



# Support to Building Inclusive Institutions of Parliament in Somalia

**PROJECT:**  
Support to Building Inclusive  
Institutions of Parliament in Somalia

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Governance and Rule of Law

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## CONTEXTUAL ANALYSIS

### FEDERAL LEVEL

In this quarter, the Federal Government of Somalia and the Federal Parliament have been working to develop a vision for the Constitutional process. The Vision 2016 Conference by the FGS, concluded on 6 September 2013 as well as the New Deal Compact for Somalia, finalized at the Brussels Conference in September 2013 identify core principles and key priorities to guide the constitutional review and implementation process, providing a framework within which support can be given. However, continued disputes between the Federal Government, Puntland and Somaliland, as well as a tense process of state formation underlined the vast scale of the task ahead. A law establishing the Constitutional Review and Implementation Commission was adopted. Jubba agreement has been signed. On the security front, it remained extremely volatile. After a direct attack by Al-Shabaab on the UN in Mogadishu, a surge of asymmetric attacks during the month of Ramadan continued in Mogadishu, and access was minimal.

### PUNTLAND

The Puntland local council elections scheduled for 15 July were cancelled the day before due to growing election-related violence, a decision that was welcomed by opposition parties, local communities and the international community. On 1 August, the President of Puntland, Abdirahman Mohamed "Farole", announced a decision to suspend cooperation with the Federal Government, based on what he characterized as lack of compliance with the Provisional Constitution and inequitable distribution of international aid. He however met with President Hassan Sheikh Mohamud 5 days later to urge the Federal Government to engage in confidence-building measures with the Puntland authorities.

### SOMALILAND

This quarter began on a positive note when a ban on UN flights since 15 May was lifted following talks between the Federal Government and the Somaliland authorities. The meeting was held in Istanbul, Turkey, from 7 to 9 July, during which the two parties agreed to establish a joint air traffic authority based in Hargeisa. The security situation however remained stable apart from a few insurgencies in the disputed regions of Somaliland. The Somaliland Parliament witnessed disputes over the change of quotas of live-stock for export and the control of related resources.

## RESULTS

SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	10 (M:10, F:0) - a strategic planning training was conducted in Hargeisa with specially appointed ad hoc committee with deputy Speaker and several MPs. It resulted in an improved understanding of the HoR processes and were able to agree on draft strategic plan	
	Comment	New vision and mission statements as well as new values and directions were agreed upon	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	93 - A workshop and training was conducted in Mogadishu on parliament outreach strategy, which was attended by 50 Members of Parliament. Training and mentoring is also being done for 43 graduates (M:38, F:5) to support the MPs and the Committees	
	Comment	The graduates were initially 45 but 2 have dropped out, one to pursue further studies and another for permanent employment elsewhere	
FL	Indicator	2.1.1.1 Number of required laws, disaggregated by draft by the legislative or executive branch, enacted by Parliament, and implemented by the executive	G
	Result	2 (1 enacted and 1 implemented)- A first law to establish the Constitutional Review and Implementation Commission was adopted on 3 July while a draft bill on the formation of provisional regional and district administrations was adopted on 8 July but still awaits signature by the President	
	Comment	A number of other draft bills have been prepared and presented but have not been adopted yet. Delays are being experienced due to lack of professional advice, timing of parliamentary recess, etc.	
FL	Indicator	2.1.1.2 Level that human rights are enumerated and explicitly provided for in Constitution and / or national laws is "high", "medium", or "low"	Y
	Result	Low- Work is ongoing. Draft bills setting up a Human Rights Commission and a Judicial Services Commission were prepared.	
	Comment	Consideration for these bills is currently awaiting third reading in the House of the People.	
FL	Indicator	2.1.2.1 Level of progress in drafting and reviewing policy/law on electoral system laws that increasingly conform to international standards is "high", "medium", or "low"	G
	Result	Medium- A law establishing the Constitutional Review and Implementation Commission was adopted on 3 July.	
	Comment	Selection of Commissioners is still in progress, there is no clear timeline for this process to be finalized. The law still remains to be signed by the President	
SL	Indicator	Committees in Parliament strengthened to perform their functions	Y
	Result	Ongoing- strategic planning sessions held in view of support to all 8 committees which will enhance their functioning. The sessions helped the committees to get a clearer understanding of their roles as Parliament Committees.	
	Comment	There are currently 8 Committees established by the House of Representatives of Somaliland. The 8 committees include a Standing Committee which acts as a disciplinary body of the HoR.	
FL	Indicator	Priority Development and/or budget committees supported to provide effective oversight of laws and policy.	G
	Result	UNDP technical advisors support the NFP administration and its committees in effective oversight of legislative priorities.	
	Comment	The legislative priorities were agreed upon and approved by committees on a 6 month rolling plan, with support from UNDP.	
FL	Indicator	Parliament effectively engaged in budget cycle, incl. undertaking oversight of key ministries expenditures.	Y
	Result	A Finance Committee has been created and is part of the 15 committees of the NFP. However, no major support has yet been provided to effectively undertake its work.	
	Comment	Support is however being provided to the committee's secretariat to facilitate a functioning body. The executive is to present its 2014 budget in November/December.	

## RESULTS

	Indicator	Parliamentary leadership confident to manage the business of the Chamber	
FL	Result	UNDP has been supporting the NFP leadership on a number of technical issues including training of graduates and secretariat staff supporting the Parliamentary leadership.	Y
	Comment	It is anticipated that UNDP will be providing a senior advisor to the Parliamentary leadership starting from the next quarter to further increase confidence in managing Parliamentary business.	
	Indicator	Staff capacity increased to provide support services to Office of the Speaker	
FL	Result	Training and support continues to be provided by UNDP. Training has been provided on development of committee report formats and templates for draft amendments, and development of effective and achievable work plans to name a few.	G
	Comment	The graduates' professional support to the office of the speaker has proven essential so far and there is need for this assistance to continue.	
	Indicator	Improved understanding of CSOs, media and key public target groups of the role of parliament and MPs	
FL	Result	There has been an improved outreach and dialogue procedure in this quarter with MPs using their recess period to effectively engage with local communities but more work is needed.	Y
	Comment	More information still needs to reach the public through more means. It is anticipated that the work by the media specialist to be recruited with help from consultants will help improve this output.	
	Indicator	Functioning website functions as key source of information for the public re Parliament	
FL	Result	A Parliamentary website was developed in the last quarter but improvement continued to be done in this quarter.	G
	Comment	Dialogue and outreach strategies are yet to fully make use of the website. Information on the website is gradually being updated. A provision for number of hits to measure impact has also been noted.	
	Indicator	Media reporting on Parliament increasingly evidence based and reliable	
FL	Result	Unknown- work has not yet started, and sound baselines on media reporting have not been established.	R
	Comment	There has been an improvement in the transparency of information reaching the public but comprehensive support is needed. It is anticipated that the project will recruit media experts in Q4	
	Indicator	Civic education programme implemented	
FL	Result	A civic education plan has been agreed by the ICST, which is integrated into the UN (UNDP/UNSOM) strategy but the details of a specific programme are to be refined.	Y
	Comment	The project anticipates to recruit the required personnel to support this process in Q4.	
	Indicator	Key legislation required by the Provisional Constitution drafted, debated in Parliament and enacted	
FL	Result	Yes- the Parliament has passed a bill establishing the Review and Implementation Commission as its first law, with technical support from UNDP.	G
	Comment	Other bills are currently being prepared for review. A draft bill on the formation of provisional regional and district administrations was adopted by the NFP but President is yet to sign it into law.	
	Indicator	Public consultations undertaken in support of post-Provisional Constitution law-making process	
FL	Result	The Parliamentarians have used their recess period to successfully engage with their local communities with support from UNDP. A report providing number of consultations held and areas reached was produced but will need translation.	G
	Comment	All graduate staff have had an opportunity to work closely with MPs on outreach and dialogue during the NFP.	

## RESULTS

	Indicator	NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed	
ALL	Result	Workshops conducted for the NFP (Mogadishu) and Somaliland (Hargeisa) on strategic planning. Work is yet to start in Puntland.	Y
	Comment	Somaliland HoR adopted new Vision and Mission statements as well as new values and directions as a result of the workshop.	

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## ACTIVITY HIGHLIGHTS

### FEDERAL LEVEL

UNDP continued to support the Federal Parliament in this quarter by providing support towards MPs' outreach travel to local communities during Parliamentary recess. A validation workshop and training on Parliament outreach strategy was conducted in Mogadishu with a participation of 50 MPs. Support continues to be provided to graduates as a supporting body to the various Committees and to MPs. The six months priorities, based on the strategic plan have been revised to include support to all the committees, which have now also developed their workplaces. On another note, work on the way forward regarding Constitutional review resulted in an agreement that the UN will be working as one and under one strategy for the coming years.

### PUNTLAND

The situation in Puntland has remained unstable around the electoral process, hence no activities are being conducted before the elections. However consultations are underway to identify the key legislative agenda as well as identification of best avenues for engagement of stakeholders in Puntland in the Constitution Review Process.

### SOMALILAND

The Letter of Agreement between the Somaliland HoR and UNDP Somalia was agreed upon and signed.

A strategic planning workshop was held by UNDP in Hargeisa from 21 to 23 September, in which 9 MPs and Committee members (including the 2nd Deputy Speaker of the Somaliland Parliament) took part. This followed a request by the House of Representatives (HoR) to assist them in developing a strategic plan for the next three years. The workshop ended positively with the HoR having created new Mission and Vision statements as well as new values and directions.

## PARTNERSHIPS

The major milestone to report in this quarter is the formation of the Integrated Constitutional Support Team (ICST) of the UN. This body is the partnership of all UN agencies involved in the support to Constitution making, in particular UNDP and UNSOM. The ICST will ensure key staff across both bodies and others who are working to support the various institutions of the Government (e.g. Office of the Prime Minister, Ministry of Justice, Parliament) share information and ideas and promote coordination of support across these institutions of government. This also comes as an answer to 'the need of improving coordination efforts' stipulated in Q2. UNDP also continues to partner with NDI, AWEPA, Max Planck Institute in supporting the NFP and the Government in various ways. Activities are also planned with the African Center for Legal Excellence, once the priorities of committees are set and confirmed. Internally, UNDP is constantly using its broad added value of existing programmes and units which contribute to this project, including Access to Justice, Civilian Police, JPLG, Gender & SIDP. Discussions are also underway to enhance coordination among donors in support of the Constitutional Review Process.



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## PEACE AND CONFLICT

The attack on the UNCC on June 19th has had profound impacts on the operation and sustaining the level of engagement with counterparts in Somalia. There have been increased restrictions of movement in Mogadishu. This has hindered progress in some of the activities conducted by the project. Nevertheless, support has been provided for outreach of MP's during recess (end of July- end of August), a number of them engaging in dialogues of priorities in the regions. With views on reconciliation, workshops have been held in Mogadishu and Hargeisa, addressing aspects of dialogue, strategic planning as well as relations with the executive. The emphasis on bringing the executive closer to committees in Parliament relates to the fact that the relations have been tense. This has resulted from the anticipated government reshuffle and from the Parliament seeing the executive as not delivering. Several policy dialogues have been planned through committee work-planning to mitigate these tensions.

## GENDER

At the Federal Level, only 38 of the 275 Members of Parliament are women equaling a 13.82% representation despite the set target of 30% by the Provisional Constitution. It is anticipated that this figure will increase post-2016. The project continues to support the participation of women in the various workshops and consistently works with the UNDP gender unit to train and involve women MPs in legislative processes, however due to their poor level of representation, they are not represented in large numbers in project activities. The project has also budgeted for the recruitment of a Consultant on Gender issues to support the training and involvement of women MPs. Support is also provided to the young graduates of which 5 are women. In Somaliland, the HoR only has 1 woman among the 82 MPs and is currently part of the Social Affairs Committee of the HoR. Women's participation is a clear priority of the Somalia and Somaliland compacts, and approached as such by the project.

## UPCOMING QUARTER

With the recent formation of the Integrated Constitutional Support Team (ICST), and the anticipated acceleration of planning of implementation of PSG1 of the New Deal Compact, including the Constitution Review process, a lot of emphasis will be put on implementation of activities in these areas. The project is in the process of recruiting a Constitutional specialist amongst others to start work in the next quarter. Civic education and information campaigns will be also conducted as well support for the secretariat capacities of the constitution review and implementation committee. Support will also be provided for youth political participation and creation of a youth Parliament. Continued support for outreach with creation of regional offices is envisaged. Support will also be provided to committees in areas of law making and oversight, communication, legal drafting and research.



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## REFLECTIONS / LESSONS

Activities in quarter 3 have been relatively slow considering the recent attack on the UNCC which was later followed by MPs going on recess for a significant period of the 3rd quarter. The work and involvement of the young graduates however proved to be quite successful so far with all graduates having the potential to participate in the outreach exercise conducted by MPs during recess. Each graduate was also able to provide priority support to the organizational departments relevant to their expertise as well as secretariat support to relevant Committees, making it clear that investments in core capacities of the Parliaments administration are central to the functioning of the institution.

The issue of priority recruitment into the Parliament's management structure still needs to be addressed - and the visible lack of managerial capacity to control all the tasks in front of the administration as well as the daily lack of staff management needs to be addressed to achieve the potential of all the recruited graduates as well as make support to committees more efficient. It is also key for transfer of knowledge and skill through the planned capacity building intervention.

The issue of security for the Parliament building stipulated in the last quarter is yet to be implemented and there is still a high level of security vulnerability on the Parliament building. While there is some progress in commitments from donors to addressing the issue, it still remains unresolved. There are efforts ongoing within the UN to identify best ways of most rapidly assisting the Parliament.

An important impact on the implementation of activities had the signing of the New Deal Compact, re-confirming the prioritization of work on Peace-building and Statebuilding goals relating to the political process in Somalia. It will be key for the international community, implementing partners to advocate for all support around PSG 1 to fall under a common process with certain roles and responsibilities defined. Building consensus around the process with all the relevant Somali counterparts in the FGS also remains a priority, and should be seen as such by the international community and donors.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	\$2,548,481.00
TOTAL (DISBURSEMENTS + COMMITMENTS)	\$1,993,836.56
BALANCE OF FUNDS	\$554,644.44
% DELIVERY (AGAINST APPROVED BUDGET)	78%



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## LIST OF ACRONYMS USED

- AWEPA – Association of European Parliamentarians for Africa
- BCPR – Bureau for Crisis Prevention and Recovery
- CSO – Civil Society Organization
- FGS - Federal Government of Somalia
- HoP – House of the People (Somalia Federal Parliament)
- HoR – House of Representatives (Somaliland)
- ICST – Integrated Constitutional Support Team
- JPLG – Joint Programme on Local Governance (Part of UNDP)
- MP – Member of Parliament
- NDI – National Democratic Institute
- NFP – National Federal Parliament
- SIDP – Somali Institutional Development Project (Part of UNDP)
- UN – United Nations
- UNCC – United Nations Common Compound
- UNDP – United Nations Development Programme
- UNSOM – United Nations Assistance Mission in Somalia
- UK – United Kingdom

