



Empowered lives.  
Resilient nations.

# Support to Building Inclusive Institutions of Parliament in Somalia

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

**PREPARED BY:**  
Joel Gateretse  
Carla Riquito  
Charmaine Rodrigues

**PROGRAMME:**  
Governance and Rule of Law

**REPORT PERIOD:**  
Q3 - 1 July to 30 September 2014

**DATE SUBMITTED:**  
10/26/2014 11:26:04 AM

**STATUS:**  
Final

**DONORS:**  
UNDP BCPR  
European Commission  
UK AID  
Norway

## CONTEXTUAL ANALYSIS

### FEDERAL LEVEL

This quarter commenced with progress on the passage of important legislation in the Fourth Parliamentary Session, including the law to establish the Independent Constitutional Review and Implementation Commission, which will now work with the Oversight Committee on constitutional review. However, political instability was also an issue, with a group of MPs petitioning the President to resign after criticizing his alleged failure to implement "Vision 2016" and of not consulting widely. The President addressed these tensions by speaking directly in Federal Parliament, which defused the situation. A revised "Vision 2016" plan was later issued by the Federal Government. The security situation remains volatile with targeted assassinations including 5 Members of Parliament during Ramadan, including members of key parliamentary committees.

### PUNTLAND

Key progress was made in the Puntland Parliament, when a new Strategic Plan was launched in September, which UNDP will use to guide the development and support of an annual workplan. Progress was also made in progressing Puntland's involvement in the New Deal and its aid architecture, in advance of the Copenhagen Conference in Q4. However, progress was also set back when Puntland froze all cooperative relations and activities with the Federal Government in reaction to the signing of the Agreement on state formation in Galguduud and Mudug without consultations with them. Subsequently, on 18 August, Puntland offered a 30-day consultation period between Garowe and Mogadishu to resolve differences.

### SOMALILAND

In Somaliland, preparations for the holding of presidential and parliamentary elections in 2015 are on-going. The opposition has emphasised the importance of holding the elections on time, at the same time there have been issues raised by opposition parties with the voter registration process, in particular the decision to submit a single Civil and Voter Registration Act. It has now been agreed that a Civil Registration Identity Card is not a precondition for Somaliland citizens to acquire a Voter Registration Card. Tensions also continued to rise between Somaliland and Puntland in regards to the disputed Sool region, within the broader context of state formation.

## RESULTS

SL	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	3 laws have been approved by the House and 16 draft laws are still being worked on.	
	Comment	The laws that have been approved are the "Commission of Anti HIV/AIDS bill", the "Quality Control Bill" and the "Amendment of Voter Registration Act".	
SL	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"	G
	Result	Medium - UNDP supported the Constitution, Judiciary, Justice & Human Right Affairs Committee to travel to Borama, Gabiley and Hargeisa to carry out an assessment on all prisons, police stations and the courts.	
	Comment	It is expected that such activities will contribute to an increased level of Human rights provisions in national laws	
PL	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	R
	Result	The new Government and Parliament are still determining the legislative agenda and it is not clear whether any laws have yet been tabled by the Executive for enactment by Parliament.	
	Comment	A new Parliament Strategic Plan was launched in Sept-14 which will guide support for jointly agreed priority activities, including in support of the law-making process. A National Project Officer, who will start working with the Parliament in Q4, will support such work.	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	Staff in Parliament continue to be trained and mentored by UNDP. In particular, the UNDP Strategic Planning & Parliamentary Development Consultant worked with key parliamentary committees, and their staff, on strategic planning and developing committee work plans in advance of the 5th Session.	
	Comment	Throughout Parliament's 5th Session, the UNDP SPPD Consultant will work with Committee MPs and staff to provide specialized training on strategic planning, legislative research and analysis, committee reporting and expert hearings to support implementation of the legislative agenda.	
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 - The Executive is still reviewing many Bills withdrawn from Parliament, such that few Bills were submitted for enactment. However, the ICRIC Act and Development and Reconstruction Bank Act were both passed. 3 Bills are also awaiting 2nd reading and one is at the final stage.	
	Comment	Consideration of the "Close of Account for 2013 Annual budget" Bill was unfortunately interrupted as a result of an attack on Parliament before Ramadan which stalled work.	
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	"Medium"- The Human Rights Commission Bill is in its 2nd reading and is yet to be passed by Parliament. The UN has however provided advice on its content.	
	Comment	The UNSOM Human Rights Group remains on call to advise Parliament if/when the HRC Bill is finally considered again by Parliament. It is anticipated that the HRC Bill will come on for debate in the 5th Session.	
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"	Y
	Result	"Medium"- A parliament Ad Hoc Elections Committee worked on development of the National Independent Elections Commission Bill and handed a draft to MOJCA and MOIFA for consideration. The NIEC Bill is due to be tabled in the 5th Session of Parliament.	
	Comment	UNDP and UNSOM have jointly provided direct advice on the National Independent Elections Commission Bill.	

## RESULTS

SL	Indicator	Committees in Parliament strengthened to perform their functions [LF 1.1: Number of established committees supported by UNDP]	G
	Result	8 Committees are currently supported by UNDP. The Committees held series debates, regional visits, oversight missions, review meetings and so on.	
	Comment	A new UNDP Parliamentary Reform Expert was deployed to Somaliland in Q3 and has begun intensive work with committees, to support them in critical areas such as research, legal analysis and oversight.	
SL	Indicator	LF 3.2: Number of regional visits organized with UNDP support	G
	Result	2 regional visits were conducted in Q3. The Constitution, Judiciary, Justice and Human Right affairs Committee visited Borama, Gabiley and Hargeisa while the Environment, Livestock, Energy and Natural Resource Committee visited the capital city of Togdheer in Buroa.	
	Comment	In Q4 the UNDP Parliamentary Reform Expert will work with parliamentary staff to support the establishment of regional offices which can support such regional visits and engagement by MPs.	
PL	Indicator	Puntland Strategic Plan inclusively developed, endorsed and action plan agreed	G
	Result	A new Parliament Strategic Plan 2014-2018 was recently launched in September 2014. The Vision, Mission and Values defined in this Strategic Plan form a solid and important strategic framework to guide the much needed support to the House of Representatives (HoR).	
	Comment	UNDP will now use this Strategic Plan to guide the support to develop a revised AWP 2014 to implement jointly agreed priority activities and the 2015 AWP with the Parliament in 2015. A National Project Officer will start working with the Parliament in next quarter.	
PL	Indicator	LF 3.2: Number of regional visits organized with UNDP support	R
	Result	No progress was made on this activity as Parliament requested UNDP to delay all support under the Strategic Plan was finalised, so that it could guide UNDP's assistance.	
	Comment	UNDP will now use the Strategic Plan to guide development of a revised AWP 2014 to implement jointly agreed priority activities. A National Project Officer will start working with the Parliament Q4 who will lead on implementation support.	
PL	Indicator	Committees in Parliament strengthened to perform their functions [LF 1.1: Number of established committees supported by UNDP]	R
	Result	No progress was made on this activity as Parliament requested UNDP to delay all support under the Strategic Plan was finalised, so that it could guide UNDP's assistance.	
	Comment	UNDP will now use the Strategic Plan to guide development of a revised AWP 2014 to implement jointly agreed priority activities. A National Project Officer will start working with the Parliament Q4 who will lead on implementation support.	
FL	Indicator	Committees in Parliament strengthened to perform their functions [LF 1.1: Number of established committees supported by UNDP]	G
	Result	UNDP continues to support the 15 committees of the Federal Parliament on a regular basis as agreed in the LoA. In Q3, the project brought on board a Strategic Planning and Parliament Development consultant who started working on building the capacities of committee MPs.	
	Comment	Public consultations were held by committees, such as Media and Telecommunication Committee on the draft Media Law and the Committee for Roads, Ports, Airports, Energy and Transportation on the issue of the Mogadishu port.	
FL	Indicator	NFP Strategic Plans inclusively developed and implementation progressed	G
	Result	The Strategic Plan of the Federal Parliament was finalized early this year but small adjustments continue to be made as and when required.	
	Comment	The project has agreed with the Parliament that any activities in the AWP will be aligned with the NFP Strategic Plan and coordination meetings to take place more frequently.	

## RESULTS

FL	Indicator	Parliament effectively engaged in budget cycle, incl. undertaking oversight of key ministries expenditures [LF 1.3: Provision of technical assistance to NFP budget committee to play a role in the budget cycle]	G
	Result	The Budget Committee continues to be supported by UNDP (as part of overall committee development). In Sept-14, UNDP's Strategic Planning and Parliament Development Consultant worked closely with Budget Committee to plan for the 5th Legislative Session, which requires review of 3 PFM Bills.	
	Comment	The 2014/15 budget was endorsed by the Federal Parliament in Q2 and the Budget Committee is now looking at post-expenditure reviews. UNDP's SPPD Consultant will continue to work with the Budget Committee during Q4.	
FL	Indicator	Parliamentary leadership confident to manage the business of the chamber [LF 2.1: Technical assistance provided to the Parliamentary leadership]	G
	Result	UNDP's Strategic Planning and Parliament Development Consultant worked closely with the Parliament Leadership, to develop the legislative agenda for the 5th session. UNSOM also provides an advisor to the Speaker of Parliament.	
	Comment	The legislative calendar has now been shared with the Executive and an MOU prepared between the two branches to signify agreement to the legislative priorities. Eight key Bills have been prioritised.	
FL	Indicator	Staff capacity increased to provide support services to Office of the Speaker [LF 2.2: Parliamentary administration strengthened with UNDP support]	G
	Result	With UNDP support, Young Graduates have been the mainstay of the Parliamentary Secretariat and some have also become part of the top management team, including being employed as the Deputy Secretary General for House Affairs and the Director of the Information Management Department.	
	Comment	The Young Graduates have been praised by Parliament leadership and are contributing greatly to the functioning of the Parliament and ensuring the delivery of its core functions. UNDP and Parliament have developed a joint one year analysis of this programme to be submitted to donors in last quarter.	
FL	Indicator	Functioning website functions as key source of information for the public re Parliament	G
	Result	Work of the young graduates has included production of the official record of the House in Session (Hansard) completing the compilation of all minutes from the 1st to the 4th session of Parliament uploading it to the Parliament Internet portal ( <a href="http://www.parliament.gov.so/index.php/en/">http://www.parliament.gov.so/index.php/en/</a> ).	
	Comment	The website continues to be primarily in Somali (with English translation of some pages) and publicizes information about legislation and committee work.	
FL	Indicator	Media reporting on Parliament increasingly evidence based and reliable	Y
	Result	The Somali version of the Parliament website has become an open source of information for journalists on what is happening in Parliament, to enable them to engage in more evidence-based reporting.	
	Comment	The Young Graduates have been tasked to update the website regularly, and will continue to upload information during the 5th session to enable timely and accurate media reporting.	
FL	Indicator	Civic education programme implemented [LF 4.3: Number of civic education initiatives implemented]	R
	Result	UNDP's civic education support has been delayed while UNDP waits for the Parliament and MOJCA to agree on the division of roles and responsibilities on civic education.	
	Comment	UNDP expects to recruit a Civic Education Officer and Media Liaison Officer in next quarter, subject to Parliament and MOJCA agreeing to launch a civic education programme.	
FL	Indicator	Key legislation required by the Provisional Constitution drafted, debated in Parliament and enacted [LF 4.1: Provision of technical assistance to the Constitutional Review Committee to draft, debate and review legislation]	G
	Result	The ICRIC law was passed in Q3 and a legislative agenda to progress key constitutional laws was agreed by the Parliamentary Leadership, with UNDP support. The Executive will now prioritise those Bills for tabling in the Fifth Session.	
	Comment	It is anticipated that UNDP's will re-deploy an international expert to support the ICRIC with technical advice on Bills and drafting of provisions once the ICRIC begins its work programme.	

## RESULTS

FL	Indicator	LF 4.2: Number of public consultations undertaken in support of the constitutional review process with UNDP support	R
	Result	UNDP's public consultation support has been delayed while UNDP waits for the Parliament and MOJCA to agree on the division of roles and responsibilities on public consultations in support of the constitutional review process.	
	Comment	Parliament and MOJCA held a strategic planning workshop in July-14 to discuss roles and responsibilities and it is anticipated that an MOU will be signed in Q4 which will provide guidance.	
FL	Indicator	LF 1.2: Legal research unit established with UNDP support	Y
	Result	UNDP's Young Graduates are providing support to the new Legislative Services Department and the Strategic Planning and Parliament Development Consultant has begun to work with staff to develop their legal research skills.	
	Comment	UNDP anticipates working with Parliament to recruit a national Legal Officer in Q4 who will focus on establishing a Legal Research Unit within the Department.	
FL	Indicator	LF 1.4: Number of oversight meetings held with UNDP support	G
	Result	3 Ministers were called by Parliament for oversight inquiries. A number of committees also held several oversight discussions with relevant Ministries.	
	Comment	UNDP's Strategic Planning and Parliament Development Consultant will continue to work with committees in Q4 to develop their technical oversight capacities.	
FL	Indicator	LF 3.2: Number of regional visits organized with UNDP support	G
	Result	There have been a visits to 6 regions during the recess period, of which the exact number will be known when the next Parliamentary report comes out. UNDP also supported a regional consultation in Baidoa, which included the Speaker and 40 MPs.	
	Comment	The consultation in Baidoa focused on reconciliation and building regional consensus, and reaching out to different sections of Baidoa community such as traditional elders, political leaders, youth and women.	



# Support to Building Inclusive Institutions of Parliament in Somalia

## ACTIVITY HIGHLIGHTS

### FEDERAL LEVEL

The Federal Parliament closed the 4th parliamentary session with the passage of important legislation, including the law to establish the Independent Constitutional Review and Implementation Commission, which will now work with the Oversight Committee on constitutional review. The project continued to support MPs during their visits to their specific constituencies, with 29 MPs supported in the last recess period. Young Graduates continued to shine in the Parliament with a number of graduates taking up higher positions in Parliament. Parliament also created a web messaging system to disseminate its messaging among lawmakers. UNDP also provided a Strategic Planning and Parliamentary Development Consultant to give technical support to Parliament and the Committees.

### PUNTLAND

The approval of the Parliament Strategic Plan marks a turning point for the support provided to the Parliament, as it provides a framework to which the project will align its AWP. In the meantime, as a result of a Ministerial request, the project has provided an Organizational Development Advisor to work with the Ministry of Constitution, Federal Affairs and Democratization of Puntland (MOCFAD). The latter has undertaken a capacity assessment of the Ministry, designed a new organizational structure and has supported the recruitment of 8 Department Directors. It is also anticipated that activities will intensify with the project having brought on board a Strategic Planning and Parliamentary Development Consultant to work with the Puntland Parliament and MOCFAD.

### SOMALILAND

Work intensified in this quarter with the project providing a Parliamentary Reform Expert to work with the Somaliland Parliament and its committees on capacity development and institutional strengthening. As a result, a draft Action Plan based on the approved Strategic Plan was developed and agreed with the Secretary General. A concept note on the roles and responsibilities of key Parliamentary staff was finalized. Also, with UNDP support, Somaliland Parliamentary committees held series of debates, conducted regional visits, drafted laws for submission to plenary, and the Environment, Livestock, Energy and Natural Resource Committee visited the capital city of Togdheer region to hold hearings.

## PARTNERSHIPS

In this quarter, UNDP continued to work with partners such as UNSOM to jointly provide direct advice on key bills. For example, the Judicial Services Commission Bill which was passed in July 2014, the National Independent Elections Commission Bill which is due to be tabled in late 2014 and the Human Rights Commission Bill. UNDP also continues to partner with UNSOM through the Integrated Constitutional Support Team (ICST) to ensure the delivery of joint political and technical support to the constitutional process. While UNSOM provides high level strategic advice to stakeholders, UNDP is responsible for providing technical assistance to counterparts. UNDP also continues to be closely involved with organizations such as Max Planck Institute, AWEPA, NDI and Interpeace, thus contributing to the collaboration and coordination between parliamentary supporters.



Empowered lives.  
Resilient nations.

# Support to Building Inclusive Institutions of Parliament in Somalia

## PEACE AND CONFLICT

During Q3, security in South Central Somalia remained volatile. The assassinations of the 2 Members of Parliament in July had a significant impact on the MPs, raising the question of whether they are secure enough. Nevertheless, the MPs continued to display an unwavering determination to take the country forward. This quarter also saw a chunk of the Parliament's recess period where MPs faced the challenges of reaching out to their respective constituencies. Federal MPs from Puntland took the initiative in defusing the tension between Federal government and Puntland on 4 August when MPs went to Gowe and held a series of meetings with Puntland officials. Upon their return to Mogadishu, they also met with Federal Government leadership (President, Speaker and Prime Minister), which paved the way for the agreement signed by the Prime Minister and Puntland President in Oct-14 to normalize the relationship between the two.

## GENDER

In Q3, UNDP continued to work with the parliamentary leadership to encourage the participation of women MPs in parliamentary activities. At the operational level, the 5 female graduates (amongst the 45 Young Graduates) being supported by UNDP continue to gain experience both at administration level and in their respective areas of expertise. They also receive mentoring from MPs in the form of involvement in outreach activities. In Somaliland, the project also supported the development of terms of reference for a National Legal Expert to undertake a comprehensive and extensive research into the legal framework connected to women's rights in Somaliland, to identify Somaliland women's legal gains and the remaining discriminatory provisions against women.

## UPCOMING QUARTER

UNDP is committed to supporting the NFP and Parliaments of Somalia in building a strong foundation for progressing key bills and constitutional review work in 2015. The UNDP Strategic Planning and Parliament Development Consultants will regularly work with parliamentary committees throughout the 5th Session (and beyond) subject to security, as will the Somaliland Parliamentary Reform Expert in Somaliland. The project will also staff up support for the Puntland Parliament in Q4. Once the Parliament and MOJCA agree their roles and responsibilities, UNDP will also develop a strong package of support for the constitutional review process, which will be carefully calibrated to ensure it promotes coordination across Parliament and the MOJCA. The project will seek to intensify its support to the emergency security upgrade of the National Parliament premises. A Project Board Meeting will also be conducted in Q4.



Empowered lives.  
Resilient nations.

# Support to Building Inclusive Institutions of Parliament in Somalia

## REFLECTIONS / LESSONS

One of the main challenges that the project continues to face is the ongoing security situation in Mogadishu. The recent assassinations of the 2 Members of Parliament, as well as the attacks on Villa Somalia in Q2 have reiterated the urgent need for a major security upgrade of the Parliament premises in Mogadishu. The project has embedded the latter into its Annual Work Plan and intends to begin implementation as one of its highest priorities.

The Project has also enlarged its staff capacity in a bid to improve on project delivery. A Project Management Specialist, a Strategic Planning and Parliamentary Development Consultant, a Parliamentary Reform Expert (Somaliland) and a Project Officer were brought on board this quarter. Specialized expertise provided to the Parliaments has significantly boosted the impact of the Project with counterparts, especially in the case of the Federal Parliament and Somaliland. These UNDP consultants will now continue to work regularly with parliamentary leadership and committees, to enable consistent support which aggregates towards sustained capacity development outcomes.

An important observation in this quarter is that political issues within Parliament and relevant Governments are often significantly delaying implementation of previously prioritized activities. In Q3, work slowed with the tension between the Puntland and the Federal Government, and constitutional review support has been slow as UNDP continues to wait for Parliament and MOJCA to agree on their division of labour, and for the Oversight Committee and ICRIC to be set up. UNDP has little influence over such issues, and although the team has continued to implement project activities, the political situation remains an ongoing challenge.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	\$6,344,493.73
TOTAL (DISBURSEMENTS + COMMITMENTS)	\$2,221,828.00
BALANCE OF FUNDS	\$4,122,665.73
% DELIVERY (AGAINST APPROVED BUDGET)	35.01%



# Support to Building Inclusive Institutions of Parliament in Somalia



Empowered lives.  
Resilient nations.

## LIST OF ACRONYMS USED

AWEPA – Association of European Parliamentarians for Africa  
AWP - Annual Workplan  
BCPR – Bureau for Crisis Prevention and Recovery  
CSO – Civil Society Organization  
EAD - Electoral Assistance Department  
FGS - Federal Government of Somalia  
HoP – House of the People (Somalia Federal Parliament)  
HoR – House of Representatives (Somaliland)  
HRC - Human Rights Commission  
ICRIC - Independent Constitution Review and Implementation Commission  
ICST – Integrated Constitutional Support Team  
IRI - International Republican Institute  
JPLG – Joint Programme on Local Governance (Part of UNDP)  
JSC - Judicial Service Commission  
LoA - Letter of Agreement  
MOJCA - Ministry of Justice and Constitutional Affairs  
MoF - Ministry of Finance  
MoI - Ministry of Interior  
MP – Member of Parliament  
MPI - Max Planck Institute  
NDI – National Democratic Institute  
NFP – National Federal Parliament  
NIEC - National Independent Election Committee  
ROLSI - Rule of Law and Security  
SG - Secretary General  
UN – United Nations  
UNCC – United Nations Common Compound  
UNDP – United Nations Development Programme  
UNSOM – United Nations Assistance Mission in Somalia  
UK – United Kingdom