



JOINT PROGRAMME DOCUMENT
Joint Programme for Support to the Electoral Process in the Federal Republic of Somalia

AMENDMENT 2
 11 May 2016

Programme Title: Joint Programme for Support to the Electoral Process in the Federal Republic of Somalia

PSG No and title: PSG 1 Inclusive Politics: Achieve a stable and peaceful federal Somalia through inclusive political processes

PSG priority: Priority 3: Prepare for and hold credible elections by 2016

Expected Outcome of the JP towards contributing to the PSG: Somalia is enabled to adopt a twin-track approach to (i) hold an electoral process in 2016 and (ii) to prepare for eventual universal elections through institutional capacity development of the National Independent Electoral Commission (NIEC), the development of the legal framework for elections and support to promote better understanding of electoral processes.

Substantive Revision Justification:

This revision of the programme document extends the duration of the Joint Programme until 31 December 2016 and expands the Programme's scope enabling support to be provided, through a twin-track approach, to prepare for the 2016 electoral process and eventual universal (one-person one-vote) elections. Following the conclusion of a consultative process to identify an appropriate electoral model for Somalia, the Programme is preparing to support an electoral process in 2016 and, at the same time, continuing its support for preparations for eventual universal elections through institutional capacity development of the National Independent Electoral Commission (NIEC), support to the Ministry of Interior and Federal Affairs (MoIFA) and the development of a legal framework for elections.

<p>Programme Duration: 18 months</p> <p>Start Date: 17 June 2015</p> <p>End Date: 31 December 2016</p>	<p>Total amount: USD 3,010,450 (in 2015) + USD 5,169,363 (in 2016)</p> <hr/> <p>USD 8,179,813</p> <p>Sources of funding in 2015:</p> <p>1. Somalia UN MPTF USD 2,710,450</p> <p>2. Other sources of funding: - UNDP USD 300,000</p> <p>Sources of funding in 2016:</p> <p>1. Somalia UN MPTF USD 5,169,363</p>
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Short description of the Joint Programme:

The Joint Programme for Support to the Electoral Process in the Federal Republic of Somalia is designed to assist Somalia to reach dual objectives according to a twin-track approach, as follows (i) to hold an electoral process in 2016 and (ii) to prepare for universal elections and referendum through institutional capacity development of the National Independent Electoral Commission (NIEC), the development of the legal framework for elections and support to promote a better understanding of electoral processes. This approach is in line with priorities of the Federal Government of Somalia's Peacebuilding and Statebuilding Goal 1 (PSG1).

The Joint Programme has the following outputs:

1. The institutional capacity of the NIEC is developed to fulfil its mandate to prepare for and conduct electoral operations
2. MoIFA is supported in its electoral related democratization role
3. The legal framework for elections and referendum are developed
4. Increased public and stakeholder understanding of electoral processes and electoral legal framework through civic education
5. Support to the 2016 electoral process
6. Joint Programme Management

The JP was signed on 17 June 2015 for an initial six month period and subsequently amended to extend its duration until 31 March 2016 with a further no-cost extension till 30 April 2016. This amendment extends the duration of the JP to 31 December 2016. A further revision this year is anticipated to further elaborate on the scope and nature of support to the 2016 electoral process. A longer multi-year electoral assistance programme will depend on the recommendations of a United Nations electoral Needs Assessment Mission (NAM) tentatively expected to visit Somalia towards the end of 2016.

The National Independent Electoral Commission (NIEC) and the Ministry of Interior and Federal Affairs (MoIFA) are key partners in the Joint Programme implemented by UNDP and UNSOM through the UN Integrated Electoral Support Group (IESG) in coordination with other electoral assistance providers.

Participating UN Organizations (PUNOs):	National Coordinating Authorities:	
<p>UN Deputy SRSG / UN Resident Coordinator / UNDP Resident Representative</p> <p>Signature: _____</p> <p>Date and Seal: 22.05.16.</p>	<p>Ministry of Interior and Federal Affairs (MoIFA)</p>  <p>Signature: _____</p> <p>Date and Seal: _____</p>	<p>National Independent Electoral Commission (NIEC)</p>  <p>Signature: _____</p> <p>Date and Seal: _____</p>

ACRONYMS

BFC	Boundaries and Federation Commission
EISA	Electoral Institute of Southern Africa
EMB	Electoral Management Body
FEIT	Federal Electoral Implementation Team
FGS	Federal Government of Somalia
FRS	Federal Republic of Somalia
HLPF	High Level Partnership Forum
IESG	Integrated Electoral Support Group
JP	Joint Programme
MoFA	Ministry of Interior and Federal Affairs
MPTF	Multi Partner Trust Fund
NAM	Needs Assessment Mission
NCF	National Consultative Forum
NIEC	National Independent Electoral Commission
NLF	National Leadership Forum
OPM	Office of the Prime Minister
PAMG	Political Affairs and Mediation Group
PIP	Project Initiation Plan
ProDoc	Programme Document
PSG	Peacebuilding and Statebuilding Goal
RCF	Regional Consultative Forum
SEIT	State-Level Electoral Implementation Team
SSG	Strengthening Somalia Group
TST	Technical Support Team
UN	United Nations
UNDP	United Nations Development Programme
UNSOM	United Nations Assistance Mission to Somalia

1. Executive Summary

The Joint Programme for Support to the Electoral Process in the Federal Republic of Somalia is designed to assist Somalia to reach dual objectives according to a twin-track approach, as follows (i) hold an electoral process in 2016 and (ii) to prepare for universal elections and referendum in line with priorities of the Federal Government of Somalia's Peacebuilding and Statebuilding Goal 1 (PSG1). This approach builds on earlier work undertaken in 2014-2015 to support the development of the National Independent Electoral Commission (NIEC) law, the physical establishment and initial capacity development of the NIEC, and support to the consultative process to identify an appropriate electoral option for 2016.

In 2016 the Joint Programme (JP) will continue its twin-track approach to support both the 2016 electoral process and preparations for universal elections. The main outputs of the Programme are:

- Output 1
The institutional capacity of the NIEC is developed to fulfil its mandate to prepare for and conduct electoral operations;
- Output 2
MoIFA is supported in its electoral related democratization role;
- Output 3
The legal framework for elections and referendum are developed;
- Output 4
Increased public and stakeholder understanding of electoral processes and electoral legal framework through civic education;
- Output 5
Support to the 2016 electoral process.

The JP is implemented by the UN Integrated Electoral Support Group (IESG) comprising UNDP and UNSOM, in coordination with other assistance providers and with the NIEC and the Ministry of Interior and Federal Affairs (MoIFA) as key partners. The JP was signed on 17 June 2015 for an initial six month period, and this revision will extend the duration of the JP for another twelve months from 1 January to 31 December 2016. Although the JP will be extended till the end of the year, a further revision is expected in 1-2 months to elaborate on the provision of support for the 2016 electoral process. Once there is greater clarity on the electoral model, the Programme Board will meet to consider the nature and scope of assistance and the Programme Document will be amended accordingly.

2. Situation Analysis

The Provisional Constitution of Somalia adopted in 2012 provides for a parliamentary system of government with the President as head of state, the Prime Minister as head of government and a Federal Parliament consisting of the House of the People (Lower House) and the Upper House. The terms of the Federal Parliament and President are due to end in August and September 2016 respectively. In Vision 2016 the Federal Government of Somalia (FGS) articulated its plans to hold a referendum on the constitution and federal elections in 2016. However, preparations for the referendum and elections have not progressed as quickly as anticipated, and in July 2015 the High Level Partnership Forum (HLPF) agreed that universal (one-person one-vote) elections would not be feasible in 2016. Instead, an abbreviated electoral process would be held after an electoral option (model) was chosen through a consultative process.

A national consultative process was launched in September 2015 to identify an appropriate electoral option for 2016. A National Consultative Forum (NCF) was established comprising leaders and representatives from the FGS, existing and emerging federal member states, members of federal and state parliaments, and civil society. A Task Force and Technical

Support Team (TST) were formed to oversee and conduct a series of national and regional consultations between November 2015 and January 2016. Several thousand Somalis participated in giving their views on different electoral options (models) during consultations held in Galmudug, Jubaland, Puntland, South-West, in Mogadishu for Banadir, Hiraan and Middle Shabelle, the Somalilander community, and in Nairobi for the diaspora.

The Mogadishu Declaration announced by the NCF in December 2015 set out agreed principles for the electoral process that included the formation of both the Lower and Upper Houses of Parliament, representation of Parliament as a whole based on a balance between constituency and clan, and a minimum number of guaranteed seats for women in both Houses. In January 2016, in the absence of consensus on an electoral model, the FGS put forward its decision on the electoral model to be implemented: 54 members in the Upper House (11 seats each for Somaliland and Puntland and 8 seats each for Galmudug, Hiraan and Middle Shabelle, South-West and Jubaland) to be elected by caucuses of the regional assemblies; 275 seats in the Lower House to be allocated according to the 4.5 formula, with voting and counting to take place in each capital with special arrangements for Somaliland; and a minimum quota of 30% of seats reserved for women in both Houses. Subsequently the National Leadership Forum (NLF) met in April 2016 to further discuss the electoral process and issued a communique setting out details of the structures and process for implementing the electoral model. The communique outlined the establishment of a Federal Electoral Implementation Team (FEIT) and State-Level Electoral Implementation Teams (SEITs) in each of the existing and emerging federal member states that will implement the process. The FEIT will comprise 17 members (five appointed by the FGS and two appointed by each existing/emerging member state) and each SEIT will be composed of 11 members (eight appointed by the existing/emerging member state and three appointed by the FGS). A dispute resolution mechanism would also be created. The Upper House will be established before elections of the Lower House, and state executives will nominate at least two candidates for each Upper House seat with state assemblies voting for each seat individually. For the Lower House, 135 traditional elders will select the electoral colleges. Each of the 275 seats in the Lower House will be elected by an electoral college of 50 members. The total electorate (number of delegates in the electoral colleges) will be $275 \times 50 = 13,750$.

At the time of writing, the Federal Parliament is considering legislation to legalize the 2016 electoral process and provide greater detail on the electoral model and its implementation. To ensure that the electoral process is an improvement over the 2012 selection process and a step towards universal suffrage, the electoral process should, at a minimum, contain the following criteria. The 2016 electoral process provides an opportunity to set norms where appropriate for eventual universal (one-person one-vote) elections and meeting these criteria will strengthen confidence in future elections.

- transparency of the electoral process (including transparency in candidate nomination, voting, counting and results release);
- secrecy of the vote;
- measures to guarantee a minimum 30% quota of seats for women in both houses of Parliament;
- an electoral disputes resolution mechanism;
- observation of all aspects of the electoral process;
- inclusive electoral colleges with a minimum 30% quota for women;
- a public outreach campaign to inform the Somali public about the electoral process and its results.

Ultimately, the electoral process should be acceptable to the Somali public and be seen as a legitimate step towards eventual universal elections. However, there are several challenges to overcome: the delay in finalizing the electoral model and legal framework has left little time to prepare for and conduct the electoral process. This will place considerable strain on the FEIT and SEITs, which have not been established yet, to implement an electoral process in a timely, transparent, uniform and orderly manner. Furthermore, multiple electoral processes taking place concurrently in state capitals over several days will pose an enormous challenge for security actors to ensure adequate security for the electoral process to take place peacefully.

While the successful implementation of the 2016 electoral process is one of the highest priorities this year for the FGS, it is to be accompanied by tangible and demonstrable progress to prepare Somalia for universal elections. A roadmap for 2020 is being developed that will set out milestones and timelines to be met in order for Somalia to hold credible universal elections in 2020. These pre-requisites include capacitating the National Independent Electoral Commission (NIEC) and developing an election administration capacity throughout the country; development and adoption of a legal framework for elections; and the conduct of voter registration and establishment of a voter registry. The NIEC, constitutionally mandated to organize and conduct elections, was formed in July 2015 with the appointment of its nine commissioners two of them being women. The NIEC has been physically established in temporary premises at Villa Somalia, and its commissioners have been and continue to be supported with technical advice and capacity development.

However, the establishment of the NIEC secretariat must be expedited in 2016 if the NIEC is to be ready to conduct voter registration and the elections, both of which are complex and major undertakings that require significant and detailed advance

preparation. An assessment of options for voter registration should be carried out this year to inform future discussion and decision-making for an appropriate, affordable and sustainable voter registration system for Somalia. Concrete progress also needs to be made this year to develop the legislative framework for elections, recognizing that extensive discussion and consultation will be necessary to reach agreement on an electoral system elaborating the long-term system of representation for Somalia, and other aspects of the electoral law. Delays in commencing these discussions on the legal framework and the electoral system will adversely impact the 2020 timeline. The Ministry of Interior and Federal Affairs (MoIFA) is tasked with developing the draft legislation for elections for submission to Cabinet and Federal Parliament, and has made progress this year on the draft citizenship and political party laws. MoIFA has recently formed a working group to develop the electoral law in consultation with other stakeholders, and further progress is needed this year to advance discussions on comparative electoral systems.

Both the successful implementation of the 2016 electoral process, and progress in preparing for universal elections, are of equal importance this year. This twin-track approach was underscored by the Ministerial High-Level Partnership Forum (HLPF) in February 2016, as demonstrable progress and a roadmap to universal elections in 2020 has promoted reaching consensus on the 2016 process, and underscores the legitimacy of the 2016 abbreviated electoral process. The twin-track approach has been adopted by the Joint Programme with support provided to advance both objectives in 2016.

3. Strategies, including lessons learned, and the proposed joint programme

The Joint Programme is in line with the Somali Compact Peacebuilding and Statebuilding Goal 1 (PSG1) to “achieve a stable and peaceful federal Somalia through inclusive political processes”. The objective of the Programme is to enable Somalia to adopt a twin-track approach to (i) hold an electoral process in 2016 and (ii) to prepare for eventual universal elections through institutional capacity development of the National Independent Electoral Commission (NIEC), the development of the legal framework for elections and support to promote better understanding of electoral processes.

In 2014 a Project Initiation Plan (PIP) was set up by UNDP to lay the groundwork to establish the Joint Programme. Technical expertise was provided through the PIP to develop the law that established the National Independent Electoral Commission (NIEC) which was passed by Federal Parliament in February 2015. The PIP enabled preparations to commence for the physical establishment of the NIEC, and resources to be mobilized for the Joint Programme. The Joint Programme was signed in June 2015 by the United Nations and the Ministry of Interior and Federal Affairs (MoIFA) to support the NIEC to become functional as soon as possible after its appointment. The nine NIEC commissioners were appointed in July 2015 and support provided by the Programme enabled electoral advisers to engage immediately with the commissioners to provide initial familiarization and briefings on electoral processes and the electoral cycle. Support was provided to physically establish the NIEC with the construction of temporary offices and a meeting room, provision of furniture, office equipment and supplies, internet connectivity, rental of vehicles, and the provision of temporary secure accommodation. With this support, NIEC was able to move into its interim offices a month after their appointment. The NIEC was further supported with technical advice, workshops and a study tour to Tanzania and Zanzibar during parliamentary elections in October 2015. The NIEC developed its vision and mission statement, and an 18 month action plan, in October 2015. It presented its first report to Federal Parliament in December 2015.

Between January-April 2016, the NIEC was supported with further capacity development and opportunities for peer to peer networking. The Joint Programme organized media skills and public outreach training in Mogadishu for NIEC commissioners and a Governance and Leadership Workshop in Nairobi for NIEC commissioners, Boundaries and Federation Commission (BFC) commissioners, MoIFA and ministers from Galmudug and Jubaland in collaboration with the UNDP State Formation Project. The Joint Programme, in cooperation with the UNDP Regional Hub in Jordan, supported NIEC’s participation in three workshops in Jordan: the Arab Electoral Management Bodies (EMB) Organization Workshop on developing the Arab EMB Organization’s values, mission and objectives; a Human Rights and Elections Workshop; and a Workshop on the role of Electoral Management Bodies in enhancing participation of women in elections. Following the workshop of the Arab States EMB Organization, the NIEC was formally invited to join the organization. At the Human Rights and Elections Workshop, the NIEC gave a presentation on transparency and access to information. In March 2016, the NIEC was supported on a voter registration study trip to South Africa hosted by the Independent Electoral Commission of South Africa to see first-hand how voter registration in South Africa is conducted and the challenges involved. These workshops, exposure to other electoral management bodies and the experience of electoral practices in other countries have contributed to strengthening the NIEC’s understanding of electoral processes, and assisted the NIEC to develop their peer to peer network.

Further support to the NIEC in 2016 include ongoing technical advice and capacity development provided by the UN Integrated Electoral Support Group (IESG) advisers. The NIEC has also been supported to develop its social media outreach

with the development of a Facebook page and work is underway on a NIEC website that is expected to go live by May 2016. Technical advice continues to be provided to support NIEC to develop an appropriate structure for its secretariat and in developing terms of reference for key secretariat positions. The position of the Secretary-General who will head the secretariat has been advertised and the NIEC is taking the next steps to establish a selection panel. Support will also be provided to the NIEC to develop a human resources and recruitment plan, a capacity development and training plan, a gender strategy, and a communication and outreach strategy, and to review its action plan. The NIEC will also be supported to develop an assessment of civil/voter registration options before the end of the year.

The Ministry of Interior and Federal Affairs (MoIFA) plays a leading role in developing the draft legal framework for elections, having worked on the draft political party and citizenship laws. The Joint Programme supported MoIFA in November 2015 to hold a consultative workshop on the draft political party law and will continue to provide advisory support to MoIFA on the development of the electoral law for universal elections. MoIFA has recently formed an electoral law working group which will work closely with IESG advisers. Workshops to strengthen the group's understanding of key elements of an electoral legal framework and knowledge of electoral systems are being planned. With support from the Joint Programme, MoIFA recently established a Logistics Cell to support operational arrangements for consultations, workshops and where appropriate logistical arrangements for National Leadership Forum (NLF) meetings. The first BRIDGE-Building Resources in Democracy, Governance and Elections Workshop was held in Mogadishu in August 2015 for MoIFA on public outreach and support will be extended to MoIFA this year to develop its outreach capacity to inform and engage civil society on developments in the legal framework for elections.

In July 2015 the High Level Partnership Forum (HLPF) acknowledged that universal (one-person one-vote) elections would not be feasible in 2016, and in its place an abbreviated electoral process would be held in 2016. In September 2015 the Programme Board endorsed a twin-track approach to provide support to (i) the consultative process and 2016 electoral process and (ii) preparations for universal (one-person one-vote) elections. In keeping with this twin-track approach, in addition to supporting the physical establishment and capacity development of the NIEC, the Joint Programme rapidly extended support to enable the consultative process to take place at short notice. Extensive technical, operational and logistical support was provided to the Task Force and Technical Support Team (TST) that enabled high level consultations in Mogadishu and Kismayo, and regional consultations in Adado, Bajdo Garowe, Kismayo and Mogadishu, and a diaspora consultation in Nairobi. Over 3,000 Somalis were supported by the Joint Programme to participate in these consultations. Technical advice was provided in developing a facilitation guide on electoral options and in training of facilitators. Technical and logistical support for these consultations paved the way for decisions to be taken which resulted in: the Mogadishu Declaration of the National Consultative Forum (NCF) in December 2015; the FGS communique following the National Leadership Forum (NLF) meeting in January; and the NLF communique in April 2016. The Joint Programme is now preparing to support the implementation of the electoral process that is scheduled to take place in August 2016, although, the scope and nature of the support will depend on the Programme Board's decision. Some of the expected criteria and steps in the electoral process are outlined under Output 5 on page 11.

The Joint Programme brings together UNDP and UNSOM to establish the UN Integrated Electoral Support Group (IESG). As an integrated entity, IESG implements a common work plan in partnership with the National Independent Electoral Commission (NIEC), Ministry of Interior and Federal Affairs (MoIFA), and the soon to be established Federal Electoral Implementation Team (FEIT) and State-Level Electoral Implementation Teams (SEITs). The IESG will continue to liaise and work closely with other parts of the UN involved in the 2016 electoral process such as the UNSOM Political Affairs and Mediation Group (PAMG) and the UNDP Parliamentary and Constitution Support Project. IESG will continue to actively engage in information-sharing and coordination of support with non-UN entities such as the African Union/AMISOM, Creative Associates, Conflict Dynamics International (CDI), Electoral Institute for Sustainable Democracy in Africa (EISA), Interpeace, Saferworld, and Strengthening Somali Governance (SSG) who provide electoral-related assistance.

Underlying principles of inclusivity, gender sensitivity and conflict sensitivity will guide the planning and implementation of the JP. Within the IESG two gender focal points have been identified to ensure that gender issues are given special attention. Emphasis will be placed on gender parity, and enhanced representation of women, in line with the provision enshrined in the Provisional Constitution and the gender equality commitments outlined in the Compact. To enhance the effectiveness of interventions on gender equality, synergies will be developed with the newly established Joint Programme on Women's Participation, Leadership and Empowerment implemented by UN Women, UNDP and UNSOM, in partnership with the Ministry of Women and Human Rights Development.

In addition to resources mobilized through the UN Multi-Partner Trust Fund (MPTF) for the Joint Programme, in-kind contributions in the form of technical advisers, as well as logistical and transportation support, will be provided by UNSOM to complement donor contributions. Also complementing the Joint Programme is a Government of Japan project funded through UNSOM to support the first phase construction of permanent infrastructure for the NIEC compound and public outreach for

the 2016 electoral process. This project, managed and implemented by the IESG, will complement activities in the Joint Programme to extend the overall scope of assistance to the twin-tracks in the areas of public outreach for the 2016 process, and longer term support to NIEC.

Following completion of the 2016 electoral process, and transfer of public office, a UN electoral Needs Assessment Mission (NAM) will be deployed. It is anticipated that the NAM will be undertaken towards the end of 2016. At such time the NAM is deployed, it will meet with stakeholders, and make its recommendations regarding future UN electoral assistance, with a focus on preparations for universal elections and referendum. The findings and recommendations of the NAM will guide development of a longer-term multi-year electoral assistance programme.

The Joint Programme in 2016 identifies five immediate priorities: support to the NIEC to prepare for and fulfil its mandate; support to MoFA in its democratization role; support for the development of the legal framework for elections and referendum; support for better awareness of electoral processes through civic education; and support to prepare for and conduct the 2016 electoral option.

The Joint Programme retains the twin-track approach adopted last year and has five main outputs:

Output 1: The institutional capacity of the NIEC is developed to fulfil its mandate to prepare for and conduct electoral operations.

The NIEC was established, and nine NIEC commissioners (including two women) were appointed, in July 2015. Support provided through the Joint Programme in 2015 included the provision of temporary offices; workshops on electoral principles, the electoral cycle, the role of electoral management bodies, team building and strategic planning; training to develop a communications strategy; and study visits to Tanzania and Zanzibar during the polls to see first-hand the conduct of elections. Technical expertise and advice to the NIEC were provided by the UN Integrated Electoral Support Group (IESG) through frequent interactions and meetings with the NIEC. This support and advice contributed to the NIEC's development of its vision and mission statements and its action plan in October 2015.

In 2016, the aim of the support provided under this output is to enable the NIEC to undertake the necessary preparations in order to fulfil its legal mandate. A major part of this support will be the provision of technical expertise to the NIEC so that it can make informed decisions when planning and executing its mandate. Support will be provided to assist the NIEC to review and implement its action plan, and to this end technical expertise to the NIEC will be provided in a broad range of areas including: strategic and operational planning, budgeting, development of the NIEC secretariat staffing structure and terms of reference, development of internal rules and processes, management and communications, stakeholder engagement, outreach and civic/voter education, media relations, gender mainstreaming, electoral security options analysis, logistics, information technology (including a GIS platform) and examining civil/voter registration options.

For these activities, advice and support will be provided by the IESG comprising both UNSOM and UNDP personnel that includes the following: (UNSOM Staff are outside the scope of this programme document as they are funded through UNSOM budgets)

UNDP (international positions)	UNSOM (international positions)
Deputy Chief Electoral Adviser	Chief Electoral Adviser
Chief Electoral Operations Adviser	Senior Electoral Affairs Officer
Capacity Development Specialist – Gender focal person	Legal Adviser
Planning, implementation and Coordination Specialist	Public Outreach and Media Relations Adviser
Operations Specialist	External Relations Adviser – Gender focal person
Finance Specialist	Security Adviser
Monitoring & Evaluation Officer (UN Volunteer to be recruited)	Logistics Adviser
	Administrative Assistant
	IT Adviser (to be recruited)
	Field Operations Adviser (to be recruited)
	<i>(UNSOM Staff are outside the scope of this programme document as they are funded through UNSOM budgets)</i>

Short-term consultants with expertise in areas such as Geographic Information System (GIS), electoral security analysis, civil and voter registration and graphic design will be engaged to provide specialist services in support of the NIEC. Particular attention will be given to ensure that the needs of women, youth and marginalized groups are identified and supported in NIEC policies.

Specific areas of support are highlighted below:

Capacity Development:

A comprehensive capacity development and training package is being developed to support the growth of the institution. This will cover both commissioners and NIEC secretariat staff once hired. Training packages will cover strategic level electoral management modules, as well as individually tailored packages to support the sub-committees in the Board of Commissioners and staff. The Capacity Development Specialist also serves as one of the gender focal points ensuring that relevant gender responsive elements are incorporated in each aspect of the NIEC's capacity development.

Public Outreach and External Relations:

Considerable efforts will be invested in advisory services and strengthening the NIEC to successfully carry out its own wide-ranging civic and voter education campaigns. Besides assistance in rolling out outreach programs through procurement and advisory support, efforts will also be invested in training and capacity building of NIEC Commissioners and its secretariat staff. This will include management training on how to establish and manage a public outreach and communications campaign and team in relation to electoral cycles (voter registration, registration of political parties, polling and announcement of results, etc.). In addition, specialized and inclusive trainings for communications officers will also take place on the basics of electoral cycle message development, crisis communications and spokesperson's duties, and how to target audiences and reach out to them with appropriate communications instruments. Outreach activities will mainstream gender concerns. This will include examining the realities of women and marginalized communities, and how to address these so that they may better participate in the country's future electoral processes.

Security:

The aim of support in the security sector is to provide the NIEC (and state actors) with a systematic understanding of the security environment in which future elections and referendums will be played out. In parallel, the project will work to support the development of coordination and communication systems between the NIEC and security sector actors to ensure that systems are developed and deployed in line with electoral operations needs, and the process is protected to the maximum extent possible. The intention is to provide a comprehensive understanding and mitigation of risks associated with the following:

- Threat levels at district and village level in relation to the conduct of a civil election operation.
- A summary of security assets that could be deployed including the benefits/negatives of using local militias and gaining an understanding of their areas of control.
- Gaining a realistic understanding of the intent, capability and risk of anti-government elements to disrupt the process.
- Understanding of intentions to develop AMISOM and Somali National Army in the next four years, and defining the best points of interactions and coordination development forums to facilitate the electoral sector.
- Examining what heavy lift capacity exists in Somalia for logistical support to electoral operations, and the potential for international support on this.

Once the initial analysis is completed, IESG will work to support the building of coordination mechanisms that would support the development of linkages with the national security architecture and national threat assessment, which will be critical to the success of a full election operation.

IT/GIS Platform:

A critical element in any election is proper data to accurately identify the electoral-related key locations, and map all elements including security, polling centers, geography for logistical operations etc. Establishing a proper GIS platform, and providing training, will allow for and lead to:

- Polling center allocation and catchment areas required for voter registry;
- Minority and Nomadic patterns analysis for better enfranchisement;
- Population density survey (and coordination with BFC), and disaggregated data defining proper polling center allocation;
- Data sharing on threat levels at district and village level in relation to the conduct of a civil election operation;
- Publication online of NIEC election data with mapping elements, which would significantly improve transparency and reduce operation costs as planning could be more accurate.

Civil/Voter Registry:

A careful analysis of existing systems and historical processes will be undertaken to look at all options for development and roll out of a voter registration mechanism.

Focus will be on long-term and sustainable permanent processes that combine civil and voter registration. To do this, the GIS platform must first be established to determine polling center locations as described above. The type of electoral system that is finally established could affect the voter registration system, and allow for a partial rollout or require an initial up-scaling to achieve sufficient registration numbers. Other options to be analysed are the level of appropriate technology, combined with the overarching principle that the system be sustainable and permanent with the ability to update the registers continually. The project will work with the NIEC and other counterparts that are identified to examine options, as well as bring in specific consultants to develop elements of the process and formalise linkages with other registries.

Gender mainstreaming:

The UN in Somalia is committed to strengthening capacities to protect women's human and political rights and promote gender equality and participation. The JP supports the NIEC to enhance institutional gender mainstreaming within the organization, as well as to promote participation of women in all aspects of electoral processes through the inclusion of a gender perspective during the development of electoral regulations, the planning and conduct of civic and voter education, and the implementation of electoral operations. The NIEC will be supported to put in place a strategy to have women represented within its staffing structure at all levels including at senior levels.

Permanent Infrastructure:

In addition to the provision of technical expertise the Joint Programme will also support the NIEC to develop plans and conduct a site assessment for a permanent office for the NIEC in Mogadishu, once suitable land is identified and secured. This infrastructure project is further explained on page 12-13, and is dependent on securing appropriate land. The first phase of construction of permanent premises for NIEC will be supported through the Government of Japan project agreement with UNSOM.

Output 2: MoIFA is supported in its electoral related democratization role

The Ministry of Interior and Federal Affairs (MoIFA) was involved in setting up the NIEC, and will continue to play a role in supporting Somalia's democratic transition through an operational role in the 2016 electoral process; a lead role in developing the legal framework for universal elections; and contributions to raising public awareness and civic education. Some of the challenges facing MoIFA will be to ensure it has sufficient capacity to carry out its responsibilities, and to engage and coordinate effectively with other stakeholders.

In this output, the objectives are to assist MoIFA to define its role and responsibilities within the electoral sphere; to develop coordination mechanisms with other entities and stakeholders; and to define and implement its action plans relating to the development of the legal framework for elections and in civic education. Advisory support will be provided to MoIFA to review its strategic and action plans. Several national consultants are engaged to strengthen MoIFA's capacity: a legal adviser, public outreach adviser, planning and monitoring & evaluation adviser, operations adviser, and administrative officer. These advisers are based at MoIFA and work together with MoIFA's staff to develop and implement work plans with technical support and accompaniment by the UN Integrated Electoral Support Group's (IESG) advisers and operational staff. Training and support are provided to establish a Logistics Cell within MoIFA to support operational and logistical arrangements for the 2016 electoral process, state formation process and other MoIFA activities. Security for MoIFA is being enhanced through rehabilitation of its perimeter wall and additional security measures, which are cost shared with the UNDP State Formation Project.

UN advisers will work closely to provide technical advisory support to MoIFA's recently formed electoral law working group to develop and strengthen their knowledge of key elements in an electoral legal framework and enhance understanding of the main types of electoral systems and their comparative advantages and disadvantages. The working group will also be supported to expand to include members from other relevant institutions.

Advice will also be provided to MoIFA on its public outreach and civic education role, and specifically, to develop an outreach strategy. An important part of the support to MoIFA is to enable MoIFA to engage effectively with other stakeholders such as other government institutions, independent commissions, and civil society organizations through: information-sharing; coordination; and collaboration in order to build synergies and avoid duplication of effort.

Gender mainstreaming:

The JP will support MoIFA to enhance institutional gender mainstreaming within the organization, to ensure development of a gender sensitive legal framework and civic education programming to promote participation of women in electoral processes.

Output 3: The legal framework for elections and referendum developed

In this output, support will be provided for the development of the legal framework necessary for the 2016 electoral process, universal elections and referendum. The objective is to enable Somali institutions to develop the legal framework for elections through an informed, inclusive and consultative approach in keeping with timelines set out in the 2020 road map. For universal elections, support will be available to hold workshops on the electoral law and comparative electoral systems for participants from MoIFA, NIEC, the relevant federal parliamentary committee, other government ministries, stakeholders and decision-makers. A set of historic Somali electoral-related legislation will be compiled and shared to inform the development of new legislation, and serve as a resource for law makers. Support will also be available to hold roundtables or consultations on the draft electoral law to encourage wider discussion and greater consensus on the legislation.

The UN Integrated Electoral Support Group's (IESG) advisers, including an electoral legal adviser, will provide technical and legal advisory support. A senior electoral consultant with expertise on comparative electoral systems will be on retainer to provide advice and to participate as a resource person in workshops on comparative electoral systems. If required, a national legal adviser will be engaged to assist the federal parliamentary committee to review draft legislation. A key component of the advice provided on the legal framework will be recommendations to achieve greater representation of women in parliament.

Gender mainstreaming:

The JP will support the inclusion of a gender perspective during drafting of the legal framework to promote women's participation in electoral processes and their increased representation in parliament. This includes advisory support and advocacy to ensure the legal framework does not contain overt or hidden barriers to women's participation in the democratic process.

Output 4: Increased public and stakeholder understanding of electoral processes and electoral legal framework through civic education

In 2016, support in this output will focus on establishing a coordination mechanism for public awareness programming amongst diverse stakeholders, and in finalizing a lexicon of Somali-English-Arabic electoral terms. The last multi-party elections in Somalia were held in 1969, and many Somalis have limited experience of universal multi-party elections. Public awareness and civic education programmes need to be initiated well in advance of 2020 in order to have a high voter turnout in 2020, and high participation rates in the voter registration exercise ahead of 2020. These awareness raising programmes which would persuade Somalis of the relevance of elections in their lives, and promote acceptance of Somali women as public officials, candidates and voters, would have to commence well in advance of 2020. Messages will need to be reinforced over time to be effective. Furthermore, awareness raising on elections would not be complete without information on the role of parliament, the constitution, Somalia's federal structure and citizenship and political party laws. Current public outreach initiatives are nascent, and somewhat ad-hoc, focusing on relatively narrow topics. The UN Integrated Electoral Support Group's (IESG) advisers will help develop and promote a coordination mechanism that brings together relevant Somali institutions, civil society organizations, and assistance providers, to share information and develop synergies in their outreach and civic education initiatives. A civic education workshop utilising a customised module from the Building Resources in Democracy, Governance and Elections (BRIDGE) program will be held for participants from relevant Somali institutions and civil society. A lexicon of Somali-English-Arabic electoral terms and definitions will be completed in 2016 in a collaboration between NIEC and MoIFA, to facilitate a common understanding and usage of electoral terms by law makers, the media, government entities and civil society.

Output 5: Support to the 2016 electoral process

Following the announcement at the High Level Partnership Forum (HLPPF) in July 2015 that universal (one-person one-vote) elections will not be feasible in 2016, a national consultative process was launched in September 2015 to identify the most appropriate electoral option to be implemented in 2016. The National Consultative Forum (NCF) comprising the country's most senior federal, state and regional leaders and representatives of federal, state and regional parliaments and administrations and civil society held its first meeting in Mogadishu in October 2015. This was followed by a series of regional consultations that took place in November-December 2015 in Puntland, South West, Jubaland, Galmudug, in Mogadishu for the Hiraa and Middle Shabelle, Banadir and Somalilander communities, and in Nairobi for the diaspora. These were followed by a

second National Consultative Forum meeting and further senior-level meetings in Kismayo and Mogadishu. The Mogadishu Declaration was issued by the NCF in December 2015 setting out key aspects of the intended electoral process. The Joint Programme provided technical and operational support to the Task Force and Technical Support Team (TST) established by the Office of the Prime Minister to conduct the consultative process, as well as extensive logistical support to enable the consultations and meetings to take place. Over 3,000 Somalis were supported to participate in these consultations to discuss, and give their views, on the different electoral options (models). In the absence of consensus on an electoral model, the FGS put forward its decision on a preferred model in January 2016. The National Leadership Forum (NLF) in April 2016 provided further elaboration of the model and its implementation.

To ensure that the electoral process is an improvement over the 2012 selection process and a step towards universal suffrage, the electoral process should, at a minimum, contain the following criteria:

- transparency of the process (including transparency in candidate nomination, voting, counting and results release);
- secrecy of the vote;
- measures to guarantee a minimum 30% quota of seats for women in both houses of Parliament;
- an electoral disputes resolution mechanism;
- observation of all aspects of the electoral process;
- inclusive electoral colleges with a minimum 30% quota for women;
- a public outreach campaign to inform the Somali public about the electoral process and its results.

The 2016 electoral process provides an opportunity to set norms, where appropriate, for eventual universal (one-person one-vote) elections and meeting these criteria will strengthen confidence in future elections. Ultimately, the electoral process should be acceptable to the Somali public and seen as a legitimate step towards universal elections. At the time of writing, the detailed electoral model, the legal framework for the electoral process and terms of reference for implementing entities have not been finalized yet raising concerns that the time left to prepare for and conduct the electoral process has become extremely compressed. A very short timeframe risks putting considerable strain on the FEIT and SEITs, which have not been established yet, to implement an electoral process in a timely, transparent, uniform and orderly manner. A rushed process may also suffer from irregularities and shortcomings that could undermine its credibility and lead to non-acceptance of results by candidates and supporters.

After the detailed electoral model and legal framework have been finalized the Programme Board will meet to review the needs of the electoral process and make a decision on the scope and nature of support to be provided. In making its decision, the Board will consider whether the electoral process is on track to meet the above criteria, the risks involved and the level of support (including in kind contributions) from the FGS and states. In the meantime the Joint Programme is continuing to provide technical advice on the electoral process and to work on a tentative operational plan which anticipates the provision of support for:

- technical advice to the implementing entities;
- operational and logistical support to implement the electoral process;
- procurement of training and polling materials;
- design and printing of ballot papers;
- training of polling staff;
- a travel allowance for delegates (subject to Board agreement);
- registration of delegates and candidates;
- support for the accreditation of observers;
- public outreach mostly through mass media;
- support to security coordination and planning initiatives.

This support will be in line with the expected steps to implement the electoral process as outlined below:

Steps Required to Implement the 2016 Electoral Process for the Lower House of Parliament

Once there is political consensus reached on the electoral model, and a legal basis upon which to proceed, there are several steps in the process which need to be accomplished prior to reaching the electoral event itself. These include:

- Establishment of the ad hoc electoral implementation bodies – Federal Electoral Implementation Team (FEIT) and State Electoral Implementation Teams (SEITS) – including the establishment of a separate Electoral Dispute Resolution (EDR) mechanism within each structure.

- Development of regulations, policies and procedures, in line with the legal framework.
- Formalize the list of 135 clan elders, who will in turn select the delegates who will have the right to vote.
- Specifically define in which states particular clan constituencies will be allocated, whereby voting will be conducted in Mogadishu and respective state capitals: Benadir, Galmadug, Hirraan/Middle Shabelle, Interim Southwest Administration (ISWA), Jubaland, Puntland, Somaliland (process to be conducted in Mogadishu).
- Determine the 275 electoral constituencies, in terms of which clan (or sub-clans) will contest a particular constituency.
- Finalize the list of delegates (currently estimated at 13,750) against specified criteria.
- Conduct candidate registration, in line with agreed criteria, and undertake commensurate vetting procedures.
- Once the candidate list is finalized for 275 separate electoral contests, ballot production and logistical operations (including air transport) will need to be planned and conducted.
- Accreditation procedures established and undertaken for international and domestic observers.
- An Electoral Security Task Force will be established, and will undertake security risk assessments, planning and operations to protect the process in seven locations throughout the country (specific venues to be determined in each location).
- Recruitment and training of some 150 polling staff, who will run approximately 40 polling stations divided amongst the seven voting locations.
- An Electoral Dispute Resolution (EDR) mechanism will need to be established from the outset to respond to complaints throughout the process, beginning with candidate nominations and ending with declaration of final results.
- A nationwide public outreach strategy and programme to be developed and implemented.
- An electoral campaign period to be determined and undertaken by registered candidates.
- The electoral event itself, to be conducted over a period of approximately one week, during which 275 separate elections will be held according a scheduled timeline.
- Provisional results to be tabulated.
- Final official results to be certified after completion of dispute resolution process.

(Note: the election of the Upper House of Parliament to be undertaken separately by the respective established and emerging Federal Member States, with the exception of Somaliland, which will be established under a temporary procedure.)

Output 6: Joint Programme Management

Management of the Joint Programme will be undertaken by IESG UNDP staff (and complemented by IESG UNSOM personnel) who are already in place: Deputy Chief Electoral Adviser; Chief Electoral Operations Adviser; Planning, Implementation and Coordination Specialist; Operations Specialist; Finance Specialist; national Project Assistant, national Procurement Assistant and a national Administrative and Finance Assistant supplemented by new recruitment in 2016 of a Monitoring and Evaluation Officer (UN Volunteer).

Following completion of the 2016 electoral process, and transfer of public office, a UN electoral Needs Assessment Mission (NAM) will be deployed. It is anticipated that the NAM will be undertaken towards the end of 2016. At such time the NAM is deployed, it will meet with stakeholders, and make its recommendations regarding future UN electoral assistance, with a focus on preparations for universal elections and referendum. The findings and recommendations of the NAM will guide development of a longer-term multi-year electoral assistance programme.

Not included in the 2016 Annual Work Plan and Budget - pending the securing of appropriate land

Support for the construction of permanent offices for the NIEC, BFC, ICRIC and National Convention Center

In 2015 the Joint Programme supported the NIEC with the construction of temporary pre-fabricated offices and a conference room at Villa Somalia upon request from the FGS. However, while Villa Somalia offers a secure location for the NIEC to function and operate in the interim, it cannot be considered a permanent location for the NIEC as it is a constitutionally-mandated independent institution. In addition, there is insufficient space at Villa Somalia for the offices and warehouse that the NIEC and its secretariat will require. The NIEC has approached relevant authorities seeking suitable plots of land in Mogadishu where its permanent offices can be built. Once a plot of land is secured, the Joint Programme, under Output 1, will provide assistance to conduct a site assessment and develop designs, plans and a budget for the construction. However, the cost of construction is not included in this work plan and budget for January-December 2016.

In standard institutional development theory, the NIEC will need many years for the institution to develop legitimacy and public acceptance of its authority. The newly formed NIEC is a commission without an identifiable image. Public and stakeholder perception is limited. A physical location will represent the national democratic process, build identifiability, legitimacy and the important perception that the process has a permanence in Somalia. A building defined by its purpose, and providing the democratic ideal with a recognizable place to grow, will have immeasurable benefits for the development of democracy in wider Somalia. Thus, a permanent location offers to significantly shorten the time required to embed the institution and the democratic process into the national collective consciousness.

Development of a physical location will not only significantly increase the process of legitimizing the institution, it will also serve as an important symbol of genuine, federal authority. This is especially relevant in Somalia with its nascent governmental institutions.

Depending on land made available, the concept envisages possibly co-locating three Independent Commissions critical to Vision 2016 - the Boundaries and Federation Commission (BFC), the Independent Constitutional Review and Implementation Commission (ICRIC) and the National Independent Electoral Commission (NIEC). Combined with these will be a National Convention Center (NCC) with separate access control.

This concept can be summarized as the development of a key institutional element which will anchor the fledgling democratic process and give it the dignity which it deserves; co-location will also ensure permanent coordination between commissions; bring medium and long term cost effectiveness; long term sustainability and provide a much needed National Convention Center for international and national stakeholders to meet in safety. A complete set of buildings and comprehensive security upgrades will cost around \$6-8 million based on initial estimates although elements could be added in or phased out as funding permits.

This estimate of \$6-8 million is not included in the annual work plan and budget.

4. Results Framework

The Results Framework in Annex 1 sets out the outputs of the Joint Programme which will contribute to the overarching PSG 1 outcome. Immediate results indicators, baselines and means of verification are outlined in each of the six outputs.

5. Work plans and budgets

The work plan and budget of the Joint Programme are attached in Annex 2

6. Management and Coordination Arrangements

A Programme Board will be established comprising representatives from MoIFA, NIEC, UNDP, UNSOM and development partners. The role of the Programme Board will be to provide overall guidance and direction to the Joint Programme; review, amend and approve work plans and budgets; ensure risk management measures are in place; and ensure effective implementation of the Joint Programme. The Board may invite representatives from other organizations, regions and civil society to attend project board meetings as observers. The Programme Board will meet quarterly, or more frequently as needed. In the lead up to and during the 2016 electoral process the Board will meet more frequently, at least once a month, to review developments in the electoral process and take decisions on the scope of the Programme's activities and corresponding budget lines. Minutes of Programme Board meetings will be prepared and distributed. The Programme Board will provide updates to the PSG1 Sub-Working Group 3 on elections.

This JP will follow the pass-through fund management modality according to the UNDG Guidelines on UN Joint Programming. The UNDP MPTF Office, serving as the Administrative Agent of the Somalia UN MPTF, as set out in the Memorandum of Understanding (MOU) for Somalia UN MPTF will perform the following functions:

- (a) Receive contributions from donors that wish to provide financial support to the Joint Programme;

- (b) Administer such funds received, in accordance with this MOU;
- (c) Subject to availability of funds, disburse such funds to each of the Participating UN Organizations in accordance with instructions from the governing body [Programme Board], taking into account the budget set out in the Joint Programme Document, as amended in writing from time to time by the Programme Board;
- (d) Consolidate financial reports, based on submissions provided to the Administrative Agent by each Participating UN Organization (PUNO), and provide these to each donor that has contributed to the Joint Programme Account, to the JP Programme Board, PUNOs, and the SDRF Steering Committee;
- (e) Provide final reporting, including notification that the Joint Programme has been operationally completed;
- (f) Disburse funds to any PUNO for any additional costs of the task that the Programme Board may decide to allocate in accordance with Joint Programme Document.

Each Participating UN Organization assumes complete programmatic and financial accountability for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the organization's own regulations. PUNOs will establish a separate ledger account for the recipient and administration of the funds disbursed to them by the Administrative Agent. PUNOs are entitled to deduct their indirect costs (7%) on contributions received according to their own regulations and rules.

7. Monitoring, Evaluation and Reporting

The Monitoring Framework and Risk Log is attached in Annex 3. Provisions for annual reviews and evaluations will be elaborated in the full Joint Programme. Reporting will be undertaken on a quarterly basis.

Annex 1: Results Framework

JP/Project title: <u>Joint Programme for Support to the Electoral Process in the Federal Republic of Somalia</u>						
Fund Outcome to which the JP/project will contribute: <u>PSG 1 Inclusive Politics: Achieve a stable and peaceful federal Somalia through inclusive political processes</u>						
Fund Outcome indicators in 2016:	Geographic areas	Baseline data	Final targets	Means of verification	Responsible organization	
<ol style="list-style-type: none"> 1. <i>Conduct of the 2016 electoral process</i> 2. <i>Endorsement of 2020 Roadmap for universal (one-person, one-vote) elections</i> 3. <i>Female participation and representation of women in the 2016 electoral process</i> 	Federal Republic of Somalia (FRS)	NA	<ol style="list-style-type: none"> 1. Electoral Process (Upper House/Lower House) held in each Federal State in accordance to set regulations, policies and procedures. 2. The 2020 Roadmap for universal (one-person, one-vote) elections is endorsed. 3. At least 30% women's representation in both houses of Parliament. 	<ul style="list-style-type: none"> • Public Communiques of the NLF and/or FGS about the electoral process • Observer reports / stakeholder statements • Media 	UNDP, UNSOM and FEIT/SEIT's	
Enhanced capacity of NIEC to fulfil its mandate to prepare for and conduct electoral operations						
Output 1	Geographic areas	Baseline data	Final targets	Means of verification	Responsible organization	
Immediate indicators NIEC is established and functional	FRS	No NIEC in place	NIEC physically established and functional: <ul style="list-style-type: none"> - Offices in place - Operational capacity established - Government budget allocated to the NIEC 	<ul style="list-style-type: none"> • Site visits • NIEC reports; • UN public communication / reports; • Parliament report/annual Gov. budget; • Third party monitoring 	NIEC, UNDP and UNSOM	
# of papers, policies, road maps, reports or other strategy documents used by NIEC for demonstrating informed	FRS	Limited existing electoral capacity	3 - Demonstrated ability of the NIEC to take informed decisions when planning and executing its mandate, may include: <ul style="list-style-type: none"> • Electoral concepts initiated in line with 	<ul style="list-style-type: none"> • Presentation / submission of NIEC plans and reports 		

decision making.			amongst Commissioners	<ul style="list-style-type: none"> the 2020 Roadmap (e.g.: lexicon, legal framework, establishment of GIS platform, registration, gender mainstreaming, etc.) Comprehensive capacity development plan established and implemented accordingly External Relations and Public Outreach strategy developed and implemented accordingly Reports from 4 inclusive consultations (including on 'gender and elections') held with stakeholders 	<ul style="list-style-type: none"> UN public communication and reports; Consultation and/or workshop reports and relevant media coverage External relation and public outreach products Third party monitoring 	
# of Gender mainstreaming initiatives taken for relevant electoral decisions and internal functioning	FRS	Limited institutional gender mainstreaming		<ul style="list-style-type: none"> Gender mainstreaming is institutionalized within the NIEC as well as in its relation with stakeholders and the public 2 - NIEC has incorporated gender issues and concerns in all its relevant electoral decisions as well as in its internal functioning 2 - NIEC actively engages women networks and other stakeholders to enhance women's participation in electoral processes 	<ul style="list-style-type: none"> Reports from gender and elections working group (Third party) monitoring of gender mainstreaming in consultations / workshops NIEC reports / UN reports / communication 	
# of engagements with women stakeholders and other stakeholders to enhance female participation in electoral processes						
Output 2	Enhanced electoral capacity of MoIFA in its democratization role					
Immediate indicators	Geographic areas	Baseline data	Final targets	Means of verification	Responsible organization	
# of papers, policies, road maps, reports or other strategy documents used by MOIFA for demonstrating electoral capacity and democratization role.	FRS	Limited electoral capacity	<ul style="list-style-type: none"> 3 - MOIFA's capacity to support electoral related democratization processes is enhanced MOIFA electoral law working group established and capable to take the lead regarding the development of the electoral law External Relations and Public Outreach strategy developed and implemented accordingly Strategic planning and capacity development training plan developed 	<ul style="list-style-type: none"> Presentation / submission of MOIFA plans and reports UN communication; UN reports; Submitted consultation / workshop reports External relation 	MoIFA, UNDP and UNSOM	

					and implemented accordingly contributing to enhanced electoral processes in future				and public outreach products Relevant media coverage Third party monitoring where relevant	
# of logistical operations for electoral processes developed in a timely manner by MOIFA.					At least 4 Electoral related logistical operations plans developed and timely implementation according to procedures				• MOIFA reports • UN reports • Observers / stakeholders statements	
# of engagements with women networks and other stakeholders to enhance women's participation in electoral processes.	FRS			Limited gender mainstreaming	3 - MOIFA has incorporated gender issues and concerns in its relevant electoral related initiatives and workshops					
Output 3										
Legal framework for elections and referendum outlined										
Immediate indicators	results	Geographic areas	Baseline data	Final targets	Means of verification	Responsible organization				
Outline of Electoral Law drafted	Law	FRS	No Electoral Law in place	Draft outline of Electoral Law is developed in a consultative way under the lead of a MOIFA working group	• Presentation (and assessment) of the draft outline of Electoral Law • Plans and reports from MOIFA • UN communication and reports • Reports from the Gender and Elections working group • (Third party) observers and stakeholders statements; feedback from electoral partners • Media and other public reports on gender mainstreaming in electoral law	MoIFA, Parliament, UNDP and UNSOM				
Proposals to ensure women's participation and representation in elections.		FRS	Limited gender mainstreaming in electoral legal drafting	Proposals considered, consulted and included in the draft outline of the Electoral Law on a quota to ensure women's participation and representation in elections						

Increased public and stakeholder understanding of electoral processes and electoral legal framework through civic education							
Output 4	Immediate indicators	results	Geographic areas	Baseline data	Final targets	Means of verification	Responsible organization
	Number of roundtables and/or workshops to enhance understanding of electoral systems and electoral processes held for Somali authorities and stakeholders		FRS	No roundtables/workshops held so far	At least 2 roundtables/workshops held with stakeholders	<ul style="list-style-type: none"> Reports from MOIFA, NIEC, UN Stakeholder statements Media reports Dissemination of the compilation 	MOIFA ; NIEC; other government partners; UNDP and UNSOM
	Development and printing of an English-Somali lexicon of electoral terminology		FRS	No lexicon	Lexicon developed and printed		
	Gender mainstreaming integrated during stakeholder consultations and civic education		FRS	Limited gender mainstreaming	<ul style="list-style-type: none"> Women and women's networks directly engaged in consultations / civic education activities Issue of enhancing women's participation in electoral processes incorporated in consultations / civic education 	<ul style="list-style-type: none"> UN communication and reports Feedback from electoral partners Media and other public reports on gender mainstreaming Third party monitoring (where possible) 	
Support to the 2016 electoral process							
Output 5	Immediate indicators	results	Geographic areas	Baseline data	Final targets	Means of verification	Responsible organization
	# of Senior Level and/or National Leadership Forums supported to promote agreement and coordination between FGS and State Governments on the implementation of the 2016 electoral process		FRS	2015: JP supported 2 NCF and 6 RCF	At least 5 Senior Level and/or National Leadership Forums supported to ensure political agreement and coordination between FGS and State Governments on implementation of the 2016 electoral process	<ul style="list-style-type: none"> Communicues by the NLF and/or FGS UN reports Observer reports Stakeholder statements Public communication by external partners Monitoring of radio/TV PSAs 	UNDP and UNSOM ; FEIT and SEITs
	# of public outreach and information dissemination on		FRS	NA	At least 5 radio and TV public service announcements (PSA) developed and		

the 2016 electoral process					broadcast nation-wide	Media Statements	
Gender Mainstreaming: quotas and mechanisms to ensure sufficient female participation and representation of women in the 2016 electoral process	FRS	Current Federal Parliament: 14% female participation			Each Electoral College contains a minimum of 30% women.		
Output 6	Project management						
Immediate results indicators	Geographic areas	Baseline data	Final targets	Means of verification	Responsible organization		
Programme management and implementation arrangement is established. Appropriate programme implementation.	FRS	2015 Programme implementation (2015 APR)	<ul style="list-style-type: none"> - 4 Programme Board meetings are convened as scheduled - Quarterly progress reports are generated periodically and monitored, reviewed and evaluated. - Programme teams are complete, recruitment of women is encouraged 	<ul style="list-style-type: none"> • Minutes of Board Meeting • QPR / APR • Programme monitoring / audit reports 	UNDP		

Annex 2: Work Plan and Budget

Work plan of: The Joint Programme for Electoral Support to the Federal Republic of Somalia
 Duration: One year, 1 January – 31 December 2016

Expected products of the JP	Key activities	Calendar (by activity)				Responsible Participating Organization	Planned budget (by product/activity)
		Q1	Q2	Q3	Q4		
Output 1							
The institutional capacity of the NIEC is developed to fulfill its mandate to prepare for and conduct electoral operations.	<p>Activity 1.1 Development of the institutional capacity of the NIEC in a broad range of areas including: strategic and operational planning, budgeting, development of NIEC secretariat staffing structure and ToRs, development of internal rules and processes, management and communications, stakeholder engagement, outreach and civic/voter education, media relations, gender mainstreaming, electoral security, logistics, information technology, GIS and voter registration, media monitoring, etc. Strengthening of NIEC's capacity in areas of human resources and organizational management, technical electoral knowledge and expertise, and operational matters.</p> <p>Organization and/or conduct of workshops, seminars, trainings, conferences and study visits.</p>	X	X	X	X	NIEC, UNDP and UNSOM	50,000
	<p>Activity 1.2 Support to the NIEC's public outreach and stakeholder engagement.</p> <ul style="list-style-type: none"> - Development and maintenance of NIEC website and Facebook page - Development and production of outreach materials - Outreach through mass and social media 	X	X	X	X	NIEC, UNDP and UNSOM	20,000

- Stakeholder consultations, meetings, roundtables and workshops									
Activity 1.3 Support to the NIEC's organizational capacity with a limited number of national advisers			X	X	X	X		NIEC, UNDP and UNSOM	70,000
Activity 1.4 Support to the organizational infrastructure and operationalization of the NIEC								NIEC, UNDP and UNSOM	380,000
- Planning and site assessment for NIEC permanent premises			X	X	X	X			
- Procurement of vehicles, office equipment and supplies for the NIEC									
Activity 1.5 One off relocation allowance for commissioners [Completed]			X					NIEC, UNDP	76,140
Activity 1.6 Development of the institutional capacity of the NIEC through the provision of technical expertise and advisory support			X	X	X	X		UNDP	481,936
- UNDP IESG staffing cost pro rata									
- Short term GIS consultant									
Subtotal before GMS									1,078,076
GMS 7%									75,465.32
Subtotal Output 1									1,153,541

Output 2									
Activity 2.1 Support MolFA to develop its strategic and action plan in democratization and electoral-related areas, and to review and monitor progress.			X	X	X	X		MolFA, UNDP and UNSOM	10,000
Activity 2.2			X	X	X	X			10,000

democratization role						MolFA, UNDP and UNSOM	
Support for MolFA electoral-related and democratization capacity development workshops, seminars and training.							
Activity 2.3							
Support for MolFA electoral-related public outreach and stakeholder engagement.							
- Development and production of outreach materials					X		
- Outreach through mass and social media							
- Stakeholder consultations, meetings, roundtables and workshops							20,000
Activity 2.4							
Support for national advisers and strengthening of relevant departments within MolFA.							
- Senior technical electoral adviser; Operations adviser; Planning & ME adviser; Legal adviser; Public outreach adviser; Administrative & Finance officer				X			
Activity 2.5							
Support to enhance the infrastructure and operational capacity of MolFA.							
- Security enhancements (Rehabilitation of a perimeter wall for improved security at MolFA and other security related measures such as blast film for windows cost shared with State Formation Project).					X		
- Office equipment and supplies for MolFA Logistics Cell							
Activity 2.6							
Provision of technical expertise and advisory support to MolFA				X			
- UNDP IESG staffing cost pro rata							
Subtotal before GMS							209,326
GMS 7%							479,326
Subtotal Output 2							33,553
							512,879

Output 3									
Legal framework for elections and referendum developed	Activity 3.1 Organization of consultations, roundtables, meetings and workshops with partners and stakeholders for the development and drafting of electoral related legislation		X	X	X				20,000
	Activity 3.2 Support for a national adviser to review draft legislation (for Parliament if needed)								
	Activity 3.2 - Compilation of Somalia's previous (historical) electoral legislation - Printing of laws.	X	X	X	X			10,000	
	Activity 3.4 Provision of technical expertise and advisory support. - UNDP IESG staffing cost pro rata - Short-term consultant on electoral systems	X	X	X	X		UNDP	54,620	
Subtotal before GMS								84,620	
GMS 7%								5,923	
Subtotal Output 3								90,543	

Output 4											
increased public and stakeholder understanding of electoral processes and electoral legal framework through civic education.	Activity 4.1 Consultations, roundtables, meetings and workshops on increasing understanding and awareness raising					X	X			MoiFA, other government partners, CSOs, (I)NGOs, UNDP and UNSOM	10,000
	Activity 4.2 Development and updating of a matrix mapping out electoral assistance undertaken by different providers	X				X	X			PSG1 Sub-Working Group 3, UNDP and UNSOM	-
	-Information sharing and coordination meetings and roundtables with electoral assistance providers.										
	Activity 4.3 Support to FGS for outreach and stakeholder engagement and coordination									MoiFA, other government partners, CSOs, (I)NGOs, UNDP and UNSOM	10,000
	- Development and production of outreach materials - Outreach through mass and social media - Outreach through CSO and women's networks.					X	X				
Activity 4.4 Development and printing of an English-Somali lexicon of electoral terminology						X	X			NIEC, MoiFA, UNDP and UNSOM	15,000
Activity 4.5 Provision of technical expertise and advisory support.											
	- UNDP IESG staffing cost pro rata per output - Short term consultancy on civic education	X				X	X			UNDP	126,550
Subtotal before GMS											161,550
GMS 7%											11,308

Subtotal Output 4								172,858
Output 5								
Support to the 2016 electoral process	Activity 5.1	Support to the Consultative Process in late 2015 and early 2016 including advisory, operational and logistical support to the Task Force and Technical Support Team; regional, national and diaspora consultations in November and December 2015, and Kismayo meetings and National Leadership Forum (NLF) meeting in January 2016. [Completed]	X				MoIFA, TST, UNDP and UNSOM	1,350,000
	Activity 5.2	Logistical support for senior level consultations between FGS and states including National Leadership Forum (NLF) meetings	X	X	X	MoIFA, FEIT, SEIT, UNDP and UNSOM	200,000	
	Activity 5.3	Support to implementing entities (FEIT and SEIT) -Operational, logistical and running costs -Flights, vehicle hire and national and regional meetings -Advisory support	X	X	X	MoIFA, FEIT, SEIT, UNDP and UNSOM	TBD	
	Activity 5.4	Conduct of the electoral process -Training -Polling, counting and training materials -Poll workers fees and transport -Accommodation and food at training and polling venues	X	X	X	FEIT, SEIT, UNDP and UNSOM	100,000	
	Activity 5.5	Delegate support and registration -Allowance for delegate travel and accommodation -Registration of delegates and issuance of ID cards -Printing and dissemination of information to delegates		X	X	FEIT, SEIT, UNDP and UNSOM	TBD	
	Activity 5.6		X	X	X	FEIT, SEIT,	TBD	

Candidate and observer registration and information -Candidate processing -Observer accreditation and issuance of badges -Printing and dissemination of information to candidates and observers	Activity 5.7* Support for public outreach -Development, production and dissemination of outreach materials -Outreach through mass and social media -Outreach through coordination with CSO and women's networks <i>*Most of the funding for this activity is provided by the Government of Japan outside of the MPTF</i>	X	X	X	X	X	FEIT, SEIT, UNDP and UNSOM	TBD
Activity 5.8 Provision of technical and operational advisory support -UNDP IESG staffing cost pro rata -Consultancies for Senior electoral security adviser, Procedures Specialist and Programmer for candidate database	X	X	X	X	X	X	UNDP and UNSOM	304,418
Subtotal before GMS								1,954,418
GMS 7%								136,809
Subtotal Output 5								2,091,228

Output 6								
Joint Programme Management	Activity 6.1 35% of the cost of UNDP staff in the IESG/Joint Programme.	X	X	X	X	X	UNDP	524,818
	Activity 6.2 Office, IT and communications equipment and supplies	X	X	X	X	X	UNDP	12,000
	Activity 6.3					X	UNDP and	-

Follow-up UN Needs Assessment Mission (NAM)						
Activity 6.4					UNSONM	
Meetings of the Joint Programme Board.	X	X	X	X	NIEC, MoIFA, UNDP and UNSONM	-
Communications Support	X	X	X	X		37,580
Operations Support	X	X	X	X		169,110
Security Equipment and Support	X	X	X	X		93,950
M&E and Oversight	X	X	X	X		187,900
Subtotal before GMS						1,025,357
GMS 7%						71,775
Subtotal Output 6						1,097,132
Total of Outputs 1-6						5,118,181
MPTF Administrative Agent Fee 1%						51,182
TOTAL						5,169,363

Annex 3: Monitoring Framework and Risk Log

JP Expected Outcomes & Key Activities	Indicators (with baselines & indicative timeframe)	Means of verification and collection methods	Responsibilities	Risks description, likelihood and impact	Mitigating measures
From JP Results Framework (Annex 1)	From JP Results Framework (Annex 1). Baselines are a measure of the indicator at the start of the JP	From identified data and information sources	Specific responsibilities of PUNOs (including in case of shared results)	Summary of risks for each result	
1. The institutional capacity of the NIEC is developed to fulfil its mandate to prepare for and conduct electoral operations	Indicator: a. NIEC physically established (Baseline: No NIEC in place) b. NIEC electoral capacity being developed (Baseline: Limited existing electoral capacity amongst Commissioners) c. Gender mainstreaming in NIEC's electoral functioning (Baseline: Limited institutional gender mainstreaming)	<ul style="list-style-type: none"> • Site visits • NIEC reports; • UN public communication / reports; • Parliament report/annual Gov. budget; • Third party monitoring • Presentation / submission of NIEC plans and reports • UN public communication and reports; • Consultation and/or workshop reports and relevant media coverage • External relation and public outreach products • Reports from gender and elections working group • Third party monitoring 	NIEC, UNDP and UNSOM	There is a risk that the 2016 electoral process will draw away attention and resources from the institutional capacity development of the NIEC and their role to prepare for future universal (one-person one-vote) elections. Key staff of the NIEC secretariat may not be in place by 2016 if the FGS does not disburse adequate funds to pay their salaries. (L=M; I-H)	The Istanbul High-Level Partnership Forum underscored the importance of "twin-track planning" in support of one-person one-vote elections supported by a capable National Independent Electoral Commission by 2020. In case attention is drawn away from the NIEC, the HLPF communicate will serve as a reminder of the commitment given by the FGS and international community to support the NIEC. The 2020 Roadmap, once developed, will further emphasize the leading role of the NIEC in universal (one-person one-vote) elections and help focus attention on the need to expand the NIEC secretariat and develop the NIEC's institutional capacity.
2. MoIFA supported	Indicator:	• Presentation /	MoIFA, UNDP	MoIFA plays a lead role	As above, the development

<p>in its electoral related democratization role</p>	<p>Electoral capacity support to MoIFA, including gender mainstreaming (Baseline: Limited electoral capacity and gender mainstreaming)</p>	<p>submission of MoIFA plans and reports</p> <ul style="list-style-type: none"> • UN communication; UN reports; • Submitted consultation / workshop reports • External relation and public outreach products • Relevant media coverage • Third party monitoring where relevant 	<p>and UNSOM</p>	<p>in developing the legal framework for universal (one-person one-vote) elections, however, there is a risk that insufficient attention will be given to this due to the 2016 electoral process and the Hirzaan and Middle Shabelle state formation process both competing for attention. Progress made by MoIFA in setting up an electoral law working group may stall if members of the group are not able to function productively due to competing priorities this year.</p> <p>(L=M; I,N)</p>	<p>and endorsement of the 2020 Roadmap will help focus attention on the need to see progress in 2016 in preparing for universal (one-person, one-vote) elections including the progress in developing the legal framework in an inclusive and participatory manner.</p>
<p>3. Legal framework for elections and referendum developed</p>	<p>Indicator: Action plan with steps for development of the Electoral Law, including identification of gender mainstreaming elements to enhance female participation and representation in electoral processes (Baseline: No Electoral Law in place, limited gender mainstreaming in electoral legislation)</p>	<ul style="list-style-type: none"> • Presentation (and assessment) of the draft outline of Electoral Law. • Plans and reports from MoIFA. • UN communication and reports. • Reports from the Gender and Elections working group. • (Third party) observers and stakeholders statements; feedback from electoral partners. • Media and other public reports on gender mainstreaming in electoral law. 	<p>MoIFA, Parliament, UNDP and UNSOM</p>	<p>There is a risk that responsibility for drafting electoral legislation may become unclear, or that the process may not be considered sufficiently inclusive, participatory or consultative, thus impacting on substantive and/or widely-accepted progress.</p> <p>During the drafting process it may become difficult to reach consensus on various aspects of the law, including the electoral system, measures to guarantee a women's</p>	<p>IESG will continue to advise on and facilitate the development of an inclusive, participatory and consultative process for drafting the electoral law prior to its submission to Cabinet and Parliament. It will also support workshops on comparative electoral systems and options for guaranteeing a women's quota.</p>

<p>4. Increased public and stakeholder understanding of electoral processes and electoral legal framework through civic education</p>	<p>Indicator: Number of roundtables and/or workshops to enhance understanding of electoral systems and electoral processes, including gender issues in elections, held for Somali authorities and stakeholders, including women networks (Baseline: NA)</p> <p>Indicator: Development and printing of an English-Somali lexicon of electoral terminology (Baseline: Nb lexicon so far)</p>	<ul style="list-style-type: none"> • Reports from MOIFA, NIEC, and UN • Stakeholder statements • Media reports • Third Party monitoring reporting, if possible <ul style="list-style-type: none"> • Lexicon developed. 	<p>MoIFA; NIEC; other government partners; UNDP and UNSOM</p>	<p>As several different actors are involved in outreach there is a risk that activities may not be well-coordinated leading to duplication of efforts and waste of limited resources.</p> <p>A flawed electoral process in 2016 risks diminishing the Somali public's confidence in future elections which may hamper attempts to inform and engage them on the 2020 roadmap.</p> <p>(L=M; I=M)</p>	<p>IESG will support MoIFA and NIEC to develop an outreach strategy and to put in place a mechanism to share information and coordinate with other government institutions and civil society organizations.</p>
<p>5. Support to the 2016 electoral process</p>	<p>Indicator: Political agreement and coordination between FGS and State Governments on the implementation of the 2016 electoral process (Baseline: 2015 support to NLF, NCF, RCI)</p>	<ul style="list-style-type: none"> • Communiques by the NLF and/or FGS • UN reports • Observer reports • Stakeholder statements • Public communication by external partners • Media Statements 	<p>UNDP and UNSOM; FEIT and SEIT's</p>	<p>Delays in reaching political agreement, adopting the necessary legislation, and/or establishment of the FEIT and SEIT's for the 2016 electoral process could result in an extremely compressed timeframe, hampering the preparation and conduct of the electoral process</p>	<p>UN leadership and international partners to continue ongoing high-level engagement with the FGS, speaker and regional leaders to ensure the electoral process stays on track.</p>

	<p>Indicator: Preparation for and conduct of 2016 electoral process to elect representatives of the Upper House and Lower House. (Baseline: 2012 selection process of the Federal Parliament)</p>		<p>UNDP and UNSOM; FEIT and SEITs</p>	<p>prior to the expiration of the term of the Federal Parliament. (L=H; I-H) There is a risk the legislation and implementation plan for the 2016 electoral process may not include or sufficiently address key safeguards for ensuring transparency, secrecy of the vote, measures for guaranteeing the women's quota, an electoral disputes resolution mechanism, and/or observation which will diminish the credibility, legitimacy and acceptance of the electoral process.</p> <p>The electoral process may be marred by widespread perception of manipulation or fraud or poor implementation of the electoral process by the FEIT and SEITs with lack of uniformity across the different states. This carries the risk that candidates, their supporters and the Somali public may not accept the results with implications for the perceived legitimacy of the new parliament and government.</p>	<p>UN leadership and international partners continue to press for key safeguards in the legislation and in implementation to ensure transparency, secrecy of the vote, the women's quota, an electoral disputes resolution mechanism and observation.</p> <p>IESG to work closely with the FEIT to develop procedures for the above that are agreed to by FEIT and all SEITs.</p> <p>Training will be provided to enhance uniform implementation of the principles, guidelines and procedures by FEIT and SEITs.</p> <p>Support will be provided to facilitate accreditation of observers and training provided to FEIT and SEITs to ensure their understanding and familiarity with the role of observers.</p> <p>Procedures for an electoral dispute resolution mechanism will be developed and training</p>
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<p>Indicator: Public outreach and information dissemination on the 2016 electoral process. (Baseline: NA)</p>			<p>There is a risk that an extremely compressed timeframe for the electoral process will not allow enough time for the public to be sufficiently informed about the process.</p> <p>Flaws and shortcomings in the electoral process may give rise to Somali public perception that results are predetermined and the process lacks credibility.</p> <p>(L=H; I-H)</p>	<p>A coordinated approach by implementing entities and assistance providers to ensure that all means for outreach including mass media and the involvement of civil society organizations are utilised to implement a general information campaign which explains the 2016 process. In addition, specific messaging is required to explain that the 2016 process is a stepping stone to universal suffrage expected in 2020.</p>
<p>Indicator: Gender Mainstreaming: quota and mechanisms to</p>			<p>There is a risk that the 30% women's quota may not be achieved in spite</p>	<p>UN leadership, international partners and Somali civil society to</p>

	<p>guarantee that at least 30% of delegates in the electoral colleges are women and at least 30% of representatives in the Upper and Lower Houses of Federal Parliament are women. (Baseline: Current Federal Parliament: 14% women representation)</p>			<p>of provisions in the law if there is reluctance or unwillingness to implement these provisions. (L=H; I-H)</p>	<p>continue to advocate and press for the actualization of the 30% women's quota as one of the critical outcomes of the electoral process. Protocols will be developed setting out how the quotas will be met.</p>
<p>6. Project management</p>	<p>Indicator: Programme management and implementation arrangement is established. Appropriate programme implementation. Baseline: 2015 Programme implementation (2015 APR)</p>	<ul style="list-style-type: none"> • Minutes of Board Meeting • QPR / APR • Programme monitoring / audit reports 	<p>UNDP</p>	<p>Security conditions adversely impact the frequency with which UN advisers can work closely with counterparts (MoIFA, NIEC, Parliament) and other stakeholders. (L=M; I=M)</p>	<p>Close monitoring of and response to the security situation (DSS). UN to use alternative means such as videoconferencing or use offices at Villa Nabad to meet with counterparts and stakeholders.</p>