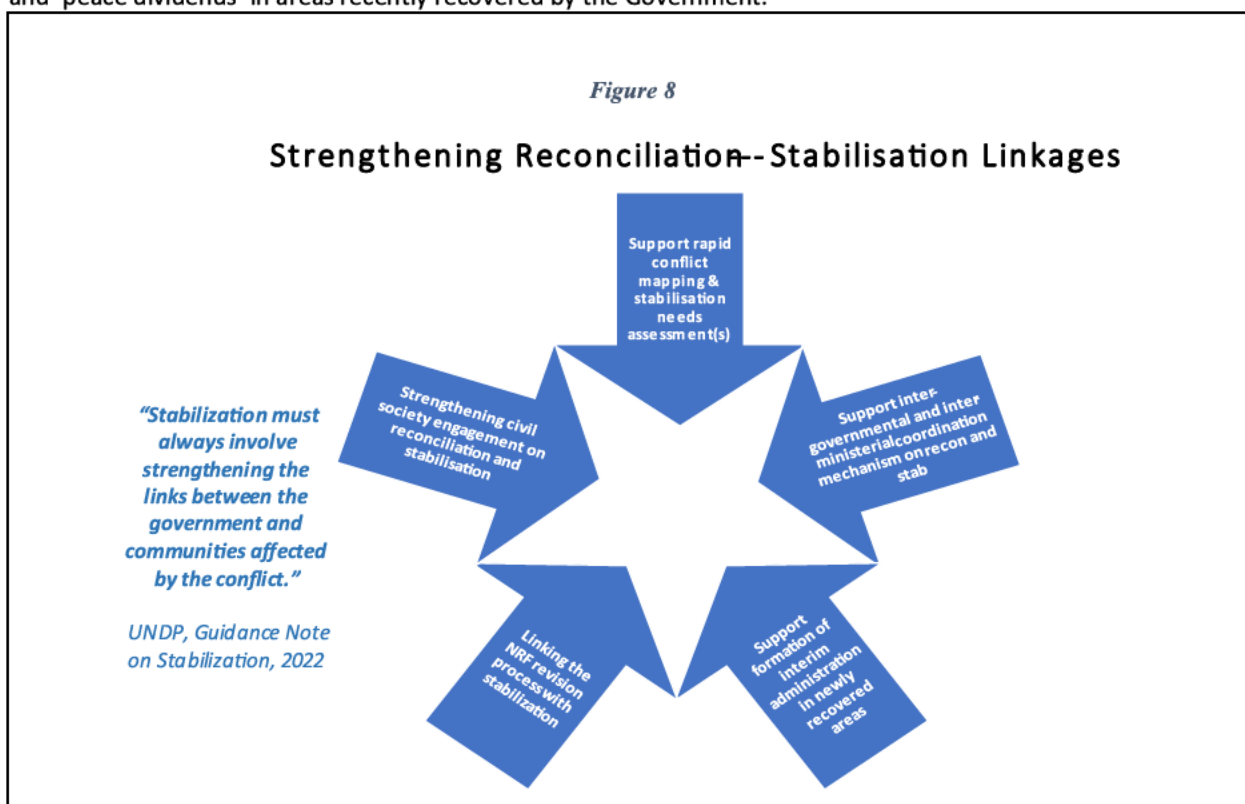
The enabling environment would be created by providing technical support, requisite knowledge base and facilitation of National Consultative Council (NCC)/high-level political dialogues for reconciliation and consensus-building on contentious/pending issues. Such efforts would aim at capacity-building of the FGS and FMS counterparts to put in place legislative and institutional mechanisms facilitating high level political, strategic and policy dialogues to unlock the political stalemate on the allocation of power and distribution of resources at the FGS, FMS and District levels. This would be done by developing direct linkages with the ongoing constitutional review process, parliamentary support project and relevant initiatives led by the Rule of Law portfolio with special reference to the federalization of the justice and security sector and JPLG. Reconciliation at the community level would also be key part of the enabling environment to build a foundation of social cohesion through insider mediation and peacebuilding by supporting the establishment and activation of institutional mechanisms leading to an enduring infrastructure for peace in Somalia.

The Project will engage respective government authorities and line ministries (through Letters of Agreements) and civil society organizations (through LVGS) aimed at deepening engagement with non-state actors/civil society organizations by learning, documenting, and integrating their activities, interventions, achievements, lessons learnt and models that can inform and shape the public policy on reconciliation, collaborative governance and federalization. The Project would particularly explore workable options for ensuring inclusivity and political participation of the underrepresented groups such as women, youth, minorities, and people with disabilities in the ongoing reconciliation and state-building processes in Somalia. National and international NGOs, CSOs, think tanks, research, and advocacy organizations working on reconciliation, conflicts prevention, social cohesions and collaborative governance in Somalia would be engaged in capacity building, conflict mapping, policy advocacy, service delivery and other project related activities.

Ensuring alignment between the high-level political reconciliation and communities' level would be a core component to build the foundation for state building. Integrating an inclusive approach to high-level dialogue and political agreement will lead to the national ownership of peacebuilding, collaborative governance and state-building. The integration of institutional approach/framework on consensus-building related to contentious/pending issues would lead to a series of negotiated settlements on the critical issues, providing necessary support for the inception of predictable arrangements and structures for inter-state and intra-state dialogues involving FGS, FMS, district entities and civil society actors.

Following Government priorities and informed by the UNDP approach to stabilization, the Project would lay down the foundational work for stabilization focusing on rapid conflict mapping, establishment of interim administrations and setting up community-based governance committees in newly recovered areas. The new project has specifically identified the following mutually reinforcing entry points for a programmatic integration between reconciliation and stabilization (see Figure 7):

- ❖ **Support rapid conflict mapping and reconciliation/stabilization need assessment(s):** The ongoing conflict mapping exercise being carried out by the FMS line ministries and will take into consideration the findings of the REFS conflict mapping exercise and would be re-directed to the newly recovered areas whereby community-specific local reconciliation plans can be designed for targeted interventions on communal reconciliation and community recovery. The proposed Somalia Conflict Navigator will include a dedicated section on 'stabilization' providing necessary empirical baselines of newly recovered areas. This baseline will include an initial assessment of the target areas with geographical and demographical context, population and their special needs and initial identification of priority issues including governance, reconciliation and community recovery tasks. The project will support studying and identifying drivers of fragility in the areas and districts where stabilization activities are taking place, to better inform and coordinate the planning and delivery of cross-sectoral services contributing to 'community governance' and 'peace dividends' in areas recently recovered by the Government.



- ❖ **Support inter-governmental and inter-ministerial coordination mechanism on reconciliation and stabilization:** Given the involvement of multiple tiers of governance, it is important to support and capacitate respective line ministries and government authorities to establish inter-governmental and inter-ministerial coordination mechanisms to operationalize a collaborative and multi-sectoral approach to stabilization keeping in view the speed,

scale and social contract as key principles thereof. The Project will engage UNDP's Stabilization Academy and will organize Peer Learning Programs on Stabilization at FGS and FMS levels. This will help capacitating relevant authorities for the formulation and implementation of FMS and District level reconciliation/stabilization plans with active participation of civil society, women, youth and minorities.

- ❖ **Support the formation of 'interim administration' and Community-based Governance Committees (CBGCs) in newly recovered areas:** In order to fill in the consequential vacuum of power in newly recovered areas, there would be an urgent need to establish interim administrations and build their capacity to lead community recovery with a sense of urgency. The interventions will include establishing of Community-based Governance Committees (CBGCs) as part of transitional, foundational, and collaborative governance at the grassroots level to undertake shared decision making, planning, oversight and facilitation of service delivery in their respective communities ensuring coordination, inclusivity and accountability. As a part of the Project's transition strategy, the CBGCs will further be integrated with JPLG processes, structures and networks as the establishment of local governance mechanisms in recovered areas will build confidence in state structures and improve the lives of the communities. In a continuity of REFS and SRSP supported 'insider mediation' program, line- ministries of FMSes will be supported to carry out reconciliation interventions by engaging local elders across clan divides in newly recovered areas. It is pertinent to mention that UNDP already has LoAs with Interior Ministries of five FMSs as well as MOIFAR at the FGS level. BRA will be included in this program.
- ❖ **Linking the NRF revision process to stabilization.** As a part of the ongoing NRF review process, the development of the National Reconciliation and Social Cohesion Strategy (2022-2026) will also adapt to the relevant components of the National Stabilization Strategy with special reference to the focus area of social cohesion and reconciliation.
- ❖ **Strengthening civil society engagement on reconciliation and stabilization:** In order to create better linkages with communities and government agencies, non-state interlocutors in the form of civil society organizations will be mobilized, engaged and capacitated by creating linkages between Track 1 and Track 3 on the areas related to reconciliation and stabilization. Earlier, the REFS project used Low Value Grant (LVG) modality to engage local NGOs, and the same can be extended to CSOs in the current focus on reconciliation and collaborative governance in newly recovered areas.

With the key elements of infrastructure for peace activated at multiple levels, the Project would contribute to inclusivity promoting social trust and much-needed cohesion among the conflict-ridden communities including women, youth, minorities and other marginalized groups as the last-mile beneficiaries of the project. This will be achieved in close collaboration with UNSOM and Integrated Office, and the project will be implemented in partnership with the following counterparts at the FGS and FMS levels: Office of the Prime Minister (OPM); Federal Ministry of Interior, Federal Affair & Reconciliation (MOIFAR); National Identity and Registration Authority (NIRA), MOIFAR, Galmudug; Independent Boundaries and Federation Commission (IBFC); Federal Ministry of Finance, Jubbaland Ministry of Interior, Federalism and Reconciliation(MOIFR); Office of the President, Southwest (OOP, Southwest); Ministry of Interior, South West State, Office of the President Hirshabelle (OOP, Hirshabelle); Ministry of Interior/Reconciliation, Hrshabelle, Puntland Ministry of Federal Affairs and Democratization (MOIFAD); and civil society organizations including NGOs and INGOs by launching a window of low-value-grants (LVGs).

In order to deepen the technical support for high quality results as per the RRF, the project would engage subject specialists and technical agencies and institutions like the Forum of Federation (FoF), United Nations System Staff College (UNSSC), Prevention Academy, Stabilization Academy, Nexus Academy, Institute of Chartered Mediators and Conciliators (ICMC), Clingendael Institute (on insider mediation) and Crisis Risk Dashboard (CRD) for developing and activating Somalia Conflict Navigator (SomCon).

The multi-level reconciliation and state-building efforts will be guided by the adaptive approach to statebuilding and peacebuilding as the organizing framework (*refer section on 'Project Strategy'*). The focus is on the quality and sustainability of the engagement responding to identified risks and vulnerabilities and investing in social cohesion and in the capacity of societies to manage future tensions themselves. It is argued that all social systems are complex systems and sustain when they have the ability to adapt through self-organizing behavior, with dynamic, non-linear and emergent interactions based on locally available information.

D. Sustainability

The project aims to consolidate, safeguard, and enhance the knowledge and gains achieved during the implementation of the REFS, CRSP and PSP anchored by the Inclusive Politics Portfolio. UNDP and UNSOM will continue providing direct technical hands-on support to the national counterparts and civil society transferring knowledge, skill, and expertise for effective planning for the formulation of federalized service delivery mechanisms and efficient implementation for equitable service delivery to the citizens at large. Currently, the national counterparts depend on substantial external support, both with regards to meeting their basic running costs as well as to implementing their given mandates/public administration-related functions. By deploying the institutional development and capacity building approach, the long-term goal of the project is to enable the counterparts to phase out the ‘dependency syndrome’ and start covering the costs of the counterparts and line ministries from the state budget/public financing. The project will assist the national counterparts towards transparent financial management and maintain a clear focus on efficiency and value for money. The national partners would have to continuously abide to the methodology of the Harmonized Approach to Cash Transfers (HACT) methodology to ensure that resources channeled through UNDP are protected through due diligence and carefully applying procedures for checks and balances. HACT relies on the project working closely with the national partners to jointly conceive and develop strategies and annual work plans. This approach should, in the long term, ensure continuity and institutional sustainability.

From the programmatic perspective, throughout the life-cycle, the project will organize consultations with representatives of the institutions of the government and CSOs, partner with think-tanks and academic institutions and create a network of specialist in the state building area, so that they can take over from UNDP/UNSOM and continue providing assistance to the institutions and citizens beyond the project’s duration, ensuring continuity and sustainability as well as ownership and buy-in over the processes.

Finally, UNDP will work closely with the international partners, UN agencies, (I)NGOs, etc. to ensure broader partnership and support, which would secure long-term assistance. For that purpose, as mentioned, UNDP will establish a 3-tiered governance and coordination mechanism, that will gather all the national and international stakeholders working in the same field, ensuring the availability of financial resources, joint approaches, capacity building and capacity sharing for continuity and sustainability of the actions (refer Section B Governance arrangements and coordination).

2. Alignment with the UNCF and CPD

The project’s activities are part of the UNCF’s Strategic Priority 1: Inclusive Politics and Reconciliation and are directly linked to the outcome 1.1.¹⁹ and outputs 1.1.1²⁰ and 1.1.2²¹. However, the project is also aligned and contributes to the outcomes 1.2²², related to elections, and 1.3,²³ related to federalism and reconciliation. Progress on the Strategic Priority 1 through this project will be directly synergized particularly with the Outcome 2.1²⁴ under Security and Rule of Law (Strategic Priority 2), and Outcomes 4.1²⁵ and 4.4²⁶ under Social Development (Strategic Priority 4), strengthening the humanitarian-development-peace nexus as explained below.

Following the UNCF’s premises, the main strategic baseline of the project is that implementation of the state-building priorities, including the constitutional review process, requires a holistic approach, to overcome the status quo and

¹⁹ Outcome 1.1.: Formal federal system strengthened, and state powers and service delivery effectively decentralized

²⁰ Output 1.1.1.: Federal Government of Somalia (FGS) and Federal Member States (FMS) reach agreement on unpacking state building priorities (including on completion of the constitutional review process), safeguarding the gains achieved in the past and sequential adoption of the Federal Constitution, based on inclusive discussions

²¹ Output 1.1.2.: Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable and transparent democratic systems across all levels of government and governmental institutions

²² Outcome 1.2.: Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable, and transparent democratic systems across all levels of government and governmental institutions

²³ Outcome 1.3: All Somalis live in a peaceful, inclusive, and cohesive society

²⁴ Outcome 2.1: Al-Shabaab is reduced and degraded, and respect, protection, and promotion of human rights, gender equality, tolerance, climate security, and environmental governance is sustained through strengthened security and rule of law institutions and improved accountability mechanisms and legal frameworks

²⁵ Outcome 4.1: By 2025, more people in Somalia, especially the most vulnerable and marginalized, benefit from equitable and affordable access to government-led and -regulated quality basic social services at different state levels

²⁶ Outcome 4.4: By 2025, the capacities of local, national, and customary institutions and communities are strengthened to achieve durable solutions and increase the resilience, self-reliance, and social cohesion of urban communities affected by displacement

established practices and precedence. Hence, the project is contextualizing the approach by observing realpolitik and social context, by promoting inclusive political and decision-making processes, through: (1): enabling the institutionalization of consensus-building on contested issues related to federal framework and enhancing the avenues for inclusive state-building; (2) establishing and strengthening gender and age-responsive infrastructure for peace through civil society engagement at the FGS, FMS, District and Local levels; (3) ensuring the engagement of CSOs, traditional elders, religious leaders, private sector, think-tanks, diaspora, women, youth, and marginalized/vulnerable groups in the state building processes, contributing to social cohesion and securing citizen's buy-in and ownership; (4) contribution to the implementation of the UNSCR 1325 and UNSCR 2250.

It is also envisioned that the Project is aligned and synergized with the projects under the Inclusive Politics and other UNDP Portfolios and the broader strategic and programmatic orientation of UNSOM. These projects include: Supporting the Constitutional Review Process, Parliamentary Support Project, Election Project and projects of the Rule of Law portfolio having a focus on the federalization of the justice and security sector and JPLG. Hence, while collaborating with the relevant projects and agencies, this project will strive to ensure that (1) constitutional, legislative and institutional framework at the FGS and FMS levels are completed in accordance with ROL and human rights obligations, (2) functional assignments between the FGS, FMS and districts are clarified following the agreed federalist model, (3) all societal groups are engaged in the state building and decision-making process in a meaningful way and (4) institutions from all levels of the government are capacitated to undertake their functions in a federalized system. This strategic baseline will contribute to strengthening the powers of different levels of the government, following the federalist model, leading to effective and efficient service delivery and enhancing trust, confidence, and cooperation between the institutions of the government and citizens. With this purpose in mind, the project will ensure that political facilitation and technical assistance are aligned to maximize its intervention. In terms of SDG, this outcome will directly address Gender Equality (SDG 5); Reduced Inequalities (SDG 10); Peace, Justice, and Strong Institutions (SDG 16); and Partnerships for the Goals (SDG 17).

The Project aligns with CPD Program Priority 1 (Governance, inclusive politics and reconciliation) and Output 1.3: Federal governance model strengthened, and National Reconciliation Framework (NRF) implemented.

3. Complementarity with existing programmes

The project is being built on the achievements and structures developed during the implementation of the REFS, CRSP and PSP and conclusions of the lessons learned process and thematic evaluation on enhanced governance in Somalia. The project would therefore facilitate the steering of political consensus building on federalism-related issues feeding into the constitutional review process.

Hence, recognizing the complexity of the statebuilding process and multiple sectoral/programmatic domains, the project will be implemented in collaborations with the future generation of the joint programmes under the Inclusive Politics Portfolio and the projects under other UNDP Portfolios. The most controversial issues, such as principles of federalism and federalist model will be discussed through this Project. Also, this project will lead to efforts towards reaching a political agreement on the major contentious issues. The PSP-II will support the harmonization process of the constitutional, institutional, and legal frameworks and will assist in translation of the constitutional agreements into new laws. The new Elections Project will contribute to the dialogue and adoption of the constitutional amendments by facilitating discussion on the democratic electoral model. In this way, all future programmes will be working in synchronization, addressing political issues from their domains and will consequently strengthen the achievements of this project.

Finally, the collaboration between this project and other UNDP portfolios, ROLS, ERID and RCC will also be strengthened, integrating their sectoral expertise to influence political consensus building on the incremental gains. The particular areas of collaboration with other UNDP portfolios will be (this list is not exhaustive):

ROL

- Decision on Justice and Correction Model
- Decision on security architecture
- Establishment of Constitutional Court, Judicial Service Commission, Human Rights Commission etc.
- Co-design follow-up interventions in view of NCC Agreements on Judicial Arrangements and National Security Architecture
- Justice delivery (engage RoL portfolio in 'functioning unbundling' of justice and security sector.

RCC/ERID

- Link climate related data collection with ongoing conflict mapping feeding into proposed Somalia Conflict Navigator.
- Link peer learning program, NRF review processes and stabilization needs assessment with elements of disaster risk reduction and climate-adaptation issues.
- Co-design inter-governmental coordination fora engaging political and technical leaders from FGS and FMSes (i.e. establishment of Ministerial Working Group on Climate Security and/or Intergovernmental Task Force on Climate Security involving DGs of line ministries).
- Support Youth-Climate Platform – enhancing civic space for youth participation activating climate volunteer networks
- Co-design functional unbundling of environment, DRR, climate and related line ministries informing sectoral policies at FGS and FMS levels.
- Decision on natural resources management, regulations and control (Land and Water Resource Management etc.) following the federalist model.
- Regulate access to natural resources for economic and social development.
- Decision on Environment and Climate Change Management.
- Intergovernmental Development Planning, following the federalist model.
- Development and adoption of legal framework linked to abovementioned priorities and NCC June 2022 Agreement.
- Decentralized service delivery.
- Capacity building
- Decentralization (political, fiscal and administrative)
- Local government structures and functions

Summary of existing interventions in the proposal's sector

Project name and duration	Donor and budget	Project focus	Difference from/ complementarity to current proposal
Constitutional Review Support Project (ended on 30 June 2021)	MPTF/SJF: Sweden, Norway, Switzerland and Denmark; DFID/FCDO; UNDP Resources:	The objective of the project was to support an effective, transparent and accountable constitutional review process through strengthening inclusive political processes at all levels.	The CRSP – I provides baselines for this proposal. It also identified important lessons that are addressed in the pro-doc. The CRSP-I contributed to development of the 3 rd version of the constitution and hand over reports for the 11 th Parliament and the new administration, aiming to ensure sustainability and continuity of the action.
Reconciliation and Federalism Support (ended on 30 June 2022)	MPTF/SJF: Germany, Sweden, Norway and Switzerland; UNDP Resources: USD	The purpose of REFS was to support the FGS and the FMS to implement their chosen method of State Administration and Federalism process through need based political settlement, boundary delimitation and reconciliation process.	REFS-I provides baselines for this proposal. REFS-II is complementary to the project since it will (i) facilitate political decision making on various state building matters, including on issues related to the constitutional reform, and (ii) ensure inclusion of the citizens in the state building processes through combining top-down and bottom-up approaches.
Parliamentary Support Project (ended on 31 December 2022)	MPTF/SJF: Norway and Switzerland; UNDP Resources: USD	The purpose of the project is to provide technical assistance to the Federal and FMS Parliaments and the Somaliland Parliament to perform their constitutional tasks. In addition, the programme provided technical support to the constitutional bodies to facilitate and complete the constitutional review process.	PSP-I provides a baseline for this proposal. The PSP-II will complement the project by translating the constitutional agreement into the legislative framework, ensuring harmonization of the overall constitutional, institutional and legal framework.
Joint Program for Support to Universal Suffrage Elections in Federal Republic of Somalia	MPTF: USAID, Sweden, Norway, Germany and EU; FCDO	Support to the 2021 indirect electoral process; Conduct of the 2021 electoral process for the Houses of Parliament of the	This Elections Project and the future Elections Project complement this proposal by facilitating the discussion on the future electoral framework, which is one of the key constitutional issues. The politically

(the project is extended until 31 January 2023)	Resources: USD	Federal Republic of Somalia in each of the existing Federal Member States and Banadir region.	contentious matters will be addressed in an integrated manner, through this proposal and the REFS-II. PSP-II has also an important complementary role with the Elections projects, since it will support unpacking the constitutional agreement into the legislative framework, focusing on the legislation linked to the electoral model.
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4. Project Management

A. Recipient organizations and implementing partners

The project is designed as a joint program with UNDP and UNSOM being the lead agencies, maximizing their comparative advantages and sectoral expertise. UNDP Somalia will be the recipient organization, that will have overall responsibility and accountability for management of resources, technical assistance, and achievement of results. UNSOM as a technical partner will be providing political analysis, facilitate political processes and guide the technical assistance following the political development. UNDP and UNSOM are convenors for governmental and non-governmental actors and trusted partners able to address politically sensitive matters in an impartial way. Both agencies are recognized as critical partners in the inclusive politics area and have proven experience in providing support for effective, transparent, and accountable state-building processes. In particular, UNDP and UNSOM have assisted the governments and civil society actors to facilitate and participate in the process since 2015. The agencies have procedures and tools in place to recruit experienced specialists and consultants who can deliver envisioned activities. While supporting the constitutional review process, reconciliation and federalization in the past, the agencies have established strong partnerships with all relevant executive and legislative bodies throughout the country. At the same time, the agencies have closely collaborated with the relevant international actors such as Forum of Federation, and UN System Staff College, as well as relevant international partners who were interested in Inclusive Politics, such as Norway, Sweden, Denmark, Switzerland, FCDO, Germany, USAID, EU etc. Also, UNDP and UNSOM have been partners in implementation of other related processes in Somalia, such as parliamentary support and electoral support.

Globally, UNDP has a corporative mandate to provide technical assistance on state-building, constitutional development and good governance to countries. Given these comparative advantages, UNDP and UNSOM will collaborate with the community of practice and the institutions from all levels of the Somali government, civil society, think-tanks, academia, the United Nations system, and development partners, in supporting national efforts to address technical and political challenges regarding state-building, peacebuilding and governance. Identified stakeholders will be engaged by the project to create an enabling environment for the facilitation of consensus building on contentious issues, taking in consideration risks and issues, and providing advice and options that can contribute to consensus building and incremental adoption of the federal framework of mechanisms for the inter-governmental relations. UNDP and UNSOM will continue working with the relevant counterparts at the FGS and the FMS levels.

Recipient organizations

UN entity	Total budget in previous calendar year	Key sources of budget (which donors etc.)	Location of in-country offices	Number of existing staff, of which in project zones	Highlight any existing expert staff of relevance to project
UNDP Inclusive Politics Portfolio	USD 2,533,122	MPTF: Sweden, Norway, Switzerland, Denmark, Germany, USAID; FCDO	Somalia, Somaliland	20	20
UNSOM PAMG			Somalia, Somaliland		

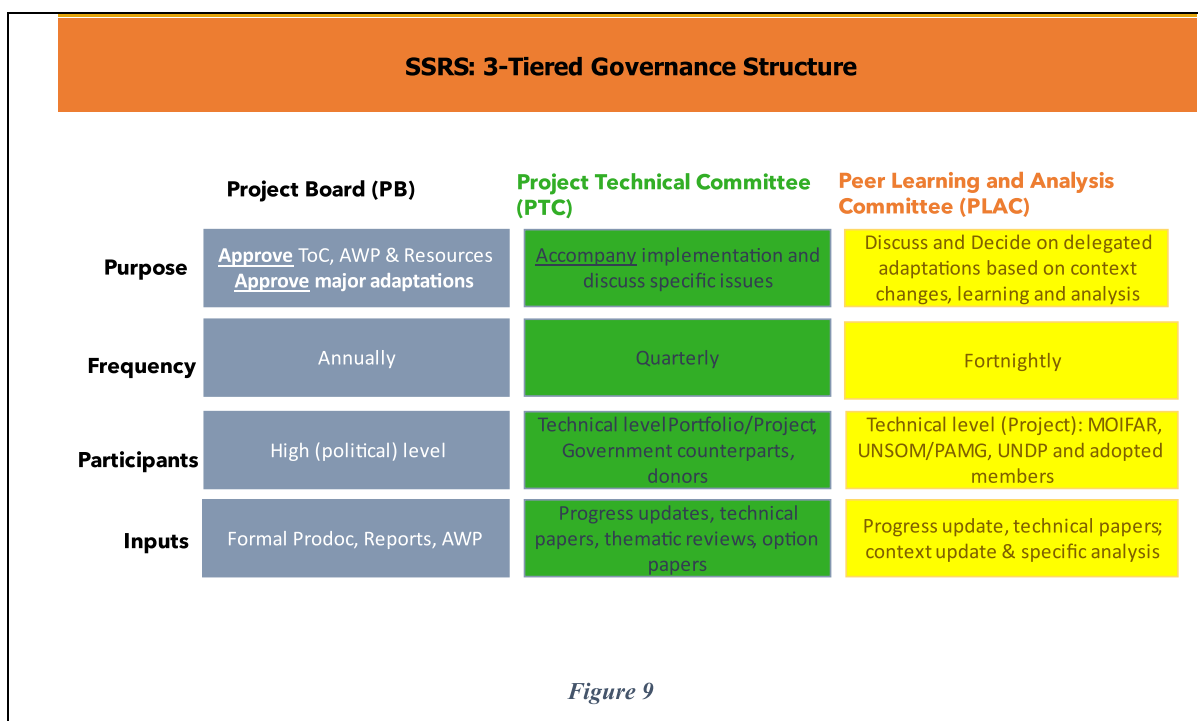
B. Governance arrangements and coordination

In order to deliver impact within the volatile and fragile context of Somalia, the SRSP will need to be responsive to change as and when this occurs. This requires management arrangements that prioritize coherence and does not stick to the linear and watertight single-point solutions, ensuring continuous learning and adjustment and/or redesign of interventions in response to an evolving context with special reference to the complex dynamics of state-building, reconciliation, and collaborative governance. The project thus adopts an adaptive management approach that is marked by a focus on real-time monitoring and learning. Management arrangements have been designed to ensure that the underlying project theory of change and related implementation strategies continue to be backed by evidence and analysis. Regular data collection and related analysis will thus inform a continuous dialogue generating decisions for possible adaptation along the way.

Strategic Governance Framework

The governance structure will comprise the following elements:

- Project Board (PB) to provide oversight and strategic direction, meeting once a year.
- Project Technical Committee (PTC), meeting four times a year or more if relevant. UNDP DRR(P)/PAMG Chief and DG MOIFAR/designated representative will co-chair these meetings, while the portfolio/project team and relevant technical staff from the national counterpart(s) will participate in the discussions.
- Project Learning and Analysis Committee (PLAC) will act as a feedback loop group to strengthen a continuous learning and adaptive management process and the meetings will be attended by technical level teams from MOIFAR, PAMG, UNDP and adopted members/subject specialists.
- For internal coordination, UNDP and UNSOM established a weekly coordination platform during which progress on joint programmes will be discussed.
- Project Team meeting – a weekly meeting of the project team on LoAs and partnership management would be held to review the implementation of weekly/monthly workplans of the team and that of the counterparts and Responsible Parties.



Project Board

The main role of the Project Board (PB) is to guide and oversee that the project remains on track vis-à-vis the goals, objectives, and results as defined in the project document. The PB approves the project annual work plans (including their revisions) and budgets and provides strategic guidance on the implementation of the project. In practice, the Board reaches an agreement consensually. In case a consensus cannot be reached, the final decision rests with the UNDP.

The Board contains four roles: Project Director (executive), Development Partners (supplier), beneficiary and assurance:

- **Project Director (Executive):** This role will be performed by the DSRSG/RR and co-chaired with the Minister MOIFAR, FGS.
- **Development Partners (also called Supplier):** This role will be performed by UNDP and donors.
- **Beneficiary representatives:** In this case the beneficiary representatives are the Office of the Prime Minister (OPM); Federal Ministry of Interior, Federal Affair & Reconciliation (MOIFAR); National Identity and Registration Authority (NIRA), Banadir Regional Administration (BRA), Independent Boundaries and Federation Commission (IBFC); MOIFAR, Galmudug; Jubbaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President/Ministry of Interior Southwest (OoP/Mol Southwest); Office of the President/Ministry of Interior/Reconciliation Hirshabelle (OoP/Mol/R, Hirshabelle); Puntland Ministry of Federal Affairs and Democratization (MOIFAD); and civil society organizations including NGOs and INGOs.
- **Project assurance:** The oversight and assurance role will be performed by UNDP CO through the UNDP DRR-P and POQA and other operations teams as required.

Composition of Project Board

Chairs	Minister of MoIFAR, FGS UNDP Resident Representative, Chief PAMG
Members	Ministers of FMS line-ministries, designated representatives of the Office of the President, the Office of the Prime Minister, Offices of FMS Presidents; SJF representative and other partnering counterparts, external observers depending on the topic for discussion, donors, and other international partners - ensuring gender representation
Members (administrative/technical)	DGs/technical focal points of FGS and FMS line ministries/RPs including IBFC, BRA and NIRA and other partners, PAMG-UNDP joint project teams - ensuring gender representation
Frequency:	Annual
Preparation	Project Manager with PAMG/UNSOM

Annual workplans are developed by the PUNOS with the Project Manager by quarter 4 of each calendar year, based on an initial indication of the available budget for each output. The plans will be consolidated into the annual workplan and subsequently approved by the Project Board, which meets once a year. The Project Board shall confirm the parameters and level of delegation to the PTC and learning teams. To ensure programme agility, the workplans define the budget allocated to each output, while activities and inputs will remain indicative and subject to adaptation as required. Project teams are responsible for workplan implementation. To that end, they will translate annual workplans into quarterly workplans detailing activities for each output, target communities, and geographic areas.

The Project Manager will collect and analyse data related to results progress and contextual changes on a regular basis. In case of an identified need for adaptation, the Project Manager will provide consolidated information to the PTC and to the Output-level Peer Learning and Analysis Committee (PLAC). As part of this submission, the Project Manager will identify needs for adaptation, if any, and define a related proposal. Fortnightly PLAC meetings are organized by the Project Manager and supported by the project teams. The meetings consider progress and contextual changes and approve adaptation proposals within the delegation received.

Changes beyond this delegation will be submitted to the Project Board depending on their scope. In the case of an immediate need for adaptations, the Project Manager shall consult the heads of the MOIFAR, UNDP Senior management and the UNSOM/PAMG, which will be endorsed during the next PTC meeting. Adaptation decisions, i.e., the use of delegated authority at both levels (PB and PILAC) need to be documented by a note to file which outlines the triggers and reasons for adaptation and details the changes. The note is to be signed and filed as part of auditable documentation by the approver. Adaptations will translate into changes to quarterly and / or annual workplans, and will be implemented by respective project teams, and monitored regularly by the Project Manager. Once a year, the Project Manager prepares the annual report and a

bi- annual report with inputs from the project teams for endorsement of the Project Board. This report details the lessons learned over the year and the adaptations made to the original annual workplan, to be approved by the Project Board.

Project Technical Committee (PTC)

The Project Technical Committee (PTC) shall establish linkages between outcome-level lessons, it captures overall learning on systemic approaches and developments towards state-building, reconciliation, governance and stabilisation, including context monitoring and analysis of progress. It builds on the work done at the output level. Within the parameters set by this committee, it decides on adaptations of the project's 'theory of change' and its overall implementation strategy during the year, as well as on adaptations to work plans and allocations of resources beyond the delegated authority of the Management and Project Learning and Analysis Committee (PLAC).

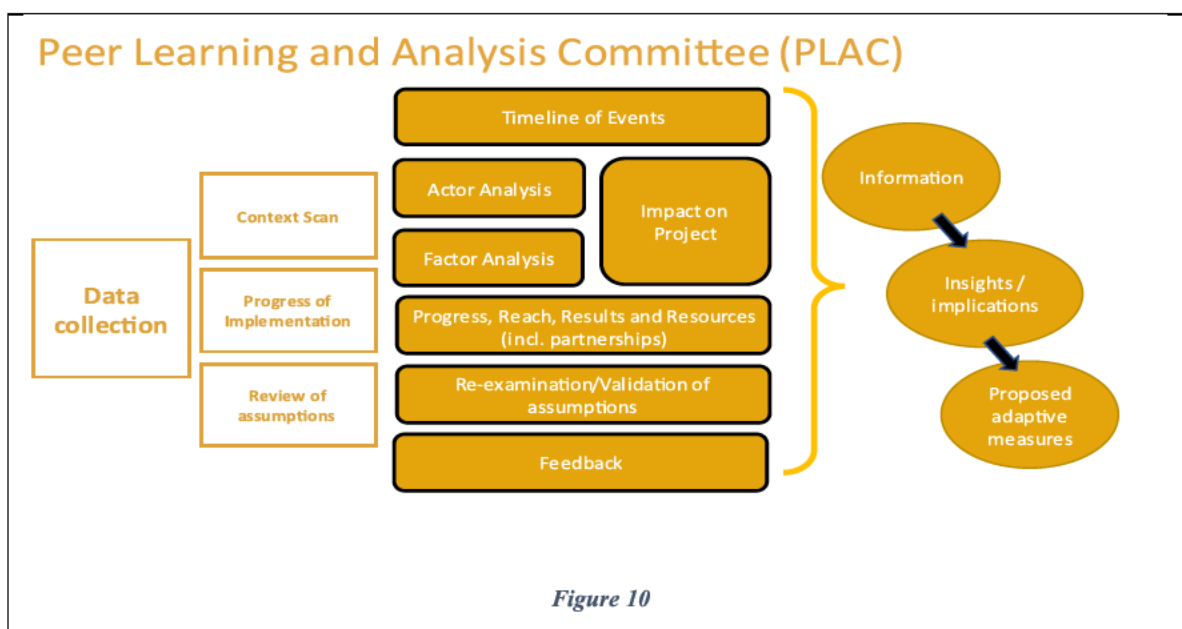
Chairs	Director General/Designated Representative, MOIFAR, FGS UNDP Deputy Resident Representative Chief PAMG/UNSOM
External members	DGs/technical focal points of FGS and FMS line ministries/RPs including BRA, IBFC and NIRA and other partners – ensuring gender representation
UN Members	PAMG – UNSOM, SJF representative UNDP Portfolio Manager/Project Manager, Governance Specialist, M&E staff, Finance staff, FMS focal points - ensuring gender representation
Frequency:	Quarterly
Preparation	Project Manager with UNSOM

Peer Learning and Analysis Committee (PLAC)

UNDP's recent experience in conducting peer learning programs on conflict mapping, conflict analysis and planning for peacebuilding in Somalia²⁷ testifies that peer learning is an invaluable tool for promoting effective and efficient learning by providing opportunities for national counterparts, RPs and project teams to exchange their knowledge and experience. Peer learning for an effective and adaptive project management can help to break down siloed approaches, mental barriers and increase the overall understanding and retention of information facilitating a shared understanding of issues of common interest. Additionally, through peer learning, individuals can gain new perspectives and develop necessary skills such as collaboration and communication, which are essential for success in any project. Overall, incorporating peer learning into any learning programme can significantly enhance the learning experience and improve project outcomes.

Building on the previous experience, the SRSP would establish a Peer Learning and Analysis Committee (PLAC) drawing representation from technical teams of MOIFAR, FMS line ministries, PAMG, SJF representative, UNDP, other portfolios and agencies as adopted members. The PLAC would meet fortnightly with a mandate to discuss and decide on delegated adaptations based on context changes, learning and analysis. Progress update, technical papers, context scan and issue-specific analysis would be the key functions of the PLAC with an ultimate aim to inform and propose adaptive measures based on the changed dynamics at the political, regional, institutional and programmatic levels. The proposals and findings of the PLAC would be fed into the agenda for consideration by the Project Technical Committee (PTC) meetings on a quarterly basis.

²⁷ <https://www.unssc.org/news-and-insights/blog/peer-learning-tool-enable-youth-responsive-infrastructures-peace>



The project will be implemented through a direct implementation modality (DIM), where the UNDP will have overall responsibility and accountability for the management of resources and achievement of results, while UNSOM will be facilitating political processes and guiding technical assistance, following the political development. UNDP Deputy Resident Representative - Programme (DRRP), UNSOM PAMG Chief and UNDP Inclusive Politics Portfolio Manager will provide overall guidance, while the Project Manager will be responsible for the day-to-day operations of the project and will be directly supervised by the UNDP Inclusive Politics Portfolio Manager.

Recognising the unpredictability of reconciliation-related interventions, a flexible window of support would be made available, and Project Board would be apprised on such emergent situations for their appraisal and approval of support to reconciliation initiatives, not enlisted in the project document.

UNDP will engage partners from the FGS and FMS and CSO to implement activities and deliver specified results as outlined in the project document and approved work plan. Those partnerships will be formalized through the exchange of requisite agreements in line with UNDP rules and regulations, informed by the mandates and capacities of the institutions. Oversight and assurance role will be performed by UNDP CO through the UNDP DRR-P and Programme Oversight and Quality Assurance unit (POQA) and other operations teams as required. The project team will have coordination/supervisory meetings with the UN principals whenever necessary, to assess the progress and get strategic direction.

The expenses of the project staff and envisioned activities will be covered by the project, while all the activities will be coordinated with other relevant projects as explained, under the overall supervision of the DRRP. Expenses of the UNSOM staff will be covered by UNSOM.

Project Team:

The Project will be based in Mogadishu and will operate under the Inclusive Politics Portfolio and will be guided by the UNDP DRRP, PAMG Chief and the Inclusive Politics Portfolio Manager. The core project staff will be as follows:

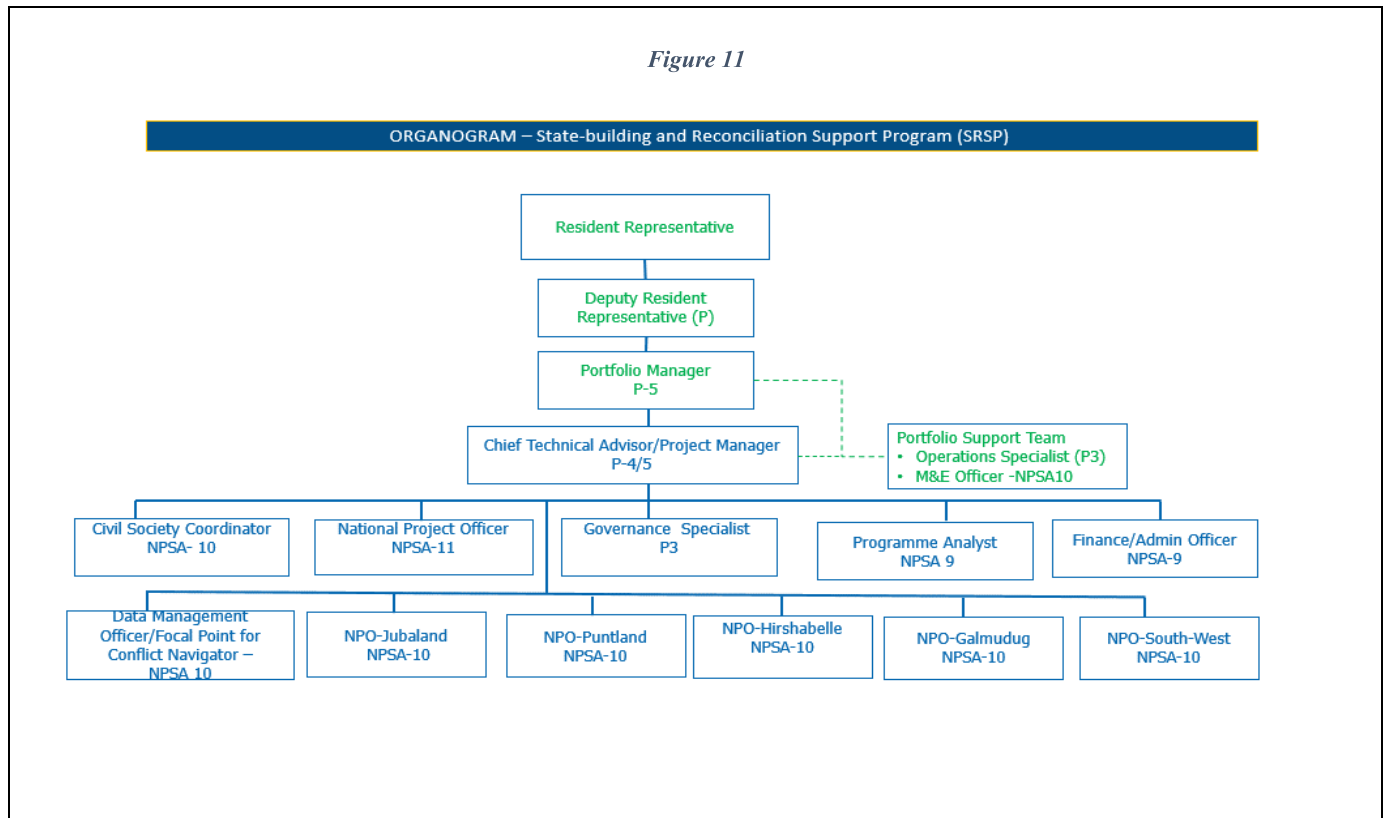
- One Project Manager (P4/P5) level will be responsible for the project's day-to-day operations of the project and supervising the team. PM to guide the project team and provide high-quality technical assistance to the counterparts, focusing particularly on the development of policy instruments and institutional mechanisms for consensus building on issues related to federalism, peacebuilding, reconciliation, statebuilding and integration of Triple Nexus at multilevel governance. The PM is expected to work as a think tank for FGS and FMS counterparts, UNDP, UNSOM and donors bridging a gap between political and technical spheres of state building, federalization, collaborative governance and reconciliation. The position will be fully funded by the SRSP and supervised by the IP Portfolio Manager.
- One Governance Specialist P-3 based in Mogadishu – The governance specialist would have a dedicated role to

provide high quality technical support and guidance to develop, implement, document and coordinate interventions related to collaborative governance in newly recovered areas.

- One National Project Officer NPSA -10/11 based in Mogadishu.
- Five National Project Officers, NPSA -10 level, covering each federal member state.
- One Operation Specialist (P3) and M&E Officer (NPSA 10) would be cost shared with Inclusive Politics Portfolio.
- One Civil Society Coordinator (NPSA-10) will ensure the partnership and implementation of the activities by CSOs.
- One Data Management Officer/Focal Person for Conflict Navigator (NPSA 10) would be responsible for managing the overall conflict mapping database and facilitating e-management of inter-governmental relations at the FGS and FMS levels. S/he would also coordinate with technical teams at the Crisis Risk Dashboard (CRD), United Nations System Staff College (UNSSC), FGS and FMS focal points responsible for data collection and data triangulation.
- Whenever necessary, the project will recruit national and international consultants using different contractual modalities, to ensure the successful implementation of the project and timely assistance to the partners with the aim of capacity transfer to national authorities and partners.

S. N	Title	Number	Level
1	Chief Technical Advisor/Project Manager	1	P4/5
2	Operation Specialist (co-shared with portfolio)	1	P3
3	M&E Office (co-shared with portfolio)	1	NPSA 10
4	Civil Society Coordinator	1	NPSA 10
5	National Project Officer	1	NPSA 11
6	Governance Specialist	1	P3
7	Programme Analyst	1	NPSA 9
8	Finance & Admin Officer	1	NPSA 9
9	Data Management officer- Focal point of Conflict Navigator	1	NPSA 10
10	National Project Officers	5	NPSA 10

Figure 11



5. Risk management

Somalia is a complex operating environment. The state-building, federalisation, reconciliation and stabilisation processes are highly sensitive, and they touch upon core contentious political issues, such as decentralization and federalization, power and resource sharing etc. Up to now, persistent political tensions between the FGS and the FMS and a fragile security situation have stalled any progress on critical national priorities, including on the federal framework. Reconciliation is also not a linear process and addresses fundamental tensions and cleavages in society that could go through processes of increased tensions before a resolution is reached. Delivering a project in such an environment is **high risk** and requires broad partnership with international and national counterparts to mitigate the challenges and ensure achieving the results. Informed by the lessons learnt exercise and conclusions of the thematic evaluation on enhanced governance, the project aims to meet the minimum requirement of “doing no harm” whilst implementing the activities. The approach also refers to synergies between the ongoing processes to facilitate multi-layered consultations between Somali stakeholders to contribute to consolidating efforts in the wake of peacebuilding, state-building, governance and stabilization. Hence, a flexible and adaptive approach will be followed to adjust (whenever necessary) programmatic interventions to the Somali realities and identified risks. Hence, as co-implementing agencies, UNDP and UNSOM will jointly perform the following:

- Undertake ‘preventive diplomacy’ by engaging senior UN principals and international partners to, first, reach a consensus on common political and programmatic interests and second, following the commitment to jointly advocate for achieving political settlements on incremental gains, incentivizing inclusive political processes. Subsequently, the project would realign its operations responding to the needs of the high-level negotiations and the necessity to organize a broader national dialogue engaging all societal groups, informing TRACK 1²⁸ processes to prevent risks of political violence. This will be led by UNSOM (and relates in part to UNSOM’s Good Offices mandate).
- Jointly prepare an engagement strategy and option papers to inform decisions of the UN principals and international partners contributing to the facilitation of the political settlements. This will be prepared jointly by UNDP and UNSOM.
- Conduct regular conflict analyses, political economy analysis, data collection and needs assessments (of the communities and the national counterparts), to be able to realign programmatic focus and implementation

²⁸ Official discussions involving high-level political, military etc. leaders focusing on cease-fires, peace talks, political agreements etc.

modalities, ensuring the relevance of the intervention. This will be performed by the project and Inclusive Politics Portfolio in coordination with other UNDP portfolios, leading to adaptive programming and implementation approaches (linked with LPC).

- Quarterly review of the project, using quantitative and qualitative data and analyses, involving national counterparts, UN, international partners and other stakeholders to realign, re-define or/and redirect efforts (including M&E framework, timelines, and results) and resources towards context-specific interventions corresponding with the strategic priorities, political and security dynamic and community needs. This will be led by the Project and Inclusive Politics Portfolio, in coordination with UNSOM by organizing Project Technical Committee meetings and Peer Learning and Analysis Committee meetings.
- Design a M&E framework to ensure adaptivity of the project's approach to the political and security realities in Somalia. This will be led by the project and the Inclusive Politics Portfolio.
- Establish a coordination mechanism ensuring participation of relevant national and international actors and civil society, with the purpose of (i) Identifying risks and issues and recommending mitigation measures, (ii) agreeing on the joint approaches and (iii) assigning roles and responsibilities within the mechanism based on comparative advantage. On this way, broader partnerships with national and international actors will be ensured to proactively respond to emerging challenges in the state building process. This will be led by the Project and the Inclusive Politics Portfolio, in coordination with UNSOM by organising extended Peer Learning and Analysis sessions.
- Following the abovementioned approach, the project will regularly update the risk log, informed by data collection and integrated analyses, leading to adaptive approaches proposed by PLAC (reference is made to the risk log in the Annex II). This will be led by the Project and the Inclusive Politics Portfolio, in coordination with UNSOM.
- As the Implementing Partner, UNDP will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS) and UNDP Security Policy that supports this tenet. Further, Project Team will cooperate closely with the UNDP Security Office, which will provide technical guidance on UNSMS compliance and security mainstreaming and enable the Project by managing the security and safety risks of the UNDP personnel, premises, and/or assets.

Prevention of corruption

Due to the highly insecure operating context in Somalia, it is necessary for UNDP to utilize national administrative and financial systems more than usual, when the activities are directly executed by a project. This project has been designed with value for money as a key priority, recognizing the multitude of needs in Somalia and the limited funding envelope of Somali governments at all levels and of donors. That said, a fundamental underpinning is skills transfer based on the use of high-quality technical specialists capable of working with local partners to provide reliable technical advice as needed, as well as systematic longer-term capacity development, for the sustainability of the actions. UNDP as the Implementing Agency will mobilize necessary resources and carry out administrative-related work including procurement of goods and services to ensure that the project is properly managed and implemented. In addition, the partners would have to continuously abide by the UN Accepted methodology of Harmonized Approach to Cash Transfers (HACT), to secure those resources, channeled through UNDP, are protected through carefully applying procedures and checks and balances. HACT relies on the project working closely with the different national counterparts to jointly conceive and develop strategies and annual work plans. HACT will determine the methodology of engaging with the national counterparts, following the assessed and identified risks. This approach should, long-term, ensure continuity and institutional sustainability. Going forward, building on HACT assessments, the project will provide hands-on support to the national counterparts to increase their administrative and financial capacity to be able to use resources in line with the established procedures. The project will prepare Letters of Agreements (LoA) to utilize national implementation capacities, while relying on direct implementation where appropriate. The LoA methodology responds to the difficult operating environment by enabling the quick disbursement of funds for the delivery of basic activities. At the same time, UNDP uses the LoA approach as a means for building financial management and procurement capacity of the counterparts, as well as to ensure stronger local ownership. The relevant project staff, portfolio operations specialists, POQA and senior management will vigorously monitor and ensure that LoAs and the work plans that underpin them operate to real results and impacts. Finally, the project will implement adequate capacity development, mitigation and monitoring measures, in line with the corporative rules and procedures, in order to safeguard the proper use of funds. The project would be using LOA, LVG, and Collaborative Advantage modalities to deepen partnership networks.

6. Monitoring, Evaluation and Reporting

Monitoring & Evaluation

The project is founded on the achievements during the implementation of the REFS, CRSP and PSP and identified lessons and conclusion of the thematic evaluation on enhanced governance in Somalia in the areas of constitutionalism, parliamentarianism and federalism and reconciliation, which collectively provide baselines for the project's theory of change and the implementation strategy.

M&E focal points at the Project and the Portfolio levels will develop appropriate data collection and management tools at the inception of the project and create the system to ensure that project-level data are properly captured, archived and up to date. Together with the project manager, they will design a M&E framework to track the success on the basis of the collected qualitative and quantitative data and secure project's adaptivity to the political and security realities in Somalia, based on the strategic guidance provided by the Portfolio Manager and the UN principals. The M&E framework will rely on multiple sources, which will include internal, project-level data, perception studies, administrative data, third-party monitoring, and other information gathered from external sources. These sources will be harnessed for the purpose of monitoring progress, measuring against indicators and milestones, and parsing the effectiveness of the project. Additional analyses (such as risk analysis, conflict analysis, political economy analysis etc.) will be initiated to further guide the project's planning and the implementation methodology, adjusting the approaches to evolving political dynamic. Periodic data collection exercises and review of the performance of key indicators to track progress on milestones such as perception surveys and focus-group discussions will be undertaken to measure attitudes and observations around women's empowerment and representation, but also for the other project's markers, as per the results framework. An independent project evaluation at the end of the project will assess overall project's contribution to Somalia's progress towards state building, reconciliation and governance processes.

As explained, with reference to the complex political dynamic in Somalia, the implementation methodology will be based on the phased approach. UNDP and UNSOM will initiate a quarterly review of the project, using quantitative and qualitative data and analyses, involving national counterparts, UN, international partners, and other stakeholders to realign, re-define or/and redirect efforts (including M&E framework, timelines, and results) and resources towards context-specific interventions corresponding with the strategic priorities, political and security dynamic as well as institutional and community needs.

Regular weekly technical-level meetings between UNDP and UNSOM will be organized to track on day-to-day implementation, while senior level strategic meetings with the senior UN principals will be initiated at least on the monthly basis for the strategic monitoring and guidance. Regular M&E meetings with the donors will be organized, for information sharing and presentation of the project's results and learning loops. Project board meetings will be initiated at least once a year gathering UNDP, UNSOM, donors and national counterparts to guide and oversee that the project remains on track vis-à-vis the goals, objectives and results as defined in the project document.

Finally, a coordination mechanism will be established with the participation of relevant national and international actors and representatives of civil society, with the purpose of (i) Identifying risks and issues and recommending mitigation measures, (ii) agreeing on the joint approaches and (iii) assigning roles and responsibilities within the mechanism based on comparative advantage. On this way, broader partnerships with national and international actors will be ensured to proactively respond to emerging challenges in the state building, reconciliation, governance and stabilisation processes.

Following the UNDP rules and procedures, the specified percentage of the project's budget will be allocated for the M&E activities.

Reporting

Type of report	Date of submission
Semi-annual project progress report	By mid-July each year
Annual project narrative report	By mid-February each year
End of project report covering the entire project duration	6-months upon completion of the project
Financial reporting	The reports will be submitted in line with the submission of the mentioned narrative reports

7. Partnerships

The stakeholders' engagement will be founded on the partnership established during the implementation of recently concluded projects and will follow the principle of transparency and inclusivity ensuring the participation of institutions from all levels of the government, civil society and different societal groups in the process, securing that their interests are properly addressed and included in the constitutional, legal and policy documents. The particular intention is to (i) assure that the FMS are embedded as equal participants in the dialogues and decision-making processes having direct bearing with the formulation of the federalist structure of Somalia and (ii) include civil society, women, youth, minorities, community champions, religious and clan leaders in the activities, securing ownership and buy in. However, the principal partners of the project will be the Office of the Prime Minister (OPM); Federal Ministry of Interior, Federal Affair & Reconciliation (MOIFAR); MOIFAR, Galmudug; Independent Boundaries and Federation Commission (IBFC); Jubbaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President, Southwest (OOP, Southwest); Office of the President Hirshabelle (OOP, Hirshabelle); Office of the President Jubaland, Office of the President Galmadugs, Office of President of Puntland, Puntland Ministry of Federal Affairs and Democratization (MOIFAD); and civil society organizations including NGOs and INGOs.

In order to ensure the engagement of the FGS and the FMS, the UNDP and UNSOM will collaborate with member states (traditional and non-traditional partners) through different platforms to reach an agreement on a set of focused priorities, to remove political obstacles and create a conducive environment for consensus building among Somalis on the contentious issues supporting the federalization process. The UN and the member states will also determine an effective incentives framework for political achievements to encourage the Somali parties to negotiate and make necessary compromises in order to reach a consensus-based agreement.

It is of critical importance to empower and capacitate civil society, to participate in the state building, reconciliation, and governance processes, which will contribute to expanding state-building constituencies and strengthening the relationship between the citizens and the Somali institutions. Speaking from this perspective, the project will contribute to the implementation of the UNSC 1325 on women peace and security and UNSC 2250 on youth peace by (i) raising awareness on inclusive civic participation in political and decision-making processes and (ii) advocating for constitutional, legal, and institutional solutions from the GEWE and youth perspective, as explained. All the programmatic efforts will be based on the collaboration of all UNDP portfolios, UNSOM, UNWOMEN etc. the continuous gender analysis, youth analysis, data collection and needs assessments and the approaches highlighted in the UN Somalia Gender Strategy and the Somalia Women's Charter.²⁹

Moreover, the project will coordinate with the UNDP's Accelerator Lab, to creating alternative approaches and utilize online platforms and social media influencers to reach out to more citizens and engage them in the dialogues. The project will also work with traditional elders and religious leaders to build on their societal leverage, to help unblock the impasse, relying on the results of the tolerance and the dialogue process addressing the issue of violent armed conflict, which is managed by the ROL Portfolio.

²⁹ To sharpen the approach and appropriately address GEWE issues, the portfolio will rely on support from the CO gender focal point, Regional Hub, HQ and partnership with other UN Agencies, particularly UNWOMEN.

Output-based Partnerships

Outputs	Lead FGS	Lead FMSes	Technical agencies/Civil Society
Output 1: Improved policy, planning and programmatic linkages for the effective implementation of national reconciliation and collaborative governance at FGS, FMS and District levels	MOIFAR – FGS	Jubbaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President/Ministry of Interior, Southwest (OoP, Mol, Southwest State); Office of the President, Ministry of Interior/Reconciliation Hirshabelle (OoP, Mol/R Hirshabelle); Office of the President Jubaland, Office of the President Galmudug, Office of President of Puntland, Puntland Ministry of Federal Affairs and Democratization (MOIFAD); Banadir Regional Administration (BRA)	National Systems Staff College, Crisis Rik Dashboard, Stabilization Academy, Nexus Academy, Prevention Academy, UNOCHA, NGOs/CSOs, UNDSS, IT Unit/UNDP UNDP Nigeria UNDP Rwanda Institute of Chartered Mediators and Conciliators (ICMC), Clingendael Institute (on insider mediation), Somali think tanks, academia and research institutions NGOs/CSOs
Output 2: Processes of consensus building on the federal framework and intergovernmental relations between and within FGS and FMSes are strengthened and the capacity of civil society for policy advocacy and public accountability is enhanced	MOIFAR – FGS Office of the Prime Minister (NCCs+DG forums at FGS level)	Jubbaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President/Ministry of Interior, Southwest (OoP, Mol, Southwest State); Office of the President, Hirshabelle; Office of the President Jubaland, Office of the President Galmudug, Office of the President, Puntland, Puntland Ministry of Federal Affairs and Democratization (MOIFAD); Banadir Regional Administration (BRA)	UNDP Crisis Bureau, Forum of Federations, Somali think tanks, academia and research institutions NGOs/CSOs
3 Output: Operationalization of allocation of power is supported and institutional capacity enhanced on 'functional unbundling' and development of sector-specific governance frameworks at FGS, FMS and District levels		Jubbaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President/Ministry of Interior, Southwest (OoP, Mol, Southwest State); Office of the President, Hirshabelle; Office of the President Jubaland, Office of the President Galmudug, Office of the President, Puntland, Puntland Ministry of Federal Affairs and Democratization (MOIFAD); Banadir Regional Administration (BRA)	UNDP Crisis Bureau, UNDP Nepal, UNDP Pakistan Forum of Federations, Somali think tanks, academia and research institutions NGOs/CSOs

Output 4: Operationalization/outreach of an inclusive legal identification eco-system sensitive to the social contract is enhanced and national/regional counterparts are operationally equipped to deliver their institutional mandates effectively and efficiently	MOIFAR/ National Identity and Registration Authority (NIRA)	Jubbaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President/Ministry of Interior, Southwest (OoP, Mol, Southwest State); Office of the President, Hirshabelle; Office of the President Jubaland, Office of the President Galmudug, Office of the President, Puntland, Puntland Ministry of Federal Affairs and Democratization (MOIFAD); Banadir Regional Administration (BRA)	UNDP Malawi, UNDP Kenya, UNDP Pakistan, UNDP Botswana
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8. Cross-cutting issues

To promote gender equality and women empowerment

This project is founded on the achievements of the previous programs, REFS, CRSP, PSP, WPP-I and Elections-I, then activities related to attaining 30% women's quota during the electoral process etc. which were implemented jointly by UNDP, UNWOMEN and UNSOM. The important lessons have been identified in the course of the implementation of those projects: going forward it is necessary to (i) allocate dedicated resources for women's engagement and empowerment, (ii) work with civil society, to ensure women's political participation, (iii) initiate political lobbying on the GEWE agenda, (iv) enhance collaboration between the UN agencies and secure synergies between the programs addressing the GEWE issues, (v) build network of women political leaders etc. All those lessons have been integrated in the project development and suggested implementation methodologies. As mentioned, the project will strive to contribute to the implementation of the UNSC 1325 on women peace and security by empowering women organizations, women politicians, and women champions to (i) raise awareness on inclusive women participation in political and decision-making processes, (ii) provide oversight of the executive, legislative and judicial institutions, and (iii) advocate for constitutional, legal and institutional solutions from the GEWE perspective. The strategic approach is to move beyond gender mainstreaming to gender equality and social inclusion ensuring full participation of women in the state building processes and recognizing women as historical actors. All the programmatic efforts will be based on joint collaboration of all UNDP portfolios, UNSOM, UNWOMEN etc. the continuous gender analysis, data collection and needs assessments and the approaches highlighted in the UN Somalia Gender Strategy and the Somalia Women's Charter, as explained. The project will collaborate with the new programme on women's political participation that will strategically address the GEWE issues and work with traditional elders and religious leaders to build on their societal leverage, to enhance women's participation in political life. Finally, this project will ensure women's participation in the project's review securing integration of GEWE in all activities and providing ideas how to overcome potential risks in a collaborative manner.

To reduce exclusion (Leave no one behind)

Following the conclusion of the thematic evaluation on enhanced governance in Somalia and the lessons learnt sessions, the strategic direction of the projects is to more vigorously advocate that the statebuilding, reconciliation, governance and stabilisation processes are inclusive of all societal groups. The importance of the inclusivity was also highlighted during the numerous high-level coordination meetings, chaired by the SRSg, the DSRSG-Political and the UNDP RR. As explained, the project will collaborate with the new projects under the Inclusive Politics Portfolio, relying on their sectoral expertise, which would be the main platform to ensure bottom-up approach through TRACK 3 and community reconciliation processes, ensuring engagement of the underrepresented groups in the sub-national and national dialogues on the state building priorities, as explained. The particular focus will be on people with disabilities (PWD), but also on other groups. The project will create partnership with the organizations of the PWDs and organizations representing other societal groups, ensuring that their voices are heard, and their ideas and needs are integrated in the legal and constitutional texts. Besides, the M&E framework will be structured in a way to ensure disaggregation of data and providing qualitative and quantitative analysis of the inclusion of each group, at the same time obtaining information on impact of the project's activities on those societal groups.

To facilitate and/or strengthen social contract mechanisms between the state and groups of population and to ensure accountability in people's lives and in the functioning of institutions at national and local levels

The statebuilding process is inherently a political process that requires a broad consensus among societal groups and institutions from all levels of the government, in order to reach an agreement on contentious issues and state building priorities in general, leading to social contract among the people of Somalia. Hence, going forward, UNDP and UNSOM will collaborate with international partners and jointly lobby with the Somali institutions to dis-incentivize the exclusionary elite-bargain based on clannish and extra-constitutional means and, instead, broaden inclusive politics constituencies for inclusive and transparent processes, combining bottom-up and top down approaches. At the same time, as explained, the project will build on processes led by other projects within and beyond the portfolio and rely on their sectoral knowledge. Finally, this project stresses that a principal threshold leading to social contract is community reconciliation and TRACK 3 process that facilitates communication within and between the communities and institutions, in this way contributing to enhancing confidence among the people and the decision makers, and informing consensus building. By fostering inclusive processes, this project will also benefit from the project addressing the issues of constitutionalism and parliamentarism, which strives to enhance communication between the legislative institutions and the citizens, securing civic engagement in the parliamentary work, that will lead to open and accountable parliaments.

To address root causes of climate fragility and climate-related conflict dynamics in target areas

It is evident from the conflict mapping at the community level that the incidence of violation of human rights in Somalia such as abuse, killings, exclusions, and child-soldiers are largely rooted in the violation of people's environmental rights in the first place. REFS supported a conflict mapping exercise in 2020-21 which indicates that: (a) conflicts in Somalia have been exacerbated by the climate change and are now more seen to be linked to seasonality such as floods or drought episodes, and (b) conflicts are gradually concentrating in geographic regions that are facing extreme environmental challenges. REFS supported the pre-testing of conflict mapping exercise by data collection mainly through qualitative data collection methods using Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) coupled with literature review and observations. As a result, Jubaland, Galmudug, SouthWest, Hirshabelle and Banadir administration conducted the data collection exercise in their respective FMSEs indicating a number of resource-induced and climate-driven conflicts leading to communal violence at the local levels. According to the conflict mapping exercise key sources of conflict include: (a) prolonged clan acts of revenge, (b) discord over limited pasture, water and other resources like animals, land disputes over its ownership, (e) violent armed conflicts, (f) power struggling between neighboring clans, land disputes or territorial expansion, and (g) border conflicts.

The key purpose of the conflict mapping exercise is to develop an empirical baseline on conflicts informing the formulation of Regional Reconciliation Plans (RRPs). Building on this empirical baseline, SRSP continues to scale up the Peer Learning Program on conflict mapping, conflict analysis and planning for peacebuilding wherein the elements of climate security would be integrated into the entire learning program. This will help informing the conflict prevention strategies as integral parts of the Regional and District Reconciliation Plans addressing the root causes of resource-induced and climate-related conflicts through community-based insider mediation at the local levels.

To implement the humanitarian-development-peace nexus

The Project is cognizant of the pressing need to explore the interlinkages between humanitarian, development, and peacebuilding spheres in the Somali context. However, to be successful, this approach needs to expand its constituencies by involving relevant ministries and civil society actors to have an "integrated vision" that identifies the compounding elements of the conflicts. The causes of recurring conflict events in Somalia are diverse and present distinct gendered impacts, dynamics, and resources for peace. A long-term solution with a specific focus on conflict prevention is essential. Therefore, integrated nation-wide conflict mapping, analysis and planning are needed to direct actions from the national to community level and develop integrated strategies at respective levels. With the support of Hub Office UNDP Somalia initiated a Peer Learning Program on Conflict Mapping, Conflict Analysis and Planning for Peacebuilding. The Peer Learning Program (PLP) is a collaborative initiative of UNSSC, UNDP, Federal Government and Federal Member States of Somalia to build an inclusive infrastructure for peace at the Federal, Regional, Sub-regional, District and grassroots levels.

Social reconciliation through conflict navigation



Figure 12

The Program is built upon the conflict mapping exercise supported by the Reconciliation and Federalism Support (REFS) Project and conducted by the Ministry of Interior, Federal Affairs and Reconciliation (MOIFAR) and line-ministries of the Federal Member States (FMSes). This Program is informed by the lessons learned and challenges confronted during conflict mapping, data collection, triangulation, and validation. Given the focus on developing gender-responsive plans, a key issue will be gender-responsive peacebuilding, including climate-conflict nexus and age-responsive analysis.

Developing a dynamic database on conflict mapping and analysis is a primary requirement to inform the conflict prevention strategies and actual interventions. In the Somali context this is all the more important to create such an instrument which can help developing locally rooted infrastructure for peace. This project plans to develop a Somalia Conflict Navigator as a platform and tool for mapping, planning, and tracking of conflicts and interventions related to conflict prevention. Navigating through different stages of the overall value chain of peacebuilding, this Navigator would be linked with regional and district level reconciliation plans from initial conflict mapping to early warning to conflict and reconciliation tracking. Through this innovative model the link between early warning and early action/prevention would be strengthened and institutionalized by deepening the infrastructure for peace in Somalia with focus on mainstreaming nexus approach at the conflict mapping, analysis, planning, implementation, and tracking levels.

The dynamic dashboard generated through the database developed, collated, triangulated, and analyzed through Conflict Navigator would be shared with the respective counterparts, departments and line ministries at the FGS, FMS and district levels to inform the policy development and planning processes targeted at reconciliation, collaborative governance and peacebuilding. Secondly, access to databases would be given to the UNDP portfolios to inform the programmatic development in respective thematic and geographical areas. In this way, the Conflict Navigator would help create empirical baselines and evidentiary avenues for the application of nexus approach both at the government level across line ministries and at UNDP level across portfolios.

9. Communication and visibility

Three strategic communication lines are envisioned, one to the donors, one to the public and one to the Somali institutions and leaders. The project will closely coordinate with member states and the international community and engage them not only as donors, but also as partners aiming to overcome political challenges and improve technical approaches, to maximize the impact of the activities. In order to do that, a platform for the senior level communication between the UN and the member states will be established, for reaching an agreement on set of focused priorities, aiming to create a conducive environment for consensus building among Somali stakeholders. The UN and the member states should determine an

effective incentives framework for political achievements to encourage the Somali parties to negotiate and make necessary compromises in order to reach consensus-based agreements. At the technical level, UNDP and UNSOM will provide timely updates to the donors on the political development and implementation strategies, introducing adaptive management approaches, as elaborated. The project will, also, prepare concept notes/option papers related to each segment of the intervention, perform regular reviews involving donors, national counterparts and CSOs, and, as explained, establish a coordination mechanism engaging all national and international stakeholders, for timely information sharing, joint approaches, continuous analysis of political and security dynamic and for defining the mitigation measures to overcome risks and issues.

With regards to the public, the project will implement four sub-approaches: first, the project will develop short stories, issue press releases and communicate through official UNDP online platforms, such as web site, twitter etc., to inform about the results and the strategies; second, the project will partner with CSOs, for the purpose of civic education on the inclusive statebuilding and reconciliation as well as to raise awareness of the people on the approaches, activities and processes, ensuring engagement of all societal groups in the sub-national and national dialogues on national priorities; third, the project will utilize innovative approaches through collaboration with the UNDP Accelerator Lab and by using internet platforms, social media and engaging social media influencers, to reach out to higher number of the people involving them in the political processes; and fourth, the project will partner with the traditional media to follow on the state building priorities and inform the public on the achievements.

In addition, the project will provide technical assistance to all the partners, to enable them to adequately participate in and analyze the process. The Inclusive Politics Portfolio will recruit a communication specialist, to prepare and implement communication approaches, following the strategic direction. In addition, the CO established a dedicated communication unit, with already engaged national and international staff who will additionally guide the project's communication methodology and align it with the overall CO communication strategy.

10. Project budget

As stated, the project will be implemented through a direct implementation modality (DIM), where the UNDP will have overall responsibility and accountability for the management of resources and share responsibility with UNSOM for the achievement of results, while UNSOM will be facilitating political processes and guiding technical assistance, following the political development.

The requested budget of USD 27.6 million covers expenses of the planned activities, travel, administrative, security and M&E costs, project staff, general management services (GMS) and direct project costs (DPC). As highlighted the resources will be allocated to support the processes of state building, reconciliation and collaborative governance and consensus building on the contentious issues, which will be the main guiding principles to ensure the implementation of the state priorities. UNDP and UNSOM will jointly implement the activities relying on experienced international and national staff and consultants. The staff members and the consultants will be recruited following UN human resources and procurement processes. To engage experienced advisors/consultants, the project will also collaborate with the UNDP Crisis Response Unit's Roster but will also utilize long-term agreements with the human resource companies, such as CTG. Whenever appropriate, the project will partner with CSOs to particularly ensure the implementation of the activities at the community level, aiming to engage all societal groups, particularly women, in the execution of the plans. Civil society organizations will be contracted through the Low Value Grants (LVG) and Responsible Party Agreement (RPA) and the contracts will be implemented in line with the LVGs and RPA requirements. The project team will supervise the realization of the contracts and ensure the capacitation of the partners for the successful implementation of the contractual obligations. UNDP, as the Implementing Agency, will jointly with UNSOM mobilize necessary resources and carry out administrative-related work including procurement of goods and services to secure that the project is properly managed and implemented, following UNDP rules and procedures.

Where appropriate, the project will prepare Letters of Agreements (LoAs) with the national counterparts to utilize national implementation capacities. However, this implementation modality will be used only when the implementation assistance from the national counterparts is needed, which will be discussed and agreed upon with the UNDP senior management and UNSOM for any given case specifically. The relevant project staff, portfolio operations specialists and POQA will closely monitor and ensure that LoAs and the work plans that underpin them operate to real results and impacts.

Finally, UNDP is required to recover the cost of implementation and delivery of results through application of direct project cost (DPC) and general management support (GMS). These costs are an integral part of project delivery and will be charged to the same budget line as part of project inputs.

For more details, please refer to the Annex 3.

Annex I: Project Results Framework

NDP PRIORITY NDP 9 Pillar 1. Inclusive and accountable politics and reconciliation.					
UNCF STRATEGIC OUTCOME Outcome 1.2. Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable and transparent democratic systems across all levels of government and governmental institutions.					
• PROJECT OUTCOME: UNCF's Strategic Priority 1: Inclusive Politics and Reconciliation with a direct link to the Outcome 1.1: <i>Formal federal system strengthened, and state powers and service delivery effectively decentralized.</i> UNCAF Output 1.1.2: <i>Federalist governance model is strengthened to effectively deliver services to citizens in line with the constitutional and legal arrangements.</i> The project is also related to the UNCAF Outcome 1.2: <i>Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable, and transparent democratic systems across all levels of government and governmental institutions.</i> 1.3: <i>All Somalis live in a peaceful, inclusive, and cohesive society.</i> • UNDP/CPD Programme Priority 1 – Governance, Inclusive Politics and Reconciliation: Output(s): Output 1.3. Federalist governance model strengthened, and National Reconciliation Framework (NRF) implemented • NDP 9 Pillar 1. Inclusive and accountable politics and reconciliation. • Sustainable Development Goals - Goals 5, 10, 16 and 17 • UNDP Strategic Plan (2022-2025) Signature Solution 6: Governance: Helping countries address emerging complexities by “future-proofing” governance systems through anticipatory approaches and better management of risk					
Outcome indicators, baselines, targets	Outputs	Output indicators, baselines and targets	Partner contributions	Indicative resources	
Baseline: Somalia is in a critical phase of statebuilding requiring negotiated settlement on allocation of power, distribution of resources and addressing recurrent conflicts by engaging FGS, FMSes, civil society, women, youth, minority groups, think tanks; and mobilizing local	Output 1.1: <i>Improved policy, planning and programmatic linkages for the effective implementation of national reconciliation and collaborative governance at FGS, FMS and District levels</i>	Baseline: A review of National Reconciliation Framework initiated and National Strategy on Stabilization launched in December 2022, this provides for a timely opportunity to link both processes at policy, planning, coordination, programming and implementation levels Indicator 1: # of stakeholder consultations on NRF review reprocess	UNDP: technical assistance to national and international partners (policy options; trainings; concept papers) UNSON PAMG: political coordination and facilitation UN-member states collaboration	- HR: - o IP portfolio and project staff - o UNSOM political officers - o Focal points of RCO – Integrated Office - o Consultants - Procurement - o Conferences; meetings; trainings - Programme - o Engagement of CSOs - Financial - o Donors’ resources - UNDP resources	

social capital for trust and consensus-building towards an inclusive social contract The commitment to achieve these objectives has been enunciated in the 9th National Development Plan (NDP) in conjunction with the May 2021 Communique, June 2022 Communique, and December 2022 Communique of the National Consultative Council (NCC) and Federal Government's Policy Commitments/Plans (2022-26). However, the requisite technical, operational and logistical resources are not available to translate collective commitments into a demonstrable reality, which necessitates stakeholders' support to facilitate the formative phase of inclusive state-building in Somalia.	Indicator 2: # of joint conflict mapping and need assessment missions and # of action plans on 'collaborative community governance' in #of newly recovered areas Indicator 3: #of inter-ministerial/inter-governmental coordination mechanisms/forums activated on reconciliation and collaborative governance Indicator 4: # of reconciliation conferences organized for the pre-formation of transitional authorities in the #of newly liberated areas Indicator 5: # of collaborative community governance committees formed, capacitated and activated in #of newly liberated areas Indicator 6: # of 'insider mediation' interventions conducted addressing clan/inter-clan conflicts Target 1: At least 6 stakeholder consultations on NRF review reproces (to be achieved between 2023-2024) Target 2: At least 6 joint mission annually on conflict	reaching a common position on state building priorities and joint lobbying for the institutionalization of consensus building on contested issues
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Indicator 1: Infrastructures for peace are enhanced at FGS, FMS and District levels facilitating inclusiveness in the process of reconciliation, mediation and collaborative governance Indicator 2: Enabling environment is created facilitating negotiated settlement on contentious issues related to federal framework Target 1: Infrastructure for peace is activated and enhanced contributing to inclusivity and promoting social trust/cohesions among communities		mapping and need assessment and 6 action plan on ‘collaborative community governance’ in 6 newly recovered areas (2023-2027: 30 = 6 x 5) Target 3: Somalia Conflict Navigator developed, established, and activated. Target 4: At least 7 inter-ministerial/inter-governmental coordination mechanism/forums on reconciliation and collaborative governance (5 FMSes, 1 BRA and 1 FGS) activated and sustained (7 monthly forums by 5 FMSs, BRA, and FGS over 54 months) Target 5: Support FMSes to develop State Stabilization Strategies and Plans (for Southwest, Jubbaland, Galmudug, and Hirshabelle States) Target 6: Organize quarterly output level learning session (inclusive of a light political economy, drivers of change analysis, program continuity/criticality & contingency and other considerations for adaptation drawn from review of the theory of change and progress of implementation [2023-2027: total of 27]). Target 7: Reconciliation conferences organized bi-	
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Target: 2 Institutional approach and framework on consensus-building on contentious/pending issues is agreed and dialogues are initiated		monthly for the pre-formation of transitional authorities in 1 newly liberated area/district (2023-2027: total of 27) Target 8: At least 12 per annum Community-based Governance Committees (CBGC) in newly liberated areas activated, capacitated, and supported (BRA, GSS, HSH, SWS, JL) Target 9: At least one ‘insider mediation’ interventions conducted monthly in each FMS addressing clan/inter-clan conflicts per regional/district reconciliation plans and the NRE/P (based on the ‘conflict navigator’; est. 324 from 2023-2027) Target 10: At least 1 quarterly peer learning program (PLP) on conflict prevention and collaborative governance at FMS level – connected with the activation of Somalia Conflict Navigator (SomCon) and formulation of FMS and District reconciliation/ collaborative governance plans with active participation of civil society, women, you and minorities (18 in total for 2023-2027) Target 11: Establish and activate ‘Communities of Practice’ on reconciliation	
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		and collaborative governance (from 2024 onwards).		
	Output 1.2: <i>Processes of consensus building on federal framework and intergovernmental relations between and within FGS and FMSes are strengthened and capacity of civil society on policy advocacy and public accountability is enhanced</i>	Baseline: Political agreements on key issues shaping the federal framework and institutional mechanisms for the management of intergovernmental relations (IGR) have not been achieved hindering the constitutional review and statebuilding processes. Furthermore, the process of state-building remained top-down dictated by ‘elite-bargain’ with little or no meaningful participation of civil society actors and networks. Additionally, the status of FMSes remains de facto pending legalization/formalization by the federal parliament. Indicator 1: # of high-level political political/policy dialogues on issues related to federalism framework and IGR with effective participation of civil society, women, youth and minority groups. Indicator 2: # of agreements on boundary delimitation at FMSes and District levels facilitated with effective participation of civil society, women, youth and minority groups.	UNDP: technical assistance to national and international partners (policy options; trainings; concept papers) UNSON PAMG: political coordination and facilitation UN-member states collaboration reaching a common position on state building priorities and joint lobbying for the institutionalization of consensus building on contested issues	- HR: - o IP portfolio and project staff - o UNSON political officers - o Focal points of RCO – Integrated Office - o Consultants - Procurement - o Conferences; meetings; trainings - Programme - o Engagement of CSOs - Financial - o Donors’ resources - o UNDP resources

		Target 1: At least 4 National Summits/NCCs on Federalism per annum with effective participation of civil society, women, youth and minority groups (total =13) 1.1. Support technical engagement/dialogues between FGS and FMSes on issues related to federalism (twice a year for 4.5 years) Target 2: At least 4 inter-ministerial meetings on IGR per annum (13 meetings between 2023-2027). Target 3: Monthly DG Coordination Forum at FGS and FMS levels (7 forums for 54 months) Target 4: Peer Learning Programs (PLP) 2 per annum for high level government functionaries on the sectoral planning for the federalized service delivery with effective participation of civil society, women, youth and minority groups (total of 9). Target 5: Organize semi-annual output level learning session (inclusive of a light political economy, drivers of change analysis, program continuity/criticality and contingency and other considerations for adaptation drawn from review of the theory of change and progress of implementation [(total of 9)]).	
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		Target 6: BFC assisted for the consensus-building and formalization of boundary delimitation of FMSes and the number and names of districts within FMSes - with effective participation of civil society, women, youth and minority groups.		
Output 1.3 <i>Transition management of allocation of power is supported and institutional capacity enhanced on 'functional unbundling' and development of sector-specific governance frameworks at FGS, FMS and District levels</i>	Baseline: In December 2022, the NCC members, apart from Puntland, agreed and signed the political agreement on two key areas having an integral bearing on the process of state building, namely: (a) Allocation of Powers and (b) Federalization of the Judiciary. These agreements further require functional unbundling/analysis at sectoral level providing guidance on the governance framework at FGS and FMS levels. Indicator 1: # of consultative sessions/policy dialogues of inter-governmental technical committees/working groups organized on functional unbundling with effective participation of civil society, women, youth and minority groups. Indicator 2: #of technical/policy papers produced on the value-chain	UNDP: technical assistance to national and international partners (policy options; trainings; concept papers) UNSD PAMG: political coordination and facilitation UN-member states collaboration and joint lobbying for the establishment of gender and youth responsive infrastructure for peace Forum of Federations (FoF)	- HR: - o IP portfolio and project staff - o UNSOM political officers - o Focal points of RCO – Integrated Office - o Consultants - <i>Procurement</i> - o Conferences; meetings; trainings - <i>Programme</i> - o Engagement of CSOs - <i>Financial</i> - o Donors' resources UNDP resources	

		analysis of key sectors and #of technical option papers on sectoral governance frameworks and institutional rules of business Target 1: Per annum 4 consultative sessions/policy dialogues of the inter-governmental technical committees/working groups organized on functional unbundling with effective participation of civil society, women, youth and minority groups (18 throughout project life). Target 2: 1 national knowledge network/community of practice is established to bridge the knowledge gap on federalism and statebuilding (18 throughout project life). Target 3: 2 study tours/exposure visits per annum - with effective participation of civil society, women, youth and minority groups (9 throughout project life). Target 4: Engage civil society organizations, NGOs, INGOs, Universities, think tanks for policy advocacy on inclusive state building and participatory federalism – through LVGs - with effective participation of civil society, women, youth and minority groups.	
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		Target 5: 2 high-quality policy research papers per annum informing the technical dimensions of political process of federalization and statebuilding with effective participation of civil society, women, youth and minority groups (8 throughout project life). Target 6: Support consultative sessions/policy dialogues of the inter-governmental technical committees/working groups organized on ‘functional unbundling’ with effective participation of civil society, women, youth and minority groups (2 per annum for 4 years starting from 2024). Target 7: Organize annual output level learning session (inclusive of a light political economy, drivers of change analysis, program continuity/criticality and contingency and other considerations for adaptation drawn from review of the theory of change and progress of implementation (four times, 2024-2027)		
	Output 1.4: <i>Operationalization/outreach of an inclusive legal identification eco-system sensitive to the social contract is enhanced and national/regional</i>	Baseline The Identification and Registration of Persons Act (Law No. 009) was signed into law on March 20, 2023. This law effectively replaces Law#41 focusing on the establishment of the National	- HR: - o IP portfolio and project staff - o UNSOM political officers - o Focal points of RCO – Integrated Office - o Consultants - <i>Procurement</i> - o Conferences; meetings; trainings - <i>Programme</i>	

<i>counterparts are operationally equipped to deliver their institutional mandates effectively and efficiently.</i>	ID Authority and improved on the latter in several areas including the adoption of the ID4D guidelines, introduction of a governing board, and going through the necessary legislative process as expected. The Identification and Registration of Persons Act now legitimizes National Identity and Registration Authority (NIRA) and its work. National/regional counterparts require necessary operational support to deliver their institutional mandates effectively and efficiently. Indicator 1: Legal, regulatory and institutional framework for the national ID to govern the identification system and agencies is in place. Indicator 2: % of national identity enrollment Target 1: Facilitate multi-stakeholder and inter-governmental consultations for necessary consensus-building on the implementation of legal/regulatory framework of national identity and registration authority (2 per annum; 9 throughout project life)	- <i>Financial</i> - o Engagement of CSOs - o Donors' resources - UNDP resources
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		Target 1: Strengthen institutional capacity of National Identity and Registration Authority (NIRA) for the strategic planning towards inclusive enrollment involving FM/Ses and district authorities (linking with JPLG support and partnership networks at the local levels; 6 enrollment centers). Target 1: Support civic education to enhance the outreach of national identity and registration authority (1 campaign per annum for the four years between 2024–2027). Target 1: Organize NIRA management study tours and exposure visits following south-south cooperation (1 study tour). Target 1 NIRA has the capacity in place to increase national identity enrollment from the current 5 percent focusing on women, youth, and minority registration. Target 1: Support to 8 IPs/RPs at the FGS and FMS levels for effective and efficient documentation and knowledge management, including secretarial, IT, e-governance and infrastructural support.		
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Annex II: Project risk management matrix

RISK ASSESSMENT						MONITORING PLAN			TREATMENT OPTIONS	
Risk	Risk drivers	Risk outcome	Likelihood	Impact	Risk Level & Trajectory	Responsibility	Regularity	Sources	Mitigation	Adaptation
Political - Political stalemate – no advancement on the state building priorities	Political dynamic between FGS and FMS	Political impasse/stalemate (like in 2020-2022)	High	High	Risk level=High Trajectory= continuous	Project, UNDP IP Portfolio and UNSOM PAMG	Monthly	Government's reports, social media info, CSOs reports etc.	High level and technical level coordination with the member states and national counterparts. Collaboration with CSOs, communities and citizens	Agreement with Somali leaders on timeline for the implementation of the agreements; MAF; frequency of the high-level engagement with the Somali leaders; suggested strategies to the Somali leaders; review of the projects to meet realities
Political – Shift focus from the statebuilding, reconciliation and stabilisation to other political expediences	Political dynamic between FGS and FMS	Political impasse/stalemate (like in 2020-2022) – the focus shifted to organization of the indirect elections leaving the federalism and reconciliation questions unattended	Medium to high	Medium to high	Risk level=medium to high Trajectory= continuous	Project, UNDP IP Portfolio; UNSOM PAMG; IESG; UN leadership	Annually (quarterly until end of 2023); Monthly (starting from 2024)	Government reports; NCC reports	High level and technical level coordination with the member states and national counterparts.	Agreement with Somali leaders on timeline for the implementation of the state building priorities; MAF; frequency of the high-level engagement with the Somali leaders; suggested strategies to the Somali leaders; review of the projects to meet realities
Financial – Difficulties to mobilize resources	Donors' fatigue due to political stalemate	Lack of resources for the implementation of the activities	Medium	High	Risk level = medium Trajectory = continuous	Project, UNDP IP Portfolio, and UNSOM PAMG; UN leadership	Monthly	Bilateral and multilateral meetings with the donors; donors' plans and strategies	Regular joint meetings with UN Senior Leadership and international partners; Joint UN/partners meetings with the senior Somali leaders; technical level coordination meetings with the donors	Review of the project and adapting it to the evolving realities.

Operational – limited operational and technical capacity of national counterparts	National counterparts lack technical and operational capacity to implement outcomes of the political dialogue	Delay in implementation of the activities	Medium to high	Medium to high	Risk level = medium to high Trajectory = continuous	Project, UNDP IP Portfolio, and UNSOM PAMG	Monthly	Reports of the national counterparts; Bilateral and multilateral meetings with the national partners.	Regular technical meetings with the national counterparts; hands-on support; high level meetings between UN, international partners and national counterparts.	Regular risk analyses and needs assessment; targeted technical assistance; resource mobilization to capacitate national counterparts
Security – Re-prioritization to combat against terrorism	Increased terrorist attacks	Delay in implementation of the activities	Medium to high	Medium to high	Risk level = medium to high Trajectory = continuous	UNDP IP and ROLS Portfolios; UNSOM PAMG and ROLSIG; UN leadership	Monthly	Reports of the national counterparts;	High level and technical level coordination with the member states and national counterparts.	Agreement with Somali leaders on timeline for the implementation of the agreements; review of the projects to meet realities
Social – lack of inclusion of the citizens in the state building processes	Societal and traditional norms	Lack of ownership and buy in of the citizens	Medium to high	Medium to high	Risk level = medium to high Trajectory = continuous	Project; UNDP IP; UNSOM PAMG	Monthly	CSOs reports; reports from the human rights champions	High level and technical level coordination with the member states, national counterparts and CSOs.	Agreement with the Somali leaders to set up the platforms for the engagement of the citizens in the processes; M&E methodologies
Social – lack of inclusivity of women in the process	Societal and traditional norms	Lack of ownership and buy in of the citizens	Medium to high	Medium to high	Risk level = medium to high Trajectory = continuous	Project; UNDP IP; UNSOM PAMG; UN leadership	Monthly	CSOs reports; reports from the human rights women champions	High level and technical level coordination with the member states, national counterparts and CSOs.	Agreement with the Somali leaders to set up the platforms for the engagement of women in the processes; M&E methodologies; regular coordination with other agencies such as UNWOMEN

