



Project Initiation Plan:

Project Title: Support to the Federal State Formation Process

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

PSG priority: Priority 1: Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities.

Initiation Plan Start Date: 1st April to 30th September 2015

Implementing Partners: FGS, UNSOM and UNDP

Brief Description

The main objective of this UNDP's interim project is to provide immediate, short and medium-term assistance to the Federal Government of Somalia in its endeavour to form interim regional administrations in the spirit of the Provisional Constitution. As outlined in the Compact and other government policy documents like the Vision 2016, the establishment of the federal units will be key milestones for a vibrant and stable Somalia. In this respect, the Federal Government has set as a priority goal the formation of interim state administrations for seven regions that are yet to merge given the existence of Puntland and Interim Jubba Administration. The Federal Government, guided by Vision 2016, will facilitate the process of forming Interim Regional Administrations as precursors to federal states consistent with the Constitution and Somalia's laws with the participation of local authorities, traditional leaders, civil society, women and youth.

This project initiation plan presents a set of initial activities to contribute to peace and state building goals – specifically PSG1 – through support to the establishment of state administrations in furtherance of the Vision 2016 and the Somali Compact.

The Programme aims to provide support to the state formation process in the following three coordinated phases with specific focus.

- 1) Support in reconciliation and state building role
- 2) Formation and Establishment of Boundary Federal Commission and IRAs
- 3) Initiate the establishment of the new institutions and basic state service systems

Programme Period:	April 2015 – September 2015	Total Budget:	\$ 3,453,278
Programme Component:	Democratic Governance/ Capacity Development	Allocated resources:	
		• UNSOM:	\$ 271,000
		• Regular UNDP:	\$ 150,000
		• SIDA	\$ 250,000
		• Somalia UN MPTF:	\$ 2,782,278

Names and signatures of national counterparts and Participating UN Organizations

Participating UN Organizations (PUNOs):	National Coordinating Authorities:
UN Philippe Lazzarini, Deputy SRSG / UN Resident Coordinator / UNDP Resident Representative <i>Signature:</i> _____ <i>Date and Seal:</i> _____	Ministry of Interior and Federal Affairs H.E. Abdirashid Hidig, State Minister, Ministry of Interior and Federal Affairs, Federal Government of Somalia <i>Signature:</i> _____ <i>Date and Seal:</i> _____

I. PURPOSE

The Provisional Constitution of Somalia envisages the creation of Federal Member States that will together constitute the Federal Republic. According to the Federal Government's "Vision 2016" document, Somali regions should merge together to form Interim Regional Administrations (IRAs), which will likely evolve towards becoming Federal Member States. The Interim Jubba and South West Administrations (IJA and ISWA) have already been established and efforts are ongoing to create two more IRAs encompassing Hiran, Middle Shabelle and the Central regions. However, once the reconciliation conferences have concluded and the IRAs have been established, what happens then? How will the IRAs be able to establish solid, immediate foundations for a functioning administration? In other words, what happens "the day after"?

The United Nations in Somalia, through the UN Assistance Mission in Somalia (UNSOM) and the United Nations Development Programme (UNDP), is seeking resources to assist the Federal Government of Somalia (FGS) in establishing the Boundaries & Federation Commission (BFC), support the emerging interim and regional administrations with urgent, targeted support in core areas that can enable them to establish immediate foundations for governance, reconciliation and service delivery. Rather than focusing on long-term development. The project focuses on the most pressing needs that can help the newly-established administrations fulfil core governance functions and demonstrate tangible peace dividends. With UNSOM providing strategic advice, UNDP as the joint implementing partner with the Ministry of Interior and Federal Affairs, MoIFA also as the lead facilitating partner and working in close collaboration with the IRAs, and local and international NGOs, we are confident that this project will enable the IRAs establish the vital first building blocks for longer-term peace and development.

II. BACKGROUND

The Provisional Constitution of Somalia envisages the creation of Federal Member States (FMS) that will together constitute the Federal Republic of Somalia. The final boundaries of the FMSs, which must be composed of two or more regions, will eventually be determined by the Federal Parliament on recommendation of the Borders and Federation Commission (BFC). In the process leading up to the creation of the FMSs, regions have been merging together to form Interim Regional Administrations (IRAs), in line with the Federal Government of Somalia's (FGS) "Vision 2016" document.

The process of state formation has moved several steps forward in the last few months. Parallel conferences were held in Baidoa and Kismayo during the month of September 2014, organized with United Nations assistance. The Kismayo Conference, organized by the Federal Government and the Interim Jubba Administration (IJA), focused on promoting reconciliation of the three regions of the Jubbas as well as forming an inclusive regional assembly as provided for by the Addis Ababa Agreement. Meanwhile, the Baidoa Conference helped pave the way for the formation of the three-region Interim South West Administration (ISWA). Finally, in the Central regions, a FGS facilitated reconciliation process is in the early stages in Mudug and Galgudud among tribes there, while the FGS is also engaging in discussions on the creation of another interim administration combining Hiran and Middle Shabelle regions.

As these reconciliation and state formation processes move forward, major gaps have been identified that have the potential to derail the progress being made. Besides supporting the ongoing reconciliation processes in the Central regions, the momentum of the processes in ISWA and IJA must be maintained. Regional assemblies need to be strengthened and key regional ministries require immediate support to fulfil basic governance functions. Initial, limited capacity-building will be critical to supporting the nascent regional institutions. Moreover, emerging disputes between communities will require local-level reconciliation efforts closely coordinated with national discussions and frameworks. Finally, expectations must be managed while at the same time communities must begin to see peace dividends if they are to buy into the state formation processes.

III. REASON FOR RAPID RESPONSE FUNDING:

This project is extremely time-sensitive. The establishment of Boundaries & Federation Commission (BFC), the on-going processes in the Central regions and Hiran/Middle Shabelle will require funding and support for reconciliation conferences and other facilitation activities for the creation of interim administrations. Meanwhile, in ISWA and IJA, the incipient regional governments are scrambling to find resources to fulfil essential administrative tasks and provide a modicum of basic services. Failure to demonstrate results may open the door for spoilers, including al-Shabaab, to jeopardize the fragile gains achieved so far. On the other hand, enabling these institutions to function and deliver can inspire crucial support for the state formation process from local populations.

IV. STRATEGY

In partnership with Federal Government of Somalia, UNSOM and UNDP Somalia will contribute to the overall strategic objective of PSG One, with particular focus on the UN Integrated Strategic Framework (ISF) Priority One by supporting the development of Interim Regional Administrations and their evolution to Permanent Federal Member States. As ISF Priority One states, the *“State formation requires political leadership, enabling legislation, national dialogue and conflict resolution mechanisms”*, we can support this by assisting on the one hand the national process that will lead to decision-making concerning the state formation and on the other hand *“the development of the legal framework/legislation and help establish and strengthen the capacities of key institutions and core government functions, required for the process of state formation”* (Capacity Development, PSG 3, and rule of law programme). This will include working with international partners to assist the interim-state administrations through a variety of short and medium term interventions, including institution-building and human resource capacity development, technical assistance as well as providing the necessary logistical support.

The Somali Compact states, *“Representatives from all segments of the communities in each region (women, youth, civil society organizations, traditional elders, religious leaders, Diaspora and business community) will have the opportunity to contribute to this process in their respective regions”*. The Provisional Constitution states in Article 3(5) that *“Women must be included, in an effective way, in all national institutions, in particular all elected and appointed positions across the three branches of government and in national independent commissions.”* In this regard, UNDP Somalia will support the FGS to support interim-state administrations to achieve confidence and

support of the people in the spirit of national unity through a bottom-up approach that engages different community groups including women, youth and the minority groups in the decision-making process. UNDP will particularly support the FGS with supporting the new governments to reach out to the communities to encourage their engagement and active participation in the state formation process.

The programme's approach outlined below is underscored by three fundamental principles:

- Assist in developing a step-by-step decision-building approach as to how the support is to be provided to the newly emerging states;
- Ensure appropriate coordination between the key interested parties;
- Ensure equitable participation of women, youth and other marginalized groups in national political processes, and respond directly to the acute challenges contributing to sustained gender disparities across multiple sectors; and
- Ensure a solid monitoring of the impact the different support activities actually have on the peace and stability process.

Decision-making on the type of support

The international community is endowed with an extensive set of different modalities to provide support to the FGS. These modalities range from financial support, to provision of advisory services, to providing equipment and other material inputs. However, deciding which of these modalities is the most suitable and feasible, and the detailed design of these modalities depends on the specific development context. For instance, security concerns may dictate that delivery of foreign expertise is possible or not, legality concerns may dictate that for instance detailed PFM system design is possible or not, or legitimacy issues may dictate that priority should be given to reconciliation or not. Answering these questions is complex, however it is essential to ensure that the type of support provided is likely to actually help building peace and stability and does not unduly interfere with the local processes to gain mutual understanding and commitment to specific directions. Close engagement of the senior political and executive bodies is essential to ensure such decision-making can take place. UNDP is presently implementing a project to get to terms with the various elements of such a decision-making model.

Focus on Coordination Mechanisms

The coordination between the Federal Government and the emerging State governments is of utmost importance, as the constitutional and legal provisions offer limited guidance for establishing a state government. For the Somali government (and governance) structure to form a coherent whole, a series of legal and administrative arrangements will need to be developed and agreed upon. This ranges from revenue collection to expenditure management, from human resource management to policy coherence, from political representation to people's participation. A solid and efficiently operating coordination mechanism will probably be one of the core success factors in the establishment and subsequent maturing of the State governments as well as in the process to ensure peace and stability. Explicit attention is (to be) paid to the representation of the sub-federal governments in the *PSG Working Groups*, which will lay the foundation for developing how the interim administration operates on day-to-day basis with the Federal Government. Other important efforts include the Inter-Regional Consultative Forum, which is expected to be work on important processes until the Federal Member States

are created, which will then be superseded by the Inter-State Commission, as well as the Boundaries and Federation Commission (BFC).

The implementation of the emerging state agenda will require substantial international support to the FGS. In order for the international community to ensure that the highest priorities indeed receive the required support, that the support is made available in the most efficient and effective manner possible, that overlap is avoided and that all benefit from the lessons learned, the international agencies will need to ensure a solid and regular dedicated coordination mechanism.

Monitoring of Impact: State Legitimacy

In the present context, legitimacy is defined by the perception of the citizens of the political and administrative structures. In essence, legitimacy in this case revolves around whether or not Somalis feel these structures are a positive force in peace and stability, and what they expect these structures to provide for them. Ultimately, the success or failure of a state rests in the perceptions of the citizens vis-à-vis the role such state structures play in their life. Currently, exploration of a UNDP Government Legitimacy Tracker to define and assess factors of legitimacy is being pursued¹.

V. PHASED APPROACH TO STATE FORMATION AND BUILDING SUPPORT

Phased approach:

Delivering immediate benefits to the communities served by the interim-state administrations will be important to prove and justify the legitimacy of their authority. To get to this stage of functioning and effective institutions delivering on their mandate, certain inter-regional systems and processes will need to be developed to create the backbone of the interim state's bureaucracy.

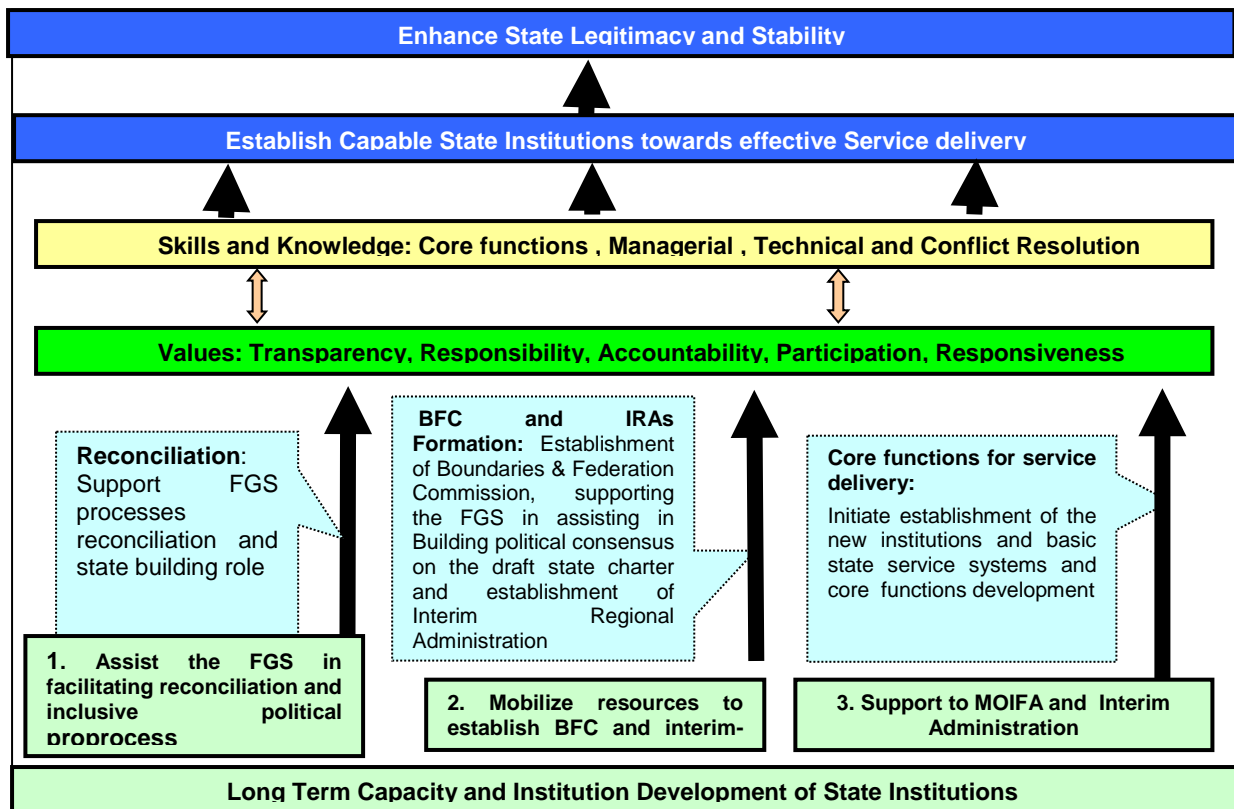
UNSOM/UNDP together with other international partners has come up with immediate support process through phased approach. The proposed project is extension of Project Initiation Plan(PIP) for another six months until end of Septemebr 2015. The PIP implementation started in November 2015 which was approved by the Federal Government of Somalia. This PIP will be the mechanism for implementing the immediate support to formation of Bounadries and Federation Commission(BFC) emerging and newly established regional administrations (IRAs).

➤ Phased approach of support:

- ❑ Reconciliation: Support the FGS with facilitating reconciliation and Interim administration roles
- ❑ IRAs formation: Support the FGS in assisting building political consensus on the draft state charter and establishment of Interim Regional Administrations (IRAS)
- ❑ Core functions development for Service delivery: Initiate establishment of the new institutions and develop core functions to deliver basic services

¹ The tools include: Access to Inaccessible Populations – Providing information in the most restrictive environments; Rapid Response Surveys – Collecting data in emergency, unforeseen, or time sensitive scenarios; Before and After Tracer Studies – Tracking the impact of specific interventions; Longitudinal Studies – Providing regular interval data collection; Remote Monitoring – Collecting data without the need for on the ground staff; Nationally Representative Surveys – Mass data collection capabilities.

Figure 1: State Formation and Building Process Map



The diagram above shows process map of the State formation and building support to Federal Government of Somalia. The process map displays the linkages between the phased approach mentioned above and related outcomes. It highlights the importance of creating positive values and culture combined with enhanced skills and knowledge in the public institutions as part of integrated institution building process.

However, while the three phases logically follow each other in an ‘ideal sense’ in practical terms it is highly likely that there will be concurrent implementation of different elements of the three phases. While the three phases help to come to terms with the complexity of the tasks ahead and allow appropriate programming of support, they should not be read as a pure linear implementation arrangement. These opportunities highlighted above do not, of course, translate automatically into a robust state formation and building process. However, they do provide both the rudiments on which to build such a framework in the years ahead (so long as the broader security context permits), and also clear evidence that the central government is committed to reforms and seeks partnerships for pushing all the further reforms needed in years ahead.

The First Phase: Reconciliation support towards Interim State Formation Process

During the first phase, UNDP and UNSOM will support the Federal Government of Somalia (FGS) to facilitate reconciliation and inclusive political process. UNDP will work with UNSOM to provide needed support to the FGS in creating and galvanizing the political and strategic environment in which stabilization and peace building can proceed, in close coordination with and by leveraging support and expertise by other parts of the UN system and international partners.

The Second Phase: Boundaries & Federation Commission (BFC) and State formation support is provided to Federal Government of Somalia:

Forming and establishing the BFC will be key to having stable federal member states. Supporting the FGS with building political consensus on the draft state charter and establishment of Interim Administrations. The process of building political consensus is driven through national mechanisms to which the international community can provide support to.

The Third Phase: Immediate State Building Process is supported:

Initiate establishment of the new institutions and basic state service systems. The objectives of this phase is to alleviate urgent needs and make ready the FGS to support interim states to develop longer-term cooperation arrangements, which would lead to establishing the foundation of the federal member state structures and systems. UNDP will focus on supporting Ministry of Interior and Federal affairs to facilitate State building processes; assisting the FGS in establishing core government functions in existing Interim States; support in immediate refurbishments and office equipment for basic conducive working environment.

Stakeholder Consultation:

The above approach was further endorsed by the regional stakeholders. In the last quarter of 2014, during the Reconciliation and Interim State formation process, UNDP together with UNSOM conducted series of consultations with partners in Baidoa and Kismayo regions on the Proposed PIP/ "Day After". Interactive sessions, face to face discussions were organized with CSOs, elders, delegates and Technical Committees for Interim Administration to discuss the thrust area of the support for state building process. The below Key interventions are developed based on these consultations.

VI. EXPECTED OUTPUTS

Although the government has dedicated will and a high level of (political and executive) commitment, due to lack of adequate resources there is an urgent need for support to the process of forming the emerging states, while at the same time the building blocks for the medium and longer term cooperation arrangements need to be established.

Next to the elaboration of a medium term cooperation arrangement, the programme will support the realisation of the short-term urgent results (**outputs**) within the overall process of state building as follows:

Output 1: Support the FGS with facilitating Reconciliation towards State

Formation: Support the FGS with facilitating Interim Regional Administrations (IRAs) formation and reconciliation process. Reconciliation efforts are implemented to secure public support and consensus for the establishment of respective emerging states.

Output 2: Support FGS with Formation and establishment of Boundaries & Federation Commission (BFC): Preliminary establishment and setup of the BFC is supported.

Output 3: Increased understanding of the federalisation, legal framework and boundaries processes among stakeholders , citizens and civil Society

Output 4: Support FGS with Federalism Process: Support Federal Government of Somalia, Ministry of Interior and Federal Affairs to effectively undertake, coordinate and facilitate Federalism process in the country.

Output 5: Support with operational capacity to newly emerging/interim administrations to have basic organizational structure in place . Provide operational capacity support to IRA in core functions for governance and basic service delivery. Based on the need, develop medium to long term State Building support.

Key Interventions:

Phase	Outputs	Key Priority Interventions
Reconciliation Support	Facilitate and Support FGS on Reconciliation towards State Formation	<ul style="list-style-type: none"> • Support FGS in organizing and facilitating Reconciliation conferences towards state formation process. • Support the FGS in supporting IRAs to interface and dialogue on State formation processes • Support the FGS in assisting emerging states to review charters/legal instruments • Support the FGS in organising consultative conferences and dialogue on state formation; that will bring together delegates - including women, youth and marginalized groups - from the regions encompassed by the new administrations;
Formation of Boundary Federal Commission to facilitate State formation process	Support Formation and establishment of Boundary Federal Commission	<ul style="list-style-type: none"> • Physical establishment of the BFC <ul style="list-style-type: none"> - Construction work to rehabilitate interim premises for BFC headquarters in Mogadishu at Villa Somalia - Procurement of office equipment, furniture, two armoured vehicles for BFC in Mogadishu • BFC supported to develop capacity to demarcate borders <ul style="list-style-type: none"> - Support BFC to develop its organizational structure, staff ToRs, BFC budget, planning and management processes. - Workshops, retreats, training and study tour(s) for BFC. - Provision of technical expertise: Training advisers • Legal framework for boundaries and federal process developed <ul style="list-style-type: none"> - Consultations, roundtables, meetings and workshops related to boundaries & federalization - Provision of technical expertise: Advisers/Consultants
	Increased understanding of the federalization, and boundaries processes amongst stakeholders, and citizens	<ul style="list-style-type: none"> • Increased understanding of the federalisation, legal framework and boundaries processes • Civic education and Public outreach on Federalism • Design and implement public outreach campaigns on federalism/State formation and governance targeting citizens

Phase III: State Building Process is supported	Support FGS/Centre for Federalism Process:	<ul style="list-style-type: none"> • Support to MoIFA with basic office facilities, operational/logistical (vehicles) support-to-support efficient facilitation of federalism. • Staffing placement and salary of technical advisors • Conduct capacity development workshops for MoIFA and stakeholders on Federalism, Governance and State-formation/building. • Conduct outreach and workshops related to increasing harmonization and awareness raising of federalisation among stakeholders (including IRCF). • Information-sharing and coordination meetings • Development and updating of a matrix mapping out federalisation assistance undertaken by different providers
	Support with operational capacity to newly emerging/interim administrations to have basic organizational structure in place	<ul style="list-style-type: none"> • Provide Technical assistance to Emerging states ministries to have organization structure in place. • Provide human resources to selected key ministries selected line departments for providing basic service delivery. • Initiate Rehabilitation and refurbishment of IRAs office space/Basic Service Delivery infrastructures/ Institutions • Provide operational cost/support to key ministries/ IRAs to have basic working environment. • Preparation of the full-fledged project document for the support to the state building process and established federal member states.
<p style="text-align: center;">Outcome of Immediate Support:</p> <p>The above interventions will lead to following outcomes</p> <ul style="list-style-type: none"> ❑ Emerging IRAs are formed through inclusive process. ❑ Boundaries & Federation commission is established and able to work towards federalism process. ❑ MOIFA has basic capacity to co-ordinate and facilitate formation of Federal member states. ❑ Interim State/Regional Administration basic operational capacity structures in place and are able to coordinate basic service delivery. 		

VII. IMPLEMENTATION AND PARTNERSHIP

Federal Government of Somalia: Ministry of Interior and federal Affairs (MOIFA) will be the lead facilitating and implementing partner. UNDP/UNSOM will work closely with MOIFA as Key government partners at Central level in Mogadishu. Besides this, MOIFA will coordinate with other relevant Ministries in state building process: such as Ministry of Planning & International Cooperation; Ministry of Women's Development & Human Rights, Ministry of Justice/Constitution, OPM, President

UNSOM: will provide the overall political, strategic and general oversight advise for the project through its Political and Mediation Group (PAMG). The Heads of UNSOM Regional Offices will use their existing working relationships with regional authorities to liaise directly in close coordination with the FGS on the implementation of the project, and will oversee implementation at the regional level. The Joint Planning Unit (JPU) will provide strategic support, particularly on planning frameworks. The Joint Planning and Analysis Team (JPAT) will provide analytical products on specific regions and issues, as well as share the results of their ongoing exercises in regional needs assessments and actor mapping. Other UNSOM sections may be called upon to provide advice on specific components, such as human rights (through the Human Rights and Protection Group) and justice and security institutions (through the Rule of Law and Security Institutions Group). Finally, the UN's air and transportation assets, field offices and support structure (through the UN Support Office to AMISOM – UNSOA) will undergird the entire project. Besides this, UNSOM through its regional offices, will coordinate with other UN agencies to have coherent and coordinated support to state building process.

UNDP will be the joint implementing agency to implement the proposed project “The Day After” and this will build upon the current ongoing support of UNDP/UNSOM on State formation through the Project Initiation Plan (PIP). The PIP is approved by the Federal Government of Somalia and through which UNDP has demonstrated well acknowledged results in Baidao: Interim South West Administration formation process. The proposed project will be coordinated with other UNDP programmes and projects to provide coherent support to the emerging states/interim administrations. The UNDP ongoing projects such as Joint Programme on Local Governance (JPLG), Parliamentary Support Project, Local Economic Development (LED) etc. will add value to state building and immediate and basic service delivery process.

Interim Regional Administrations: IRAs will be the beneficiary and partner of the proposed project. UNSOM/UNDP through ongoing PIP has started working with Interim South West Administration (ISWA), Interim Jubbaland Administration (IJA) and plans to work with other emerging states in 2015 in close coordination with the FGS.

Other Partners: UNSOM/UNDP will work closely with other actors and partners in the area of State Building. This was also evident in Baidoa/ISWA formation process, where UNDP/UNSOM together with Somalia Stability Fund (SSF), CRD (Somalian NGO) provided integrated support to reconciliation and state formation process. The immediate needs of emerging states are so immense that there is space for committed actors to provide needed support through coordinated approach

VIII. GOVERNANCE AND GENDER

As enshrined in the founding principles of the **Federal Somali Constitution**, particularly Article 3(5), *“women must be included, in an effective way, in all national institutions, in particular all elected and appointed positions across the three branches of government and in national independent commissions”*. The state formation process will abide by and comply with this overarching principle and would need to ensure participation and inclusion of women in the different phases under the intervention of this PIP.

In alignment with the **Somali Compact**, the present project will specifically contribute to enhancing the role women play in the state formation process as peace-builders, as key players and actors, and as figures central to the promotion of community stability and social cohesion. At the very beginning of the reconciliation process and throughout the consultations on state formation and right up to the establishment of state institutions, special attention and consideration would be given to promoting fair and meaningful representation and participation of women in all of the ongoing processes and enhancing their engagement in these processes. More specifically, the present project aims to ensure and encourage gender balance and parity in the selection of delegates both for the reconciliation and state formation consultation processes, recruitments of personnel for secretariat and all advisory positions to be recruited for the Ministry or the emerging states. Additionally, the project staff recruitment would be done in a gender-balanced manner ensuring a good number of women are hired as project staff.

On the coordination forums for the partner agencies supporting the state formation process, representation by the Ministry of Women and Human Rights Development would be invited and encouraged to get actively involved to ensure effective mainstreaming of gender issues across the state formation processes.

IX. MANAGEMENT ARRANGEMENTS

The project will be jointly managed by UNDP under UNDP’s Direct Implementation (DIM) modality with the designated counterpart in Federal Government of Somalia (Ministry of Interior and Federal Affairs - MOIFA). A Project Board will be established, chaired by the MOIFA, which will typically meet on a quarterly basis. Below the different management arrangements are presented.

Project Implementation Modality

The project will be jointly implemented through the DIM implementation (DIM) modality of UNDP with its main project partner, the Federal Government of Somalia (FGS) (Ministry of Interior and Federal Affairs). To the maximum possible extent, UNDP’s government partners

are the ones that implement the programmes, while UNDP provides logistical and administrative support, technical assistance and capacity building to these organizations.

To implement this approach, UNDP focuses on the development of systems and procedures to advise government implementation. UNDP uses a funding modality where the government agrees to produce specific deliverables - such as Draft State Charter, setting up the interim state administration, setting up the secretariat, organising the regional conference, capacity building of the clan elders, etc. - and UNDP agrees to provide the staff, technical assistance and equipment necessary to produce those deliverables. Staff provided through this mechanism are recruited jointly and funded by UNDP, but hold government contracts and are accountable to the government. The staff is monitored through a joint performance assessment modality implemented by the relevant government partner and UNDP. This modality allows the government to assume a leadership role, and also ensures that assistance is transparent and accountable.

UNDP will use a similar modality to implement the decentralised approach through the development of memoranda of understanding between UNDP, FGS and Interim State Administration as implementing partners to empower local government partners to lead and manage state formation, governance, development and security strategies at the newly formed federal state level.

Recruitment, procurement, and management and utilization of financial resources will be conducted in accordance with UNDP rules and regulations. Project and advisory staff will be directly recruited by UNDP and gender balance will be ensured in the recruitment process. The UNDP Country Office's Capacity Development Programme, in close coordination with the other UNDP programmes, will provide project assurance and the UNDP Country Office Operations Section will provide support services as necessary.

The overall **project organisation structure** is as follows:

The Project Board

The management structure is specifically designed to ensure the project is appropriately managed to its conclusion.

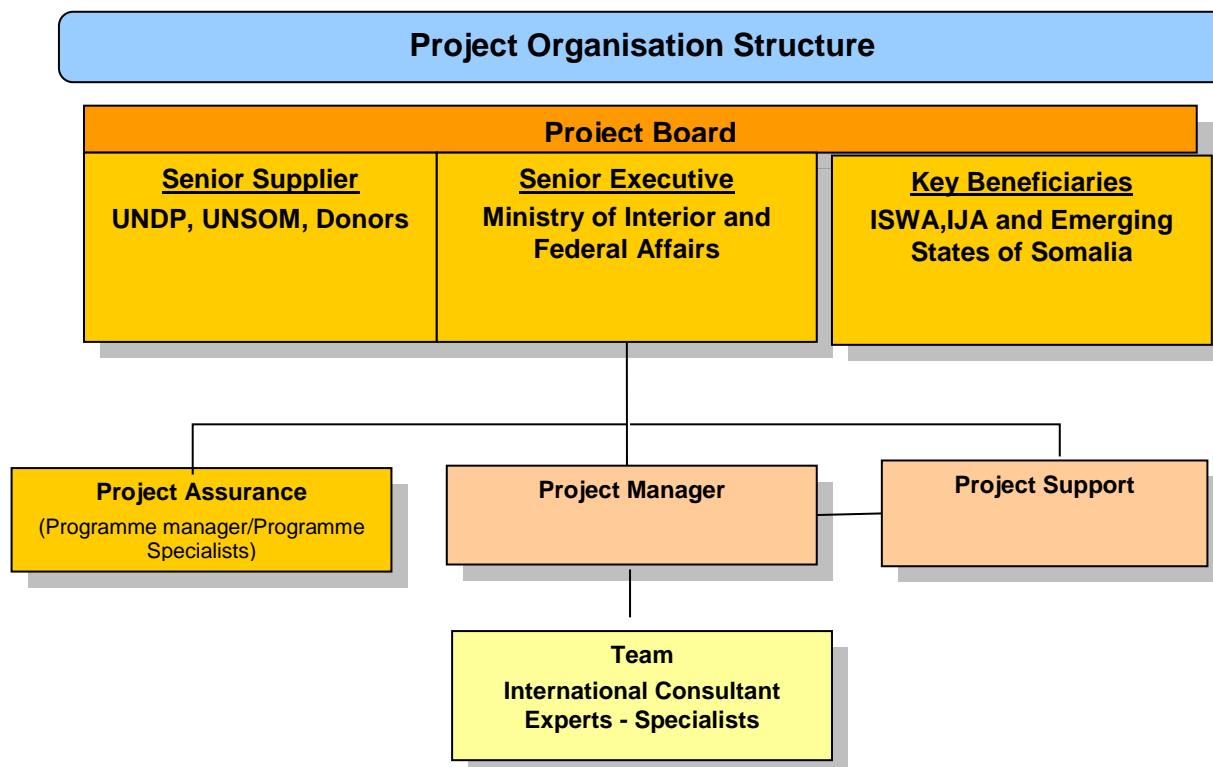
The project board consists on the government side of the Ministry of Interior and Federal Affairs and other selected Federal Government bodies and IRAs, and on the international side the UNSOM, UNDP and potential donors that will come on board to support the project.

The board will meet on a quarterly basis or as required by the Chair of the board. The Ministry of Interior and Federal Affairs designated representative will chair the Board, while UNDP serves as the Co-Chair. The role of the Project Board is to: (i) provide overall guidance and direction to the project manager, (ii) review and approve the work plans/budget, (iii) ensure effective implementation of the project, (iv) review project (quarterly) progress report and other relevant reports, (v) raise emerging risks with the project, (vi) address project issues raised by the project manager; (vii) set project tolerances for the project manager; and (viii) consider and decide on the actions recommended by the project manager to address specific issues.

UNDP's roles in Project management

UNDP is transitioning from a Nairobi/ Mogadishu-centric management structure to regional management and implementation, where the central Mogadishu Country Office will retain responsibility for the overall oversight of the programmes implemented by UNDP, while the implementation responsibilities will be as much as possible placed at state and activity implementation levels.

UNDP senior management, component leads and senior technical advisors for the PSGs and Capacity Development programmes operate from the Mogadishu office and ensure UNDP participation in the relevant coordination mechanisms. They jointly manage and oversee support to the federal and (emerging) state institutions as well as the decentralized staff in each project region responsible for finance, procurement, human resources management, IT, finance



and security. The office in Nairobi will provide predominantly project implementation support services. UNDP will establish a joint project team for the implementation of the present project overseen by the Central Capacity Development team, headed by the Emerging State Project Manager and consisting of the following staff:

- Project manager (international P4 level – overall project implementation and management)
- Project Operations Manager/International UNV (International P 3 level – mainly responsible for day-to-day operational management of the project)
- International M & E and reporting officer
- Three Project Officers (national SC 10 level – mainly responsible for UNDP – government relationship management)
- Two Project assistants(finance and Logistics) (National SC 5/6 level)
- State Advisors (National and international staff in the capitals of the newly formed states)

The Project team will serve as the secretariat for the project board and will be supported by national and international (host-term) advisors as required.

UNDP project offices in the newly emerging states will be established – security permitting – to manage the on-the-ground activities in the region or sub region and ensure harmonisation of the UNDP programmatic interventions with newly formed state authorities by facilitating the coordination among UNDP projects, between UNDP and interim state level authorities and with locally present other (international) development actors.

The project scope of the present project – for instance reconciliation, capacity development and promoting women’s participation in decision-making - is directly linked to the work being undertaken by the Joint Programme on Local Governance, GEWE Project, Capacity Development programme and the Community Security Project. Hence close coordination is important to ensure synergy and avoid overlap of diverging approaches. This is ensured through regular UNDP and FGS management meetings, but also through the sharing of project reports to ensure that all are kept up-to-date with the progress and challenges. The project management of the related projects will also be invited as observers to project meetings, as well as to undertake joint field trips to the states where possible to ensure coordination and synergy in project implementation. The Mogadishu based programme teams, and other technical staff as relevant, will provide technical backstopping to the Project team.

UNDP field presence

UNDP will significantly increase and improve its field presence. The UNDP field presence will consist of Project offices (in the newly emerging states) and teams of staff placed within the offices of Interim State Administration and other key structures.

UNDP in coordination with the FGS may support staff under government contracts in each Interim State Administration office, to support state formation and build the capacity of newly created state structures to work in partnership to coordinate, lead and manage government services and development assistance.

Donors

The project will receive funds from UNSOM and UNDP’s core funding (TRAC) as a start-up funding. The funds are to help start the project while mobilizing required funding from potential donors. Besides providing the funds needed for activity implementation, donors will also provide general oversight through their presence on the Project Board. Donor representatives will be invited to participate in the field visits where possible.

Periodic Review and Coordination

The Chair of the Project Board with UNDP support will organize monthly review and coordination meetings. FGS invited stakeholders to contribute to the state building efforts review and coordination meetings. Every stakeholder will present the progress achieved, problems incurred and lessons learned. This forum will also share central level guidelines and policies.

X. MONITORING - QUALITY ASSURANCE THROUGH PARTICIPATORY PLANNING, MONITORING, EVALUATION, REPORTING AND RESEARCH

While the present project operates in accordance with the programming policies and procedures outlined in the UNDP Programme and Operations Policies and Procedures, it should be reminded that this is a short term project for a limited period of time (one year period: November 2014 to end of October 2014) and is operating in a rather volatile and fast changing environment.

In this context, the following quality assurance and PME arrangements will be implemented:

- On a quarterly basis, the chair of the Project Board with UNDP support will organize review and coordination meetings to continue to ensure alignment between the various partners and discuss and address urgent or newly emerging issues;
- The planning of the project will be adapted accordingly on a quarterly basis to reflect emerging developments;
- The project will submit two progress reports to the Board:
 - One quarterly report after three months of implementation, focusing on progress towards the completion of key results. This report will equally serve to document adaptations of the past quarter and the expected adaptations for the coming quarter.
 - One final report after completion of the project (after six months) providing a comprehensive overview of activities implemented, results achieved and financial resources deployed as well as lessons learned.
- Applying the UNDP (Atlas-based) quality assurance tools, the project management will activate and update:
 - the Issue Log to facilitate tracking and resolution of potential problems or requests for change;
 - the Risk Log - based on the initial risk analysis below;
 - the project Lesson-learned Log to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report as part of the final project report;
 - the Monitoring Schedule Plan to track key management actions/events.

The monthly reviews and quarterly progress and planning sequence ensures a participatory planning processes where all stakeholders are involved.

As far as feasible – among others related to security issues – the project will endeavour to engage in regional consultation concerning project implementation and planning closely coordinating with the FGS. Workshops would involve key regional and district level stakeholders including representatives from community elders, clan leaders, Government officials, and selected CSO members with specific attention to representation of women, youth and marginalized groups.

XI. RISK ANALYSIS

Security: Security remains the single most important challenge to UNDP project implementation. Many regions remain inaccessible for security reasons. This will make UNDP interventions at the regional level more problematic. Staff from the inaccessible regions will be brought to Regional centres or Mogadishu for training and coaching to ensure the rollout of UNDP programmatic activities. UNDP development approach provides the government the resources and ability to build its capacity and reduces the need to place UN employees in insecure environments. Through memoranda of understanding with Interim State Administration, UNDP can continue to build the institutional systems by providing the resources to directly employ the human resources required to build capacity at the interim administration level in the regions.

UNDP also exercises flexibility in the sequencing of its implementation, especially at the Regional level. UNDP can reduce security risks by deferring, or reducing its level of operations in insecure areas until these areas have been stabilized.

Political support: A number of UNDP-supported government initiatives, such as the state formation, Capacity development and others, involve multiple government stakeholders and require strong political support and unity of the Government as a whole at both the national and regional levels. Internal policy contradictions within the Government and lack of concerted efforts may hamper, undermine or make impossible implementation of these programs and achievement of the relevant results. In addition to this, the highly centralized nature of the government and the lack of deficiencies in the regional level could impact on the roll out of the programme and the cooperation needed at the regional level. To mitigate this, the project through UNDP, will enforce the implementation of the initiatives by encouraging political commitment centrally and locally by supporting government coordination mechanisms and widely communicating those initiatives. Development partners can also help identify entry points to overcome any obstacles.

Stakeholder engagement: By definition, institutional development is a long-term sustained effort, with few immediate benefits. Some international and national stakeholders may become disenchanted about the lack of visible progress and decide to disengage. Lack of stakeholder support, either government institutions or donors, will have a negative effect on the ability of UNDP to carry out its programmatic activities. To sustain donor and government support, the project will have measurable benchmarks set and progress against those monitored and reported to the stakeholders.

Lack of baseline Information: Currently there is a lack of baseline data at the regional level. UNDP began to address this issue during its first phase, and will continue to address it through the ongoing development of measurement systems, databases and systematic collection of measurable data. UNDP will introduce a number of measurement systems for capacity development specially designed to track the progress against the UNDP state formation and public administration indicators in coordination with the FGS.

Lack of qualified human resources: There is a lack of qualified human resources at the Regional level that affects programme work with the government administration and also within the field offices. In order to mitigate this, UNDP has set up an approach that ensures the field offices are fully supported from the UNDP Country office. To address this risk within the government administration, UNDP will support the new administrations to engage new staff (possibly including an internship programme). More orientation and trainings for the newly employed personnel will be considered, and working manuals and guidelines for different positions will be developed. However, even with these mitigating factors this is a risk that has to be recognized throughout the life of the project.

Marginalization of certain groups: There are groups that continue to be marginalized in all sections of Somalia society, such as groups based on ethnicity, youth and gender. UNDP recognizes this risk and will try to ensure that all programme activities address this issue and that marginalized groups are encouraged to participate and will follow the core principles of inclusiveness and commitments such as Article 3(5) of the Provisional Constitution. Where feasible, arrangements in the sense of quota – for instance in representative bodies – will be made.

Fraud and corruption: The risk of fraud and corruption at different levels in the country may have a negative effect on project implementation. Moreover, devolution of authority to Interim State Administration authorities and increase in funds managed directly by some of the government and non-government entities entails additional risk of financial mismanagement and corruption. UNDP will support strengthening of internal and external audit mechanisms, including regular conduct of audits in Interim state Administration offices and will encourage more effective oversight of IAs and CSO over the use of the project budget.

XII. KEY HIGHLIGHTS: NOVEMBER 2014 TILL FEBRUARY 2015 AND IMMEDIATE ACTION PLAN

Together with Federal Government of Somalia, UNDP and UNSOM played Key role in the formation of Interim Administration during the last few months, since UNDP/UNSOM PIP in action. The support has been particularly to ISWA, with initial preparation to support IJA and Central Region formation process. Some of the key highlights of the support so far are as follows:

- ❑ **Establishment of Technical Committee (TC)/Sub Committees:** UNDP together with UNSOM provided consultative support and advise to form inclusive technical committee and sub committees to support the reconciliation process in ISWA.
- ❑ **Training Development:** Designed series of capacity development interventions for the technical committee members/Elders to help them effectively facilitate formation of inclusive Interim Administration of South West and State building consultation meet for Interim Jubbaland Administration departments.
- ❑ **Support to TC Secretariat:** Recruited experts/consultants to provide support to Technical committee on various aspect of reconciliation and event management process for ISWA formation. Supported with office equipment for the TC secretariat to provide efficient working environment to the TC members and related stakeholders.

- ❑ **Support in Drafting Charter:** Provided support in developing first draft of the Charter of ISWA. Further, UNDP/UNSOM initiated review of Charter/Constitution Interim Jubaland Administration together with UNDP Constitution project. The process of review will be done in consultation with larger partners and stakeholders.
- ❑ **Facilitation and Outreach support to Regional Conference:** Provided facilitation support to effectively facilitate the Regional conference and implement public outreach and communication messages about Interim Administration formation
- ❑ **Logistic Support to Regional conferences:** Supported with catering to over 500 delegates/ elders / participants during the conference period. UNSOM provided Air transportation, other logistics support to the ISWA formation process
- ❑ **ICT support:** Provided Internet support for effective information communication and outreach to the community and larger stakeholders.

Immediate action plan: Following are selected key interventions in coming months:

- ❑ **State Formation:** Support to the FGS to initiate Central Region Administration formation, jointly with other partners.
- ❑ **Technical Assistance:** Provide Operational Capacity assistance to Interim Administrations (ISWA and IJA) towards state building process. Initiate capacity enhancement for Department of Federal Affairs (MOIFA) office
- ❑ **Youth in Governance:** Launch Young Graduate Fellow programme to engage youth in governance and federalism process. The young graduate will work in the ISWA, IJA selected line departments and MOIFA. They will “learn by doing”.
- ❑ **Charter Development:** Support the FGS to support the Interim Jubbaland Administration(IJA) to draft Charter/constitution through consultative process.
- ❑ **Training and Capacity building:** Provide Training in core functions areas during next three months to the selected line departments. Of Interim Administrations.
- ❑ **Public Outreach: Support the FGS to Initiate Public outreach interventions in IRAs and** national wide Public messaging on Federalism and good governance..
- ❑ **Office equipment support:** Provide selected support to Interim Administration with basic office equipment support to establish work environment and tools.

Intervention - Outcome Framework:

Outputs	Key Priority Interventions	Indicators/Targets	Outcome
Support FGS towards Reconciliation Process	<ul style="list-style-type: none"> Support FGS in organizing and facilitating Reconciliation conferences towards state formation process. Support the FGS in supporting IRAs to interface and dialogue with FGS on State formation process Support the FGS with assisting Emerging states to review charter/legal instruments in consultation with FGS Support the FGS with organising consultative conferences and dialogue on state formation; that will bring together delegates - including women, youth and marginalized groups - from the regions encompassed by the new administrations; 	<ul style="list-style-type: none"> # of reconciliation conferences organized by IRAs/FGS IRAs charters drafted through community/representatives consultation and feedback process % of Women participating in reconciliation process/forums <p>Targets:</p> <ul style="list-style-type: none"> At least two Reconciliation Conferences conducted towards state building process Charters Drafted for each IRAs (In total four charters) 	Emerging IRAs are formed through inclusive process.
Support the FGS with the Formation and establishment of Boundaries & Federation Commission	<ul style="list-style-type: none"> Support Preliminary formation of the Boundaries & Federation Commission Refurbish and provide office equipment and tools for BFC office operation and support Provide technical support to Federal Government on developing framework and policy on Boundary and Federalism process. 	<ul style="list-style-type: none"> Boundaries & Federation Commission (BFC) formation act is endorsed in parliament % of women in BFC % of members receive office equipment and tools to work Refurbish and provide office equipment and tools for BFC office operation and support Number of BFC members trained on framework and policy on Boundary and Federalism process. <p>Targets:</p> <ul style="list-style-type: none"> BFC is established based on FGS provisional constitution. 20% women are members in BFC 90% of BFC members receive required office equipment and tools to function 	BFC is established and is functional

Components	Key Priority Interventions	Indicators/Target	Outcome
Increased understanding of the federalization, and boundaries processes amongst stakeholders, and citizens	<ul style="list-style-type: none"> Increased understanding of the federalisation, legal framework and boundaries processes Civic education and Public outreach on Federalism Support the FGS design and implement public outreach campaigns on federalism/State formation and governance targeting citizens 	<ul style="list-style-type: none"> % of IRAs target population receive good governance and federalism messages # of workshop/seminars/conferences conducted. <p>Targets:</p> <ul style="list-style-type: none"> In all IRAs good governance and federalism messages are broadcasted At least two workshops/conferences are conducted. One Regional development plan per IRA is developed. 	By end of 2015, MOIFA and Selected IRAs will have basic capacity to conduct public outreach campaigns
Support FGS/Centre for Federalism Process:	<ul style="list-style-type: none"> Support to MoIFA with basic office facilities, operational/logistical (vehicles) support-to-support efficient facilitation of federalism. Staffing placement and salary of technical advisors Conduct capacity development workshops for MoIFA and stakeholders on Federalism, Governance and State-formation/building. Conduct outreach and workshops related to increasing harmonization and awareness raising of federalisation among stakeholders (including IRCF). Development and updating of a matrix mapping out federalisation assistance undertaken by different providers 	<ul style="list-style-type: none"> # of TA provided to MOIFA % of Federal directorate receive office equipment support # of MOIFA staff receive basic training to support federalism # of Federal- interim consultative meets organized <p>Targets:</p> <ul style="list-style-type: none"> At least 35 MOIFA staff trained on governance and federalism At least 6 consultative Meetings organized inclusive of PSG1 in regions 70% of Federal directorate receive office equipment support 	MOIFA has basic capacity to co-ordinate and facilitate formation of Federal member states by end of 2015.
Support with operational capacity to newly emerging/interim administrations to have basic organizational	<ul style="list-style-type: none"> Provide Technical assistance to Emerging states ministries to have organization structure in place. Initiate Rehabilitation and refurbishment of IRAs office space/Basic Service Delivery infrastructures/ 	<ul style="list-style-type: none"> % of Interim Regional Administration(IRA) receiving capacity building support % of IRA staff trained in core functions area on basic service delivery process 	Interim State/Regional Administration structures are in

structure in place:	<p>Institutions</p> <ul style="list-style-type: none"> • Provide operational cost/support to key ministries/IRAs to have basic working environment. • Preparation of the full-fledged project document for the support to the state building process and established federal member states. 	<p>Targets:</p> <ul style="list-style-type: none"> - All four IRAs receive capacity building support. - 70% of IRA officials trained in basic management functions - Selected IRAs offices are rehabilitated 	<p>place and are able to initiate basic service delivery by end of 2015.</p>
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XIII. WORK PLAN AND BUDGET PLAN OF: STATE FORMATION AND FEDERALISM SUPPORT TO THE FEDERAL REPUBLIC OF SOMALIA DURATION OF THE PROJECT: SIX MONTHS, 1 APRIL – 30 SEPTEMBER 2015

Specific Objectives of the Fund: State Formation and Federalism Support												
Expected products of the project/ Suboutputs	Key activities	Calendar (by activity)								Geographic area	Responsible Participating Organization	Planned budget (by product/ activity) USD
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
Output 1 : Facilitate and Support FGS on Reconciliation towards State Formation												
Sub-output 1.1. Emerging States are process is assisted and Interim Administrations are in place	Activity 1.1. Support the FGS in organising & facilitating reconciliation conferences towards state formation process									Regional Level	MOIFA, UNSOM and UNDP	140,000
	Activity 1.2: Support the FGS in supporting IRAs to interface and dialogue on State formation processes									Federal/Regional Level	MOIFA, UNSOM and UNDP	100,000
	Activity 1.3. Support the FGS in assisting emerging states to review charters/legal instruments									Regional/Federal Level	MOIFA, UNSOM and UNDP	40,000
Total output 1:												280,000
Output 2 : Support Formation and establishment of Boundaries & Federation Commission												
Sub-output 2.2. Physical establishment of the BFC	Activity 2.2.2 Construction work to rehabilitate interim premises for BFC headquarters in Mogadishu at Villa Somalia		X	X						Federal level	MoIFA and UNDP	200,000
	Activity 1.2 Procurement of office equipment, furniture, 2 armoured vehicles for BFC in Mogadishu		X	X						Federal level	MoIFA and UNDP	200,000
Sub-Output 2.2: BFC supported to develop capacity to demarcate borders	Activity 2.2.1: Support BFC to develop its organizational structure, staff ToRs, BFC budget, and planning and management processes		X	X						Federal level	MoIFA, UNDP and UNSOM	
	Activity 2.2.2 Briefings, workshops, retreats, training and study tour(s) for BFC		X	X						Federal level	MoIFA, UNDP and UNSOM	30,000

	Activity 2.2.3 Provision of technical expertise: Training adviser and other advisers/Consultants		X	X						Federal level	MoIFA, UNDP and UNSOM	30,000
Sub output 2.3. Legal framework for boundaries and federal process developed	Activity 2.3.1: Consultations, roundtables, meetings and workshops related to boundaries & federalization		X	X						Federal level	MoIFA, UNDP and UNSOM	80,000
	Activity 2.3.2: Provision of technical expertise: Advisers/Consultants		X	X						Federal level	MoIFA, UNDP and UNSOM	80,000
Total Budget output 2:												620,000
Output 3 : Increased understanding of the federalisation, legal framework & boundaries processes amongst stakeholders, citizens civil Society												
Sub output 3.1. Increased understanding of the federalisation, legal framework and boundaries processes amongst stakeholders	Activity 3.1.1 Joint MoIFA/BFC Consultations, roundtables, meetings and workshops related to increasing understanding and awareness raising		X	X						Federal level	MoIFA, UNDP and UNSOM	80,000
	Activity 3.1.2: Development and printing of an English-Somali lexicon of federal terminology		X	X						Federal level	MoIFA, UNDP and UNSOM	20,000
	Activity 3.1.3: Development and printing of federal-related material and factsheets; printing of the BFC law; and development of an outreach program		X	X						Federal level	MoIFA, UNDP and UNSOM	15,000
Sub output 3.2. Civic education and Public outreach on Federalism	Activity 3.2.1. Design and implement public outreach campaigns on federalism/State formation and governance targeting citizens										MOIFA, UNSOM and UNDP	40,000
	Activity 3.2.2. Develop CSOs and Government dialogue and participation forums to promote federalism and State building process											40,000
Total Budget Output 3												195,000
Output 4 : Support to MoIFA's federal affairs and regional departments (Centre for federalism/state formation processes)												
Support to MoIFA's federal affairs and regional departments (centre for federalism/state	Activity 4.1: Support to MoIFA with basic office facilitates, operational/logistical (vehicles) support to support efficient facilitation of federalism		X	X						Federal level	MoIFA, UNDP	50,000
	Activity 4.2: Staffing placement and salary of technical advisors		X	X							MoIFA, UNDP	80,000

formation processes)	Activity 4.3: Conduct capacity development workshops for MoIFA and stakeholders on Federalism, Governance and State-formation/building		X	X						Federal level	MoIFA, UNDP, UNSOM	30,000
	Activity 4.4: Conduct outreach and workshops related to increasing harmonization and awareness raising of federalisation among stakeholders (including IRCF)		X	X						Federal level	MoIFA, UNDP, UNSOM	20,000
Sub-output: 4.2. Coordination of federalisation assistance	Activity 4.2.1: Information-sharing and coordination meetings		X	X						Federal level	MoIFA, UNDP, UNSOM	7,000
	Activity 4.2.1: Development and updating of a matrix mapping out federalisation assistance undertaken by different providers		X	X						Federal level	MoIFA, UNDP, UNSOM	10,000
Total Budget Output 4												197,000
Output 5: Support to newly emerging/interim administrations to have basic organizational structure in place												
Support with operational capacity to newly emerging/interim administrations	Activity 5.1: Staffing placement and salary for technical advisors		X	X						Regional level	IRAs, MoIFA, UNDP	250,000
	Activity 5.2: Refurbishment and equipping of office space of IRAs		X	X						Regional level	IRAs, MoIFA, UNDP,	500,000
	Activity 5.3: Provision of logistical and operational support		X	X						Regional level	IRAs, MoIFA, UNDP	150,000
	Activity 5.4: Capacity building of IRAs/emerging states entities									Regional Level	IRAs, MOIFA, UNDP	100,000
Total Output 5												1,000,000
Project Management and Implementation Support												
Project Management and Implementation Support	Activity 6.1 Staffing: International Professional Staff members		X	X						Federal level	UNDP	323,218
	National Professional Service: MoG/Regions		X	X							UNDP	70,000
	Activity 6.1a Support to MoIFA for the establishment and timely operationalization of the BFC which includes a senior project management/coordination adviser, a national coordination officer, a national operations officer and a national finance officer, reporting /m&e officer		X	X						Federal level	MoIFA, UNDP	72,000

	Rental premises and maintenance of facilities											89,391
	Equipments/Furniture/Supplies											15,000
	Communications Support (1%)											25,540
	Operations Support (4.5%)											126,932
	Security Equipment and Support (2.5%)											67,304
M & E – Evaluation												
	M&E Specialist		X	X							UNDP	
	M&E and Oversight (5%)											127,701
Sub-Total												917,086
GMS												216,645
Total planned Budget												3,425,731
UNMTF Administrative Agent cost (1%)												27,547
Grant Total (inclusive UNMTF Admin Agent cost)												3,453,278