



SOMALIA UN MPTF

PROGRAMME QUARTERLY PROGRESS REPORT
Period (Quarter-Year): Q1 2016

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|--|---|
| Project Name | Support to the Electoral Process in the Federal Republic of Somalia Project ID: 00097672 |
| Gateway ID | 00096139 |
| Start date | 1 January 2016 |
| Planned end date (as per last approval) | 30 April 2016 <i>(extension proposal envisaged until to 31 December 2016)</i> |
| Focal Person | (Name): Filip Warnants |
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| | (Tel): 00252 699390068 |
| PSG | PSG 1: Inclusive Politics |
| Priority | Priority 3 |
| Milestone | Prepare for and hold credible elections by 2016 |
| Location | National - Mogadishu |
| Gender Marker | 2 |

| | |
|-----------------------------------|--------------------|
| Total Budget as per ProDoc | USD 6,002,417 |
| MPTF: | USD 5,469,968 |
| Non MPTF sources: | PBF: |
| | Trac: USD 300,000 |
| | Other: USD 250,000 |

| Total MPTF Funds Received | | | Total non-MPTF Funds Received | |
|---------------------------|-----------------|-------------------|-------------------------------|-------------------|
| PUNO | Current quarter | Cumulative (2016) | Current quarter | Cumulative (2016) |
| UNDP | 2,857,446 | 2,857,446 | NA | NA |
| | | | | |

| JP Expenditure of MPTF Funds ¹ | | | JP Expenditure of non-MPTF Funds | |
|---|--|-------------------|----------------------------------|-------------------|
| PUNO | Current quarter | Cumulative (2016) | Current quarter | Cumulative (2016) |
| UNDP | 1,591,510 <i>(Figures subject to official quarterly account closure)</i> | 1,591,510 | NA | NA |
| | | | | |

¹ **Uncertified expenditures.** Certified annual expenditures can be found in the Annual Financial Report of MPTF Office (<http://mptf.undp.org/factsheet/fund/4SO00>)



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SITUATION UPDATE

- The UNSOM/UNDP “Joint Programme for Support to the Electoral Process in the Federal Republic of Somalia” supports Somalia to prepare for and hold credible elections in Somalia through the provision of capacity development support to the National Independent Electoral Commission (NIEC) and the Ministry of Interior and Federal Affairs (MOIFA), the development of the legal electoral framework, electoral public outreach, the conduct of an electoral process in 2016 and preparations for universal elections in the future. The Joint Programme has adopted a twin track approach ensuring even focus is given to the short-term 2016 process as well as longer-term electoral capacity building.
- In December 2015, the Joint Programme was extended by the Board until 31 March 2016 in anticipation of a substantial programme document that includes the full scope of the 2016 electoral process. Given the pending lack of consensus and political uncertainty, the Board later approved a no-cost extension until 30 April 2016. Once the Government has reached an agreement with all federal states, the Joint Programme will complete the detailed programme document that covers the 2016 electoral process as well as preparations for universal elections in 2020.
- During the first quarter of 2016, discussions between the Federal Government of Somalia (FGS) and existing and emerging federal states continued to find a consensus amongst all Somali state partners on the electoral model in 2016 when the term of the Federal Parliament ends in August. Negotiations among Somali leaders in Kismayo and Mogadishu in January 2016 did not yield an agreement. Therefore, on 28 January 2016, the FGS announced a decision on the electoral model that includes a power-sharing formula between Somalia’s clans. This decision was welcomed by the High-Level Partnership Forum in Istanbul in February 2016, which also called for preparations for universal (one-person one-vote) elections in 2020. On 3 April 2016 the FGS and Puntland signed an agreement paving the way for detailed planning and implementation of the electoral process in 2016 and preparations for universal elections in 2020. This is expected to allow the Joint Programme to finalize and present in April a comprehensive programme document and subsequent annual work plan for the entire year.

QUARTERLY PROGRESS REPORT RESULTS MATRIX (Q1)

OUTCOME STATEMENT

“Somalia is enabled to conduct an electoral process in 2016 and to prepare for and hold universal (one person one vote) elections in the longer term through the provision of support to the National Independent Electoral Commission (NIEC), the development of the legal framework for elections and support to promote better understanding of the electoral process.”

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



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| INDICATOR | TARGET (Q1 2016) | PROGRESS ON OUTPUT INDICATOR ² | |
|--|---|---|-----------------|
| | | THIS QUARTER | CUMULATIVE 2016 |
| The extent to which the NIEC's institutional capacity is developed | The NIEC is operational and initial institutional capacity in place | YES | YES |
| Sources of evidence (as per current QPR) | | | |
| 1. Workshop reports: <ul style="list-style-type: none"> a) NIEC - Civil society and intellectuals workshop on 2016 elections (15 January) b) Strategic workshop for Arab EMBs (10 to 13 February), including official invitation to the NIEC to join as a member the Arab EMBs c) Gender Responsive Elections (18 February) d) Governance and Leadership training (22-25 February 2016) e) Voter Registration Study Tour to South Africa (03-07 March 2016) f) Human Rights and Elections Workshop (13-15 March 2016) 2. NIEC Facebook page: https://www.facebook.com/GuddigaMadaxabannaan 3. Vacancy advertisements for the positions of NIEC Secretary-General/CEO and 4 advisors (Hiiraan Online, Radiomuqdisho) 4. Letter of Agreement between NIEC and UNDP | | | |
| Output 2: MoIFA supported in its electoral related democratization role | | | |
| The extent to which MOIFA's electoral-support capacity is developed | MOIFA's electoral capacity is enhanced | YES | YES |
| Sources of evidence (as per current QPR) | | | |
| 1. Letter of Agreement between MOIFA and UNDP to support the establishment of the Logistics Cell | | | |
| Output 3: Legal framework for elections and referendum developed | | | |
| Progress on development of the electoral laws | Progress on the submission of the Political Party Law and on the formulation of the electoral lexicon | YES | YES |
| Sources of evidence (as per current QPR) | | | |
| 2. Political Parties draft bill 3. Printed publications of NIEC Law (English and Somali versions) 4. Draft document with the electoral lexicon (Somali, English, Arabic) | | | |
| Output 4: Increased public and stakeholder understanding of electoral processes and electoral legal framework through civic education. | | | |
| Number of inclusive stakeholder engagement and public outreach programmes planned and | Development of Public Outreach programmes for the 2016 process has been | YES | YES |

² Fill in only the numbers or yes/no; no explanations to be given here.



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| | | | |
|--|--|-----|-----|
| implemented, including gender mainstreaming | initiated | | |
| Sources of evidence (as per current QPR) | | | |
| <ol style="list-style-type: none"> 1. Draft Public Outreach Strategy 2. Call for expression of interest and Evaluation Form of media companies and suppliers for provision of printing and promotional material products | | | |
| Output 5: Support to the 2016 electoral process | | | |
| The extent of support to the 2016 electoral process as supported by the UN | Decision on the electoral model and subsequent implementation plan | YES | YES |
| Sources of evidence (as per current QPR) | | | |
| Official Communiqués and/or Press Statements: | | | |
| <ol style="list-style-type: none"> 1. 28 January 2016: Communiqué on the Decision of the Federal Government of Somalia regarding the electoral model 2. 28 January 2016: Press release by the UN Secretary-General welcoming the Decision of the FGS 3. 24 February 2016: Istanbul HLPF Communiqué on the 2016 Implementation Plan and 2020 Roadmap 4. 3 April 2016: Communiqué regarding the agreement between Puntland and FGS on the implementation of the 2016 electoral process | | | |

NARRATIVE

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

One of the key objectives of the Joint Programme is to develop long-term electoral and institutional capacity of the nascent NIEC, established in 2015. In its communiqué in February 2016 the High-Level Partnership Forum in Istanbul referred explicitly to the NIEC as the institution to support the universal “one-person one-vote” elections by 2020.

To build the institutional capacity of the nascent NIEC, the Joint Programme has been advising the Commission on an efficient and effective future structure for its Secretariat to prepare for the eventual delivery of universal elections. The Joint Programme also has been assisting the Commissioners during this reporting period with forming thematic clusters in line with the future structure of the Secretariat in order to gain expertise in specific areas of election administration and to divide their workload. On a rotating basis, the Commissioners will lead processes in one of the three clusters of ‘Outreach and Policy’, ‘Electoral Operations’ and ‘Administration and Finance’. In March, the NIEC advertised the vacancy for the position of Secretariat-General.

To enhance the Commissioners’ skills and knowledge in electoral matters, in leadership and in governance, the Joint Programme has provided the NIEC the following trainings, workshops and study tours during the first quarter of the year:

- On 15 January, the NIEC conducted a workshop for civil society and intellectuals on issues surrounding the 2016 electoral process. The workshop contributes to Somalia’s democratization process and has enabled the NIEC to establish relationships with different members of civil society, representatives of the yet to be recognized/approved Somali political parties, women and business people of different ages, backgrounds and, areas of Somalia.
- On 7 February, the Joint Programme conducted a media and communication training for the NIEC



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Commissioners to enhance their public communication skills and enabled them to initiate a public outreach plan for future electoral operations.

- From 10 -13 February, the NIEC attended in Jordan the strategic workshop for Arab Election Management Bodies (EMBs), co-organized by UNDP/Global Programme for Electoral Cycle Support for the Arab region. As a demonstrable result of the workshop, the NIEC was formally invited to join as a full member the Arab EMBs Organization.
- On 18 February, the Joint Programme conducted training for NIEC Commissioners on ‘Gender Responsive Elections’. The workshop was a result of collaboration amongst UN gender experts and focal persons from the Joint Programme for Electoral Support, the UNSOM/UNDP Rule of Law & Security Institutions Group (ROLSIG), the UN Resident Coordination Office (RCO) and UNDP CO.
- From 22 to 25 February, the Joint Programme, together with UNDP’s State Formation Programme organized a Governance and Leadership workshop in Nairobi for NIEC Commissioners, the Boundary and Federation Commission (BFC), MOIFA and State Ministers from Kismayo and Gulmaduuq. The workshop aimed at enhancing leadership skills and underscoring the importance of governance structures and frameworks. This workshop also enabled the different participants to establish informal relationships and exchange ideas.
- From 2 - 7 March, supported by the Joint Programme, three NIEC Commissioners were invited by the South African Election Commission for a Voter Registration Study Tour. The tour, which included visits to registration stations, allowed the Commissioners to witness first-hand the process and challenges of a voter registration process. With voter registration being part of the 2020 roadmap, the study tour provided valuable insights into the role and work of the election commission and the secretariat, how planning and legislative procedures are applied on the ground, and how oversight mechanisms work amongst electoral staff.
- From 13 to 15 March, supported by the Joint Programme, two Commissioners attended a Human Rights & Elections Workshop in Jordan, organized by UNDP/GPEC’s Arab regional programme. To better understand the role of National Human Rights Institutions in elections, the Arab Network for National Human Rights Institutions (NHRI) had invited the NIEC to the conference to raise awareness on human rights and elections, focusing on the role of NHRIs in promoting and protecting human rights during the electoral cycle. NIEC Commissioner Khadija Osoble Ali delivered a presentation concerning “Transparency, Access to Information and Media Monitoring” during a session on “Freedom of opinion and expression”. On 24 March, the Joint Programme provided financial management and procurement training for the NIEC, in order to assist them with the implementation of the Letter of Agreement (LOA) signed with UNDP in accordance with procedures and financial transparency guidelines.

The Joint Programme has been supporting the NIEC’s external relations and public outreach activities. In January, the NIEC held a workshop with Somali intellectuals to strengthen dialogue and outreach with civil society and key stakeholders. In March, the NIEC launched its Facebook page while it is also in the process of developing a website, which is expected to go live in the upcoming period as a key portal of information about the Commission’s activities and mandate. To inform partners about its mandate, in January the Joint Programme has assisted the NIEC with printing 500 booklets of the NIEC law in English and Somali to share with stakeholders. This all fits in a wider strategy supported by the Joint Programme to communicate to stakeholders about the NIEC and its role, and to enhance relations with other national actors in the building of the country’s long-term electoral capacity.

Output 2: MoIFA supported in its electoral related democratization role

MOIFA plays a central role in supporting Somalia’s democratic transition, through its coordination and operational role in the 2016 electoral process; its lead role in developing the legal framework for universal elections; and contributions to raising public awareness and civic education on the democratization process. The Joint Programme therefore



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provides capacity development assistance to MOIFA's electoral tasks. In addition to a national senior electoral advisor already embedded at the Ministry, the Joint Programme also supported five other national advisors to the Ministry in the first quarter of 2016: Legal, Public Outreach, Planning and M&E, Operations Management and Admin officer. This enabled MOIFA to establish, with support from the Joint Programme, a Logistics Cell to take the lead for operational preparations concerning the electoral process, including supporting logistical arrangements for the National Leadership Forum (NLF) consisting of Somali leaders of the FGS and the Federal States (see output 5). As part of UNDP's support to the Government across individual programmes, this Logistics Cell has been established in coordination and cooperation with the Joint Programme for Electoral Support and UNDP's State Formation Programme, in order to strengthen MOIFA's logistical capacity to organize, across different UNDP programmes, similar operations related to convening consultative fora with Somali leaders from various regions and states.

In February, with UNDP's State Formation Programme, the Electoral Support Joint Programme organized a Governance and Leadership workshop in Nairobi for members of MOIFA, NIEC, BFC, and State Ministers from Kismayo and Gulmaduq to strengthen leadership skills (see output 1). The Joint Programme prepared to conduct a BRIDGE workshop for MOIFA on the legal framework in January but was temporarily postponed due to the state formation process in the regions of Hiraa and Middle Shabelle. BRIDGE (Building Resources In Democracy, Governance and Elections) is an internationally recognized electoral training course.

Output 3: Legal framework for elections and referendum developed

In late February 2016, the Council of Ministers submitted a draft bill on the Political Parties to the National Federal Parliament. The Joint Programme had supported MOIFA in late 2015 to organize a consultative workshop with stakeholders and representatives from civil society across the country to receive feedback on the draft law. As part of the 2020 Roadmap for the preparation of universal elections, the Joint Programme has been discussing with MOIFA how to initiate the first conceptual steps towards the development of the Electoral Law in an inclusive and consultative manner.

In the first quarter of the year, the Joint Programme has been convening MOIFA and the NIEC to select linguistic specialists to scrutinize electoral lexicon developed in 2015 based on translations from English and Arabic. As many electoral terms might be new to the Somali language, the linguistic specialists are expected to fine-tune the terminologies before presenting them at a consultative workshop.

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

As many Somalis have limited experience of universal multi-party elections, it is important to increase public and stakeholder understanding of electoral processes and legal framework. As there was no agreement by the end of the first quarter about the electoral process for 2016, no significant stakeholder engagement and public outreach activities have yet been initiated. However, in order to expedite the process when ready, the Joint Programme has initiated a market call both for media organizations able to develop and broadcast radio and/or TV public service announcements, as well as for private suppliers to submit an expression of interest in providing printing and promotional materials. Given the specific requirements regarding electoral public outreach and with timeline constraints, the Joint Programme engaged on a temporary basis a UNDP expert on procurement of outreach products to assist with the evaluation of qualified suppliers.

Output 5: Support to the 2016 electoral process



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The nation-wide consultations held in late 2015 and supported by the Joint Programme process had culminated in the adoption of the Mogadishu Declaration of 16 December 2015. The Declaration outlined basic principles and key actions to be taken for agreement on a detailed electoral model, an implementation plan and a political roadmap to deliver universal elections by 2020. Assisting the SRSG and the UN leadership in Somalia, the Joint Programme's support to the continued consultations of the National Leadership Forum (NLF) in January 2016 enabled Somali leaders to further discuss the appropriate model for an abbreviated electoral process in 2016. Subsequent consultations and high-level negotiations held in Kismayo (10-15 January) and the NLF in Mogadishu (25-27 January) did not yield agreement. This resulted in the decision of the FGS on 28 January to adopt an electoral model for the Lower House that includes a 4.5 power-sharing formula between Somalia's clans in the 2016 electoral process, and the establishment of an Upper House based on a fixed number of seats per Federal State³. The FGS decision was widely welcomed by international partners and the UN Security Council, as a necessary step to facilitate the timely implementation of the electoral process in 2016. Following outreach by both the FGS and international partners, the FGS and Puntland signed an agreement on 3 April 2016 that paved the way for detailed planning and implementation of the electoral process. When needed the Joint Programme provided operational support to facilitate the NLF through its assistance to the MOIFA Logistics Cell.

In anticipation of a consensus on the 2016 electoral model, the Joint Programme has been undertaking in this reporting period preparatory draft planning in assistance to UN leadership. This relates to issues concerning the implementation the process, including guiding principles and possible measures to ensure and enhance transparency, minimum quota for female representation in both houses, support to draft codes of conduct, and tentative projections with regard to logistical and budgetary requirements. Once the entities responsible for the implementation of the electoral process are established, the Joint Programme will provide them assistance to develop and implement the electoral operations plan.

Other Key Achievements

In January 2016, the Parliament of Japan officially approved a supplementary budget of 1.2 million USD for electoral support through the UNSOM Trust Fund for Peace and Reconciliation. This budget has been allocated for the development of a permanent front office for the NIEC pending identification of suitable land and the broadcast of radio and TV public service announcements (PSAs) to reach out to the Somali public and inform them of the 2016 process. These activities will be implemented by the UN Integrated Electoral Support Group (IESG) and will complement support provided through the Joint Programme.

Challenges (incl: Delays or Deviations) and Lessons Learnt:

The biggest challenge faced by the Joint Programme continues to be uncertainty surrounding the modality of the electoral process in 2016. Planning has taken place amidst considerable uncertainty as to the scope, timeframe and extent of the support required. The completion of a comprehensive programme document that lays out the support to the electoral process in 2016 and towards future universal elections is subject to political consensus. A key lesson learnt that has enabled the Joint Programme to succeed in delivering support amid such uncertainty and tight timelines has been to incorporate flexibility in work plans to be able to respond to changing priorities.

³ The 4.5 power-sharing formula between Somali clans refers to the system also used in 2012 to select the current Parliament, based on equal power sharing between the four major clans of Somalia and a 0.5 quota for the remaining minority clans.



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Peacebuilding impact

After the High-Level Partnership Forum (HPLF) concluded that a “one person one vote” election for 2016 would not be feasible, it was agreed that federal and state leaders would identify through a consultative process the most appropriate electoral model to ensure a transparent political transition in 2016. At the same time, the HPLF underlined a strong expectation not to extend the constitutionally-mandated term limits of the legislature and executive. For the longer-term, the HPLF strongly affirmed its support towards universal suffrage in 2020 and the need to overcome the existing power-sharing formula. In this respect, the HPLF underscored the importance of a clear political vision and path to consolidate electoral twin-track planning and to develop a ‘2020 Roadmap’ in an inclusive and participatory manner, that envisages universal elections supported by a capable NIEC.

The support of the Joint Programme to the twin track focus (2016 electoral process and 2020 roadmap) supports one of the pillars identified in the Peacebuilding and Statebuilding Goal of Inclusive Politics (PSG 1) to “achieve a stable and peaceful federal Somalia through inclusive political processes”. In this respect, an electoral process accepted by all for a new Parliament and Government in 2016 would be a significant factor in assessing Somalia’s statebuilding process.

Looking ahead

It is expected that the FGS and the State of Puntland will reach an agreement in April on the electoral model and the implementation plan. This will enable the Joint Programme to finalize its full project document covering the entire electoral process in 2016 and the first steps of the 2020 roadmap towards universal elections.

The implementation mechanism of the 2016 electoral process is still subject to endorsement by the Federal Parliament, which is expected to resume its sessions after the recess in early April.



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ANNEX 1. RISK MANAGEMENT

This section can be used to update or use the risk logs developed during the project development stage and provide any mitigation measures being undertaken by the project.

| Type of Risk ⁴ | Description of Risk | Mitigating Measures |
|---------------------------|--|--|
| Political / Strategic | There is a risk that the 2016 electoral process will draw attention and resources away from the preparations and capacity development required for universal “one person one vote” elections. | The Joint Programme, with donor agreement, has adopted a twin-track approach to support the 2016 electoral process while simultaneously supporting capacity development and preparations for universal elections and referendum. This includes support for capacity development of the NIEC and development of the legal framework. |
| Political / Strategic | Delay in reaching agreement on an electoral option for 2016 could result in a very compressed timeframe in which to prepare and conduct the electoral process in 2016 prior to the expiration of the term of the Federal Parliament. | UN leadership to continue ongoing high-level engagement with the FGS and regional leaders to ensure the electoral process and implementation plan for 2016 stays on track. |
| Security | Security conditions adversely impact the frequency with which UN advisers can work closely with MoIFA, NIEC, Parliament and stakeholders. | UN to use alternative means such as videoconferencing or use offices at Villa Nabad to meet with counterparts and stakeholders. The Joint Programme is working with other actors, including agencies, programmes and projects that support the Somali Police and Defence Forces to establish a security framework for the 2016 electoral process. |
| Finance | Long-term sustainability of electoral processes in Somalia could become an issue if the NIEC does not receive sufficient funding through the government budget and is dependent on international funding. | The Joint Programme works together with the NIEC, donor partners and other stakeholders to include an adequate budget for the NIEC in the Government’s annual budget. |

⁴ Environmental; Financial; Operational; Organizational; Political; Regulatory; Security; Strategic; Other.



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ANNEX 2. MONITORING AND OVERSIGHT ACTIVITIES

| Monitoring Activity | Date | Description & Comments | Key Findings / Recommendations |
|----------------------------|---|---|---|
| Programme Board Meeting | 28 March 2016 (virtual meeting – email exchanges) | Request for one month no-cost extension of the JP in anticipation of a comprehensive project document covering the entire year of 2016 and the upcoming electoral process | The JP's no-cost extension has been approved by the donor partners until 30 April |
| NIEC and MOIFA site visits | Jan-March 2016 | Follow-up on implementation of LOAs with MOIFA and NIEC as well as on use of delivered materials | Continuous capacity development support with site visits remains recommended |
| | | | |



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ANNEX 3. TRAINING DATA

| # | Target Group | | Dates | # of participants | | Title of the training | Location of training | Training provider |
|----|--------------------------------------|--|-------------------|-------------------|----|---|----------------------|---|
| | Ministry. District or UN staff | Others | | M | F | | | |
| | | | | | | | | |
| 1. | N/A | Civil Society, intellectuals | 15 January | 47 | 5 | workshop for civil society and intellectuals on the electoral process | Mogadishu | NIEC |
| 2. | NIEC | | 7 February | 7 | 2 | Media and Communication Training | Mogadishu | JP Electoral Support |
| 3. | NIEC | | 10 to 13 February | 1 | 1 | Strategic Workshop for Arab EMBs | Jordan | UNDP/GPEC's Arab regional programme |
| 4. | NIEC | | 18 February | 7 | 2 | Gender Responsive Elections | Mogadishu | JP Electoral Support, UNSOM, UNWOMEN |
| 5. | NIEC, BFC, MOIFA | State ministers (2) from Kismayo and Gulmaduuq | 22 to 25 February | 18 | 4 | Governance and Leadership Workshop | Nairobi | JP Electoral Support and UNDP State Formation Programme |
| 6. | NIEC | | 2 to 7 March | 2 | 1 | Voter Registration Study Tour | South Africa | JP Electoral Support |
| 7. | NIEC | | 13 to 15 March | 1 | 1 | Human Rights & Elections Workshop | Jordan | UNDP/GPEC's Arab regional programme |
| 8. | NIEC | | 24 March | 4 | 0 | Financial management training | Mogadishu | JP Electoral Support |
| | Total | | | 87 | 16 | | | |