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**PROGRAMME QUARTERLY PROGRESS REPORT**  
**Period (Quarter-Year): Cumulative 2015 (Quarter 4)**

<b>Project Number and Title:</b> Support to the Federal Government of Somalia in Stabilization in Newly Recovered Areas	<b>PROJECT START DATE<sup>1</sup>:</b> 08-06-2015	<b>AMOUNT ALLOCATED by MPTF</b> <i>(please indicate different tranches if applicable)</i> \$ 4,123,420	<b>RECIPIENT ORGANIZATION</b> UNDP ,and Somalia UNMPTF National Window
<b>Project ID:</b> 00095366 (Gateway ID)			
<b>Project Focal Point:</b> Name: Phillip Cooper E-mail: <a href="mailto:phillip.cooper@undp.org">phillip.cooper@undp.org</a>	<b>EXTENSION DATE:</b> dd-mm-yyyy	<b>FINANCIAL COMMITMENTS</b>	Gender Marker: 2
<b>PSG Cross-cutting (Bringing tangible results to people)</b>	<b>PROJECTED END DATE:</b> 31-12-2016	<b>EXPENDITURES as of 31-12-15</b> \$ 679,750	<b>IMPLEMENTING PARTNER(S):</b> Federal Government of Somalia, Ministry of Interior and Federalism; UNDP (in partnership with civil society organizations and women groups)
<b>Priority/Milestone</b>			
<b>Location:</b> Somalia	<b>Sub-National Coverage Areas (if applicable):</b> South West, Jubbaland, Galmudug, Hiiraan/Middle-Shabelle		

**BACKGROUND TO THE S2S PROJECT:**

The project “Support to the Federal Government of Somalia in Stabilization in Newly Recovered Areas” (in short, Support to Stabilization – S2S) was conceptualized in 2014 in the context of the renewed offensive by the Somalia National Army (SNA) forces and the African Union Mission in Somalia (AMISOM) to retake control of territory from Al-Shabaab in South and Central Somalia. The project was elaborated in response and on the basis of the recently developed government strategy for stabilization. The project presented a budget divided between a UNDP Component (mainly for support to reconciliation and the formation of local governance structures) and a Government Component to be managed through the “National Window” (mainly for management and operational support to caretaker administrations). The Government component was to be financed through the National Window wherein funds from the PBF were to go through the SDRF – UNMPTF national stream, taking advantage of the arrangements in place between the Multi-Partners Trust Fund Office (MPTF Office) and the Ministry of Finance of Somalia, as well as the exception agreed between PBSO and MPTF Office to channel PBF resources through the government National Window utilizing Government financial systems. Expenditure would then follow the processes agreed with the Central Bank. For

<sup>1</sup> The date project funds were first transferred.



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oversight and accountability, an external fiduciary agent was to be recruited.

However, negotiations on the appointment of a fiduciary agent stalled and a decision was taken in May 2015 – validated by the Project Board – to have the totality of the PBF funds transferred to UNDP. UNDP, in turn, would serve as managing agent for the Government funds utilizing the modality of a Letter of Agreement (LoA) between UNDP and the FGS Ministry of Interior. However, once UNDP transfers funds to the Central Bank, the Government financial procedures for project expenditures remain the same. On this basis, the project officially commenced in June 2015 with the transfer of funds from PBSO to UNDP, although some preparatory activities, such as staff recruitment and training, were already kick-started earlier in the year with an advance of funding provided by UNDP from UNDP own resources.

To be able to attend to the new responsibility of serving as managing agent, as confirmed by the Project Board meeting of 19 June 2015, UNDP adopted a project management structure which is reflected in output 3 below. This updated structure will be further reflected in a project document revision; approval of which is envisaged in Q2 2016.

Although the declared objective of S2S is effectively to “support the FGS in its stabilization efforts in the newly recovered areas, through establishment of caretaker and interim local administrations capable of leading an inclusive dialogue towards the formation of governance structures and promoting reconciliation”, UNDP also considers this project to contribute to two additional major outcomes, namely:

- The establishment and functionality of the inter-governmental fiscal transfer procedures and payment modalities of the National Window. Thereby contributing to the establishment and functionality of the not only the national window but the foundation of a functioning Federal State. By pioneering the inter-governmental fiscal transfer system the project is expected to reap significant lesson-learned that will benefit and impact on the way funding is channeled to Somalia and how it is managed.
- The various levels of governance, from Federal to State to District, establish relations and a defined set of roles and functions on issues pertaining to stabilization (including coordination of other actors), thereby contributing in practice to the shaping and legitimization of a federalist system.

### **SITUATION UPDATE:**

This report presents the achievements against the above outcomes and the expected outputs of the project until 31 December 2015.

In response to the changes in the implementation modality including the expanded role of UNDP, as explained above, in its initial phase the project undertook the required adjustment of operational and programmatic arrangements. This required, intra-alia, obtaining agreement with MOIFA on new roles and responsibilities in project implementation. Furthermore, with regard to the implementation of envisaged financial procedures and modes of operation, the project was confronted with the reality that the financial systems were in theory and had never been implemented or tested. These two major issues required a certain period of adaptation and specific efforts to comply with the agreed procedures.

Access to the areas targeted by the project is another important challenge for the implementation of planned activities. The inconsistent level of success of the military offensive against Al-Shabaab, with fluctuating conditions of security within and between liberated districts and, importantly, of access to the districts, means that the project often has to make ad hoc adjustments to its geographical approach. Indeed, out of the total of 25 districts considered under the project planning, 13 were considered as liberated by the time the project started. This number was later increased to 15. However, there are different degrees and modes of access to the districts wherein many of the target districts are only accessible by air. As the original project document assumed that air transport would be provided via an agreement



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between UNSOM and UNSOA costs for air transport were not included in the project budget. The lack of air transport and the lack of resources to finance air transport has significantly impacted on the ability of the project to operate. While short-term solutions have so far been utilized to address this challenge, the lack of finances for air transport – as well as other issues - will be addressed more comprehensively through a project document revision; approval of which is envisaged in Q2 2016.

Limitations due to security did not only concern the district level with incidents and threats also affecting operational capacity in Mogadishu. On 26th July for instance, a complex attack on the Jazeera Hotel in the capital led to structural damages to the main United Nations Development Programme (UNDP) offices at the United Nations Common Compound (UNCC). The attack led to UNDP staff relocating to other offices such as the UN Compound at the protected Mogadishu International Airport (MIA) and national staff having to work from home for prolonged periods with resulting challenges in coordination of staff activities and program implementation. Other attacks on hotels and government institutions continued to occur in the reporting period posing serious threats and hampering the operations of the United Nations (UN) and the project generally, while also limiting the capacity of UNDP staff to regularly meet with Federal Government counterparts.

On the political side, as part of Somalia's continued federal state-building efforts, new Federal Members States (FMS) were established after an initial formation phase of Interim Regional Administrations. Consisting of 2 to 3 of Somalia's regions, by end 2015, the following new FMS had formally been established: Jubbaland (containing 5 of the 25 districts targeted by the project), South West Administration (10 out of the 25 districts) and Galmudug Administration (4 out of 25 districts). Hiraaan and Middle Shabelle regions (containing at total of 6 of the 25 districts targeted by the project) are in negotiations to form a FMS in 2016. The existence of the FMS is a new reality for the project with the new administrations rapidly developing their capacity and often establishing their own policies and strategies for stabilization. Increased communication and coordination between the project team at MoIFA and the FMS authorities (including by providing more space to FMS in existing stabilization coordination structures) is taking place but a more strategic and substantial inclusion of FMS in the project architecture is to be agreed by MOIFA and the project board.

At FGS (Federal Government of Somalia) level, certain policy developments have also taken place since project inception. In particular, the Ministry of Interior and Federal Affairs has been working on a new National Framework for Local Governance, so called the Wadajir Framework ("Wadajir" in the Somali language meaning "unity" or "partnership"), which incorporates the various aspects of the government's Stabilization Strategy such as community social healing/reconciliation and support to peace committees but goes further by providing a sequence and additional steps for the establishment of functioning permanent local government councils and administrations. The Wadajir Framework is expected to be reviewed and officially launched in Q1 2016, it offers new perspectives of sustainability for stabilization efforts under this project. This is to be considered in parallel with an ongoing reflection by the UN System in Somalia, under the leadership of the DSRSG/RC/HC, on ways to streamline and harness the potential of all UN actors in support of stabilization efforts in Somalia. A new system-wide strategy is expected likewise in Q1 2016, with important potential and likelihood for the project to take centre stage as a pilot for government management of resource through a developed inter-government fiscal transfer system.

In spite of the above summarized challenges it should be underscored that the project was able to achieve a historic milestone in Somalia's post war history; namely, in late 2015, the FGS executed their first IGFT (inter-government fiscal transfer) transferring funding from the Federal Government to 13 District Governments and as well to the Federal Ministry of Interior.



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QUARTERLY PROGRESS REPORT RESULTS MATRIX

SUB-OUTCOME STATEMENT

OUTPUT STATEMENT AND NARRATIVE

OUTPUT 1 – FEDERAL AND DISTRICT-LEVEL ADMINISTRATIONS HAVE CAPACITY TO OVERSEE AND COORDINATE STABILISATION ACTIVITIES

OUTPUT INDICATORS (if available for the reporting period)

Indicator	Geographic Area	Baseline	Projected Target (as per results matrix)	Quantitative results for the (current quarter) reporting period	Cumulative results since project commencement (quantitative)
Existence of systems to allocate and distribute resources	FGS and District	8 districts recovered by the Somali National Army and AMISOM.	25 Districts	11- The financial procedures for the distribution of resources which were included as an annex of the project document have been reviewed and adjusted to project implementation reality. Payments are being made to 11 districts.	11- The financial procedures for the distribution of resources which were included as an annex of the project document have been reviewed and adjusted to project implementation reality. Payments are being made to 11 districts.
Existence of coordination body to effectively enhance Stabilization	FGS, States and Districts	0	0	6 – The number of Stabilization meetings convened by FGS MOIFA staff (financed by the project) with FM States, donors, UN and others	6 – The FGS MOIFA Stabilization team funded by the project have effectively delivered a functioning coordination body enhancing coordination of stabilization initiatives
Staff at district and federal level recruited and in place	FGS and District	5 Administrations have been	25 Districts	24 district staff - At district level, 11 CLOs (F: 2; M:	24 district staff - At district level, 11 CLOs (F: 2; M:



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		deployed		9) and 13 LGAs (F: 1; M: 12), 1 of each for each target district, were recruited and trained in 13 districts  5 staff (F:2; M:3) at MoIFA (FGS) level were recruited and are operational.	9) and 13 LGAs (F: 1; M: 12), 1 of each for each target district, were recruited and trained in 13 districts  5 staff (F:2; M:3) at MoIFA (FGS) level were recruited and are operational.
<b>OUTPUT 2 – BASIC GOVERNANCE AND POLICING STRUCTURES ESTABLISHED; CITIZEN PARTICIPATION ENSURED</b>					
<b>Indicator</b>	<b>Geographic Area</b>	<b>Baseline</b>	<b>Projected Target (as per results matrix)</b>	<b>Quantitative results for the (current quarter) reporting period</b>	<b>Cumulative results since project commencement (quantitative)</b>
Number of administrations established and trained, and interim administration conferences held	District	5 Caretaker Administrations deployed. 0 DPSCs formed and trained.	8-10 Caretaker Administrations 5 DPSC, 5-6 Interim Administrations	13 Caretaker administrations deployed at district level, 10 districts with DPSCs, 0 IAs trained	13 Caretaker administrations deployed at district level, 10 districts with DPSCs, 0 IAs trained
Number of community security teams trained, initiation of case registration of crime cases/reports [verified through spot checks of police station records]	District	2.Community Security teams formed and trained	10 teams trained	13 teams trained in aspects of community based policing	13 teams trained in aspects of community based policing
Increasing percentage of citizens can identify their administrations and DPSCs and can access dialogue	District	Perception survey to be developed in target districts at the beginning of the project (format and targets to be developed when of the preparation of	Target to be defined by district: - % increase in visibility and legitimacy of administration and police - % increase in trust and legitimacy	Perception surveys pending	Perception surveys pending



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		the baseline)	- % increase in positive perception of security		
Increasing awareness of and trust in police/community security officers	District	Perception survey to be developed in target districts at the beginning of the project (format and targets to be developed when of the preparation of the baseline)	Target to be defined by district: - % increase in visibility and legitimacy of administration and police - % increase in trust and legitimacy - % increase in positive perception of security	Perception surveys pending	Perception surveys pending
<b>OUTPUT 3 – THE PROJECT IS EFFECTIVELY MANAGED</b>					
<b>Indicator</b>	<b>Geographic Area</b>	<b>Baseline</b>	<b>Projected Target (as per results matrix)</b>	<b>Quantitative results for the (current quarter) reporting period</b>	<b>Cumulative results since project commencement (quantitative)</b>
Project Board meetings held regularly	Federal Government of Somalia	0 Project Boards held	1. At least quarterly	7 Project Board meetings held (initially on monthly then quarterly basis)	7 Project Board meetings held
Programme monitoring conducted periodically through third party	Federal Government of Somalia	No third party monitor recruited	Third Party Monitor for monthly fiduciary checks recruited	Third Party Monitor under recruitment	Third Party Monitor under recruitment (contracted in January 2016)
<b>SOURCES OF EVIDENCE FOR THE ABOVE RESULTS ARE :</b>					
<b>Output 1:</b> <ul style="list-style-type: none"> <li>• CLO/LGA reports and updates;</li> <li>• MoIFA Stabilization Project team financial and narrative progress reports (and supporting documents);</li> <li>• Regular technical meetings between UNDP and MoIFA S2S team;</li> <li>• UNOPS progress report;</li> <li>• Monitoring and Verification Tools and indicators</li> </ul>					
<b>Output2:</b>					



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- CLO/LGA reports and updates (mapping of district structures);
- MoIFA Stabilization Project team progress reports;
- Regular technical meetings between UNDP and MoIFA S2S team;
- UNDP Police project report

### Output3:

- Project Board meetings minutes
- UNDP Procurement recruitment process documentation

## NARRATIVE

### OUTPUT 1 – FEDERAL AND DISTRICT-LEVEL ADMINISTRATIONS HAVE CAPACITY TO OVERSEE AND COORDINATE STABILIZATION ACTIVITIES

Based on the project document and included ToRs, several technical staff and advisors were recruited between December 2014 and May 2015, namely the Stabilization Project Manager, Reconciliation Advisor, Stabilization Advisor and Project Monitoring and Verification Advisor as well as admin/finance officer. These posts were created to support the FGS MoIFA to coordinate and implement the project and related stabilization activities. For instance, the Stabilization Advisor has been supporting the implementation of monthly stabilization meetings, and bringing together government agencies and international partners with civil society for technical and policy decisions on the coordination of stabilization and programming activities. As a result, a matrix to map the overall stabilization activities in South Central Somalia was created.

At local level, the project recruited 13 Local Governance Advisors (LGA) (F: 1; M: 12) and 11 Community Liaison Officers (CLO) (F: 2; M: 9) to support the implementation of activities in each of the targeted newly recovered districts. While these posts help to create direct linkages between the Federal and district levels, they are also used to support and guide local administrations in the process of establishing interim administrations. In several cases, LGAs and CLOs contributed to the identification and implementation of related though separate projects, such as the Community Driven Projects initiative, by helping organize the community to identify needs. They also play a reporting role by providing the central MoIFA team (and their partners) with regular situational updates and analysis. Due to security reasons (high risk areas and visibility of the position), the recruitment of women for these positions was restrained by a low level of applications.

At the FGS level, two technical advisors were recruited through UNOPS to support the FGS Ministry of Public Works (MoPW) to initiate capacity development in developing conflict sensitive infrastructure projects at district level in newly recovered areas. They have provided during the reporting period the following advisory services:

- Advice to the Minister on the engagement of different government stakeholders relating to the projects and programmes of the MoPW.
- Advice to the Minister and the MoPW on the different roles and responsibilities of the Ministry in relation to other ministries. This entails the MoPW taking up its mandated role within the FGS.
- Chairing of the Inter-Ministerial Post Conflict Taskforce. The role of this Taskforce is to work on the immediate infrastructure needs of the newly liberated areas in support of stabilisation.
- Support to the MoPW and its department directors on initiating the development of the strategic plan for 2016. Development of work and implementation plan will follow thereafter

These various strategic actions are contributing to strengthening the capacity and position of MoPW as lead and coordinating entity for the development of public infrastructure, focusing on newly recovered areas.

In terms of coordination between different federal levels, information sharing and activity coordination mechanisms on



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key areas of governance and district stabilization are being developed. Federal Member State administrations and MoIFA have agreed to cooperate in their stabilization efforts to address challenges at the district levels. An agreement between MoIFA and FMS authorities has been reached to discuss subsequently coordination mechanisms to establish common priorities, namely state formation, reconciliation, establishment of local district councils and stabilizations.

While financial management procedures for payments under the project had been devised at the inception phase based on best practices and assumptions, these procedures have been reviewed by the project team and the Ministry of Finance and the Central Bank. The findings were that the proposed procedures could not, when faced with reality on the ground, be implemented exactly as articulated due to impractical assumptions. Therefore, without surrendering the principles of the financial procedures, the project adjusted implementation to reflect a more practical and realistic method. The technical team is to work, in collaboration with the fiduciary agent to be recruited<sup>2</sup>, on a proposal for further minor adjustments which will be submitted to the project board. However, the project management is fully committed to adhering to the financial management procedures as the Ministry of Finance and the Central Bank are able to institute the required institutional changes. For example, in October 2015, the first ever bank to bank transfer by the Central Bank of Somalia was made to the district governments. This transfer is in line with the financial management procedures originally envisaged in the project document and serves as a bench mark using S2S as a pilot project for the trial of this new modality. This milestone achievement will make it easier to continue payments between various levels of governance in Somalia under this and other projects, effectively contributing to state-building.

The application of the above revised financial procedures has allowed for the effective disbursement and coverage of running costs of 11 districts, supporting operations and the restoration of public services at the local level through coverage of costs such as district administration, utilities, stationary and fuel. The criteria for disbursement is that the districts have a caretaker administration in place with commissioner and deputy as well as an account set up for the district with authorizations from at least two individuals (usually commissioner and deputy commissioner or district finance officer) to co-sign cash withdrawals or expenses. The 11 districts that received support to date were Hudur, Tiyeklow, Wajid, Rabdhure in Bakool region (South West Administration); Jalalaqsi, Buleburde, Mahaas in Hiraan Region; Barawe, Kurtunwaarey, Qoryooley in Lower Shabelle (South West Administration); Warsheikh in Middle Shabelle Region.

### **OUTPUT 2 – BASIC GOVERNANCE AND POLICING STRUCTURES ESTABLISHED; CITIZEN PARTICIPATION ENSURED**

The District Peace and Stability Committees (DPSCs) serve as a framework for stabilizing districts through reconciliation and building structures at the district level, with proven effectiveness in addressing potential security and governance issues. They consist of volunteer members from youth, women, elders, religious and civil society organizations representing a fairly balanced cross-section of the community in the districts. During this reporting period, the technical team translated the terms of reference for the DPSC to Somali so that both LGA and CLO could share and disseminate them among their respective districts. The purpose was to make clear the objectives of the committee prior to its formation in the district. Furthermore, the project conducted a mapping exercise to identify the number of districts with DPSC structures in place and district where one needs to be established. Of the initial 13 districts, 10 currently have some form of a DPSC. This paves the way for further support to districts in forming and/or training members of the DPSC.

The project team designed radio messages as part of an outreach strategy to increase public awareness on the activities

<sup>2</sup> In support of project accountability, UNDP is processing the contracting of a Third Party Monitor, which has been identified and will effectively start work in Q1 2016 by reviewing the financial procedures and their application, proposing adjustments based on international but applicable practice.





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of the care-taker administrations in the districts. In Q1 2016 the messages will be run over the radio, focusing on good governance and civic education and calling for citizens to actively participate in the process of building inclusive local administrations.

With financial support from the project 138 police officers (M:136, F:2) attended a training facilitated by the UNDP Police Project and which strengthened their knowledge on issues including community based policing, role and responsibilities of police commanders, communication, arrests, Human rights and domestic violence. These officers are to be deployed in groups of 10 to the newly recovered districts when conditions permit. Once on the ground, they will be training 35 local volunteers per district (455 in total) to act as community security officers. To date, 2 commanders and eight mentors each were deployed to the districts of Barawe and Cadale after a new police station facility was handed over under the AMISOM QIPs programme. AMISOM continues to support the refurbishment of police facilities in all 13 districts.

### **OUTPUT 3 – THE PROJECT IS EFFECTIVELY MANAGED**

Given the new and increased role played by UNDP in the implementation of the project by acting as managing agent for the National Window, the need emerged to establish a functional team under UNDP to ensure adequate management of the project. Based on a revised organogram which is yet to be approved by the Project Steering Committee, a UNDP Project Manager (not funded by PBSO's PBF), a Project Coordination Specialist and a national Project Officer based in Baidoa, all previously involved in the initial implementation of the project, were designated from within the UNDP Country Office as part of the UNDP S2S Project Team. A national Project Associate and a national Project Officer based in Mogadishu were subsequently recruited as part of the team. The recruitment of national staff members facilitates the follow-up and monitoring of the project through reduced security restrictions for movement.

A process of Request for Proposals, technical and financial evaluation for the identification of a suitable Third Party Monitor that will also play the role of a fiduciary agent was conducted. The winning firm has been identified and will commence work in Q1 2016.

During the reporting period, 7 Project Board meetings have taken place. Some of these meetings happened before the official start of the project as a preparatory measure. The Board has approved ToRs and is composed of one senior representative each from MoIFA, MoF, UNSOM and UNDP.

**Other Key Achievements** *(please use this section to highlight your key achievements for the quarter using bullet points if preferred)*

- Carried out the first ever bank to bank transfer by the Central Bank of Somalia as financial support to district administration running cost. This procedure, in support of the National Window funding stream opens up new opportunities for future projects and budget support, effectively contributing to Somalia's State / Federal building efforts.
- Provided human resource and technical assistance support to MOIFA to coordinate stabilization activities resulting in a strategic monthly coordination mechanism on stabilization.
- Provided support to 13 districts with human resources; namely two district based consultants (Local Governance Technician/Advisor and a Community Liaison officer) providing technical assistance to support the reconciliation activities and mapping community needs as well as capacities to adhere to resource management procedures.
- Established office structure and working environment for MOIFA project team



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- Supported 13 newly recovered areas with establishment of caretaker/ interim administrations and 10 newly recovered areas with establishment of District Peace and Stability Committees
- Included FMS in the discussion on stabilization efforts and creating lines of communication between 3 levels of governance (FGS, FMS and district levels), effectively contributing to federal state-building in Somalia

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

#### **Operational establishment**

The initial difficulties in setting up the project operationally due to prolonged negotiations on the contracting of a fiduciary agent for the use of the National Window that caused a significant delay in the initiation of the project. This has required some programmatic adjustments to certain activities such as training of district caretaker/interim administrations. At the same time, the adjusted implementation modality with UNDP exercising the role of fund managing entity has required operational modifications. The project team has and continues to work on these programmatic and operational adjustments.

#### **Security of access**

In the newly recovered areas, access is one of the key challenges to project delivery due to the limited safe access routes. Air transport is usually the response to this challenge. However, FGS does not have the operational means of air transport and it also became apparent that organizing UN air transport to certain remote areas might be equally difficult as it requires security clearance that the UN security team, based on continuous ground assessment, are unable to readily grant. This reality impacted the project team's capacity to deploy. To deal with this situation, the team and its partners have prioritized areas with more secure access, namely the districts of Hudur, Warsheikh, Barawe and Jalalaqsi, while coordination with UN air transport team continues to arrange air travel whenever possible and allowed to other areas.

#### **Shifting security conditions**

Attacks by militants against government and AMISOM forces remain a key challenge. During the reporting period, the security of Lower Shebelle region in particular has seen a spike in violent attacks from Al Shabaab. This has prompted AMISOM to consider strategic withdrawals/retreats from certain positions in Lower Shabelle and other regions. For instance, AMISOM forces pulled out from Qoryooley and Kurtunwareey districts, after Al Shabaab stormed a military base in Janale, leaving these two liberated areas to fall back under the militants. As a consequence, the district commissioners and staff were also forced to evacuate from their respective districts and relocate to neighbouring safe areas to continue their work. If the strategic retreat continues, it might impact the stabilization process as well as ongoing activities in the recovered districts. The Ministry of Defense and Ministry of Internal Security were requested by MoIFA to look into the concerns from districts and provide security and protection to prevent further attacks from Al Shabaab. As a result, efforts are currently underway to strengthen security of regions as they recover from the violence of the past two decades while other districts remain in heightened security alert. But the ultimate responsibility for military security of all areas rest with actors beyond this project.

#### **Financial procedures**

The financial procedures agreed at the inception phase of the project for authorized expenses were based on certain assumptions which had to be confronted with reality at the implementation phase. Some of the payment methods to be followed, such as for disbursement of salaries and running costs through the Central Bank of Somalia, raised security concerns for districts commissioners, CLO and LGA staff because of the inherent risk of commuting to Mogadishu to collect paychecks. The project pressed for the adoption of a more convenient mode of payment through private banks



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with branches in remote districts and areas of operation in South Central Somalia. As a result, the Central Bank of Somalia leadership introduced payments through private banks, thereby avoiding hazardous travel to the capital for district staff. This development is a definite improvement to the system and guarantees sustainability for future essential supports to the districts.

### **Political challenges**

The selection of the 25 target districts in South Central Somalia during the project inception, based on the priorities of the most recent military offensive, provoked complaints of unfair engagement/support with/to other districts that were previously liberated that did not receive support. Parliamentarians from non-beneficiary districts have raised these issues, demanding explanations from MoIFA on the reasons why certain districts are being supported but not others while all were recovered from Al Shabaab. Strengthened coordination and definition of authority between the various levels of government (national, state, local), which was not originally considered in the development of the project, will therefore continue to be a priority. Indeed, structured and formalized coordination between the various levels will allow approaching the support to stabilization in all districts of a same region in an agreed, harmonized and equitable manner.

At district level, political wrangling between local actors has impeded in certain cases the establishment of the caretaking administrations, with resulting impossibility for the project to provide the planned support to these entities. In such cases, the project team at MoIFA has referred the issue to higher political levels of the Ministry. Upon successful resolution of the matter with the help of MoIFA, such as in the case of the district of Bulo Burte, project support can be initiated.

### **Lessons Learnt**

#### **Area prioritization**

As discussed above, both issues of access to and security in the targeted areas have a serious impact on the capacity of the project team to implement specific activities requiring presence directly on the ground. Thus far, these impediments have been addressed by prioritizing areas with easier and safer access. However, further reflection and concertation with all partners is necessary and is planned in Q1 2016 to ensure that the project area prioritization is most strategic and guarantees best potential impact on the states and regions as a whole. This could include the need to resort to clustering of interventions in close collaboration with partners.

#### **Mapping and analysis**

A mapping exercise took place with partners attending monthly stabilization coordination meeting through the development of a matrix of ongoing interventions and district by district data gathering. However, to ensure better coordination of actors, appropriate sequencing of interventions and meaningful impact in support of stabilization on the ground, the gathering of data alone is not sufficient and additional analysis is required to provide that knowledge that will lead to better decision-making. Under this project, MoIFA intends to take the exercise to the next level and analyze existing data as well as new data gathered from project personnel (CLO/LGA) on the ground and from partners. The results from this analysis and the data is to be made accessible to all stakeholders, notably through the development of a Web-based information portal offering easy-to-use interface capability.

#### **Need for increased coordination with local authorities for police deployment**

The Ministry of Internal Security, Somali Police Force and AMISOM have been working on the deployment of police officers who have been trained in August 2015 to targeted districts such as Mahaas and Jalalaqsi. It was noted that the lack of involvement of district administrations in the process of the deployment at the early stage was a cause for concern and delays. MoIFA is now working with both the Ministry of Internal Security and Somali Police Force to improve their relationship with the District Commissioners in the newly recovered districts and thereby ease the process



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of police deployment.

**Peacebuilding impact** *(for Joint Programmes receiving PBF funding only – briefly describe impact – achieved and/or intended – of activities that have been undertaken on peacebuilding and stability, with supporting evidence if/when available and relevant; include in particular assessment of theory of change – and the extent to which it is being validated or challenged – and assessment of gender related impact)*

In the context of the Somali Compact, which envisages re-building citizen-state relations by building confidence and trust in public institutions and through broad-based and inclusive consultative processes, the FGS developed its stabilization strategy – intrinsically related to state-building and the reestablishment of a social contract – to respond to the immediate need to deliver tangible and visible peace dividends to all Somali citizens. This strategy is composed of four critical strands covering security, reconciliation, basic service delivery and the establishment of government authority by setting up interim administrations at district and state level. These strands are closely aligned with priorities under the Compact’s five Peace and State-building Goals (PSGs). Stabilisation is thus conceived as the spearhead of the activities under the PSGs and the initial stepping stone for a mainstreamed and inclusive approach to governance, socio-economic and political activities and strategies.

The current PBF-supported project proposed to enable access for the government to immediately engage with the local communities in the newly recovered areas and support the outreach and dialogue process that will bring the community together to establish a system to enable disputes to be resolved through a recognized mechanism and resources to be shared equitably. In doing so, it envisaged to establish tools and procedures that contribute in practice to the shaping and legitimization of a functioning federal Somali state, ultimately laying the ground for peace through state-building.

While caretaking administrations were deployed prior to the effective start of the project, the latter contributed to building their presence, capacity and visibility by covering the running costs of 11 district administrations, enabling representatives of the State to operate in these newly recovered areas. The placement of trained Community-liaison Officers and Local Governance Advisors from the area in support of the caretaking administrations further contributes to building the operational and technical capacity of the local administrations.

While communication is ongoing between the Stabilization team of MoIFA and the district administrations, the reporting line from the CLOs and LGAs to the central stabilization teams allows for information on the local context and developments to flow back to the FM State and central level while specific advice on stabilization and peace-building can be directed to the local level. Specifically, CLOs and LGAs have advised the local authorities and communities in the establishment of District Peace and Stability Committees by harmonizing and explaining the Terms of Reference of these consultative and mediation bodies, helping readjust their membership where certain groups, especially women and youth, lacked representation. The DPSCs, by their representative quality to the community, serve as advisory bodies to the local administrations, supporting their transition to interim status, while also acting as early warning and dispute resolution mechanisms in that their members can detect and take step to diffuse conflicts within the community. Whereas thorough review of the DPSC structure and activity across all target areas is ongoing by the project team with the necessary training to be provided to their members, the project has contributed to the local capacities for dispute resolution and for inclusive governance. In a specific example, DPSC members in Warsheikh District took part in the resolution of a long-standing between 2 local sub-clans.

At macro level, the project broke new ground with the implementation of novel financial procedures for the delivery of its activities and support to stabilization efforts in the framework of the National Window funding stream. As a matter of fact, in October 2015, the first ever bank to bank transfer by the Central Bank of Somalia was made to the district governments. This transfer is in line with the financial management procedures originally envisaged in the project document. S2S serves as a pilot project for the trial of this new modality against real life conditions. This milestone achievement will make it easier to continue payments between various levels of governance in Somalia under this and



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other projects as well as direct budget support, effectively contributing to peace and state-building by establishing the groundwork for a financially functional federal system.

In Q1 2016, the FGS is expected to launch the Wadajir Framework (WF), its new National Framework for Local Governance, which incorporates the various aspects of the government's Stabilization Strategy such as community social healing/reconciliation and support to peace committees but goes further by providing a sequence and additional steps for the establishment of functioning permanent local government councils and administrations. Establishing appropriate linkages between the interventions of the PBF-funded S2S project, as a spearhead of governance and stability efforts, and this Framework will further enhance and ensure additional sustainability to the project's contribution to peace and state-building.

**Catalytic effect** *(were there catalytic effects from the project in the period reported, including additional funding commitments or unleashing/unblocking of any peace relevant processes (1000 characters max)?*

The Support to Stabilization project is the first to directly support stabilization efforts by the Government of Somalia. It is also the first to make use of the National Window and its financial procedures, providing evidence for its use by other projects and donors. During the reported period, FGS has developed a new National Framework for Local Governance (Wadajir Framework), which incorporates and expands the elements of the stabilization strategy. Donors such as USAID, the UK and SSF already support or expressed interest in supporting the components of the Wadajir Framework, including those related to stabilization. One new approved project by the UN RCO is to make use of the National Window, taking into account S2S operational experience. Another multi-agency project led by RCO, that incorporates S2S practice, is to enhance peace-building capacity of government, UN and other partners through support to the Peace-building Priority Plan. These efforts by the UN are to be considered in parallel with the ongoing reflection by the RCO and UNSOM on ways to streamline and harness the potential of all UN actors in support of stabilization efforts in Somalia. Such reflection and expected new UN-wide strategy came about as a result of internal discussions on ways to expand and sustain the stabilization efforts initiated by S2S.

**Additional Information** *(Optional)*



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**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 <sup>3</sup>	Description of Risk	Mitigating Measures
Security/logistics	Security of access to targeted areas might be an issue with certain districts encircled by Al-Shabaab or with unsecured access routes	To face the difficulties of access to target areas due to poor security and logistic, the project has prioritized areas with known secure access and existing public air transport. At the same time, the project is negotiating with competent UN authorities the provision of UN/AMISOM facilitated air transport to areas where no public transport is available but minimum security conditions exist to allow for such transport.
Political	With the recent creation of Federal Member States, coordination between FGS and this new level might be problematic	The project is advocating to establish an MoU or other official agreement between the FGS (MOIFA) and FM States (MOIs) in the management of stabilization efforts. A meeting of delegations from FGS MOIFA and FMS MOI on 31 October – 2 November 2015 was a first engagement from all parties to regularly meet and coordinate.
Financial/operational	Activities and payments might be difficult to control and trace for UNDP staff, especially in the newly recovered areas	UNDP has processed the recruitment of a Third Party Monitor/Fiduciary Agent (work starting in Q1 2016) to carry out spot checks both at central (FGS) and district levels and verify actual expenditures against planned activities and budget.  All project staff of MOIFA and those at the districts have received training on financial accounting in line with the project financial requirements and the financial requirements of the internal government financial reporting requirements inclusive in the national window.

<sup>3</sup> Environmental; Financial; Operational; Organizational; Political; Regulatory; Security; Strategic; Other.



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**MONITORING AND OVERSIGHT ACTIVITIES**

Monitoring Activity	Date	Description & Comments	Key Findings / Recommendations
MOIFA project team field monitoring visit	10 October 2015	The monitoring visit was undertaken by MOIFA team to Warsheik to monitor district commissioners, staff and overall stabilization operations in the district, verify project activities and increase oversight on implementation aspects	<ul style="list-style-type: none"> <li>• Security: Warsheikh District was recovered from Al-Shabaab in March 2014 during the joint Operation Eagle by Somali National Army (SNA) and AMISOM forces. Currently, AMISOM troops and National Intelligence and Security Agency have presence in the district while SNA Contingents are stationed in the outskirts of the town.</li> <li>• DPSC is functional and consists of 21 members.</li> <li>• Humanitarian organisations are currently operating in the districts</li> <li>• Generally, conditions in the district have improved. The district is expecting other development projects in the near future as aid organizations promised to continue providing assistance on infrastructure development.</li> <li>• The Ministry will also coordinate with other line ministries to complete the remaining stabilization components that are essential to the functioning of the district. This includes deployment of the police officers and training of the police volunteers to move the process forward.</li> </ul>
MOIFA project team field monitoring visit	17 October 2015	The monitoring visit was undertaken by MOIFA team to Cadale to monitor district commissioners, staff and overall stabilization operations in the district, verify project activities and increase oversight on implementation aspects	<ul style="list-style-type: none"> <li>• A New police station facility was handed over to the District Commissioner. This is part of AMISOM QIPs programme in the newly recovered districts.</li> <li>• 8 police officers from Somali Police Forces (SPF) were deployed to the district to strengthen security apparatus and to train and mentor 35 local community police.</li> <li>• It was observed that 27 street- solar lights have been installed by IOM in the some part of the district and community is impressing the project.</li> <li>• Water wells were observed in the city and there is no shortage of water but the quality is a great concern of many residents</li> <li>• Security situation of the district is improving. There is a good</li> </ul>



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			working relationship between local community, district administration and AMISOM.
MOIFA project team field visit	15 December 2015	The monitoring visit was undertaken by MOIFA team to Hudur to verify project activities and increase oversight on implementation aspects; monitor district commissioners, staff and overall stabilization operations in the district. The visit also aimed to support the initiation of the reconciliation process and establish DPSC for the district. The visit was the occasion to link Ministry with the districts and regional administrations to coordinate and increase capacity for the districts.	<ul style="list-style-type: none"> <li>• There is urgent need for restoring the district court house, police station, prison facility and youth demobilization center.</li> <li>•</li> <li>• The district officials supported the formation of DPSC to go ahead and start reconciliation process between the various communities in Hudur as well as surrounding villages under its jurisdiction</li> </ul>
Project Board Meeting	11 November 2014	First Board Meeting	<ul style="list-style-type: none"> <li>• Project Board shall meet each month until the end of first quarter in order to secure smooth implementation until Project Coordinator is selected and full Project team is in place.</li> <li>• Project document revised signature page will be sent to Dr Ismail for the Minister signature as more convenient way.</li> <li>• In continuation, Project Board will meet quarterly to review project activities and guide further implementation. In addition Project Board will meet in December to review the status that already agreed since this is start-up phase.</li> <li>• The recruitment process will be led by the Government as for any other post in the Project and will be joint process including short listing and interviews. Panel is composed of three entities including MoIF, UNSOM and UNDP.</li> </ul>





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			<ul style="list-style-type: none"> <li>• The process of the Project Coordinator recruitment should be finished before funds would reach Government treasure. It was agreed that the process shall be concluded before the next Project Board meeting in December. Project Coordinator recruitment Process shall be finalized within the month period by having: week one for short listing, second/third week for interview and fourth for contracting procedures.</li> <li>• The focal point nominated from each entity: UNSOM-Dejan Radivojevic, UNDP-Ivan Diekens and MoIF-Abdullahi Hamud.</li> <li>• Representative from MoIF/Permanent Secretary will be the chair of the Project Board.</li> <li>• To proceed with the existing project document, signatures and discussion while Project Coordination Board TOR (Board composition item) to be discussed in the next meeting of the Board.</li> <li>• Annual Work Plans will be reviewed on quarterly bases and Project Document language will be harmonized with the annual work plans and other documents.</li> <li>• The next Project Board meeting is agreed to be held on 17th of December 2014 at the MoIF premises.</li> </ul>
Project Board Meeting	19 December 2014	Second Board Meeting	<ul style="list-style-type: none"> <li>• Project Annual Work Plan to cover 18 month period</li> <li>• Project Signature page to be sent to the MoIF</li> <li>• Completed Vendor Form to be sent to UNSOM</li> <li>• Third Stabilization Project Advisor to be recruited within coming weeks</li> </ul>



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			<ul style="list-style-type: none"> <li>• Project workshop/training planed in January (11-15) for the entire Project Team week before the Project Coordination Board meeting to further discuss and agree details of the 2015 implementation</li> <li>• MoIF to developing blueprint budgets and finalize financial arrangements</li> <li>• District Community liaison selection process to be finalized by first quarter in 2015. The advertisement list to be used as starting point for further process including woman, youth, elders etc.</li> <li>• Ministry of Finance to propose one member to the Project Coordination Board. Project Board TOR to be revised and sent to the members.</li> <li>• Annual Work plan to include column of reporting towards PSG 1 and PSG 2</li> <li>• Project Board shall meet during the week of 19th January 2015</li> </ul>
Project Board Meeting	27 January 2015	Third Board Meeting	<ul style="list-style-type: none"> <li>• MoIFA to look for the Project staff office space within the Ministry building</li> <li>• M&amp;E and Stabilization MoIFA Advisors positions to be re-advertised (one week) after the Project Board meeting. Following week interview processes in place and selection finalized with UNSOM/UNDP.</li> <li>• Board proposed regular/firm monitoring of the district budgets future utilization due to different pace of the caretaker administrations activities and levels of expenditures.</li> </ul>



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			<ul style="list-style-type: none"><li>• District Community liaison selection and Local Governance Technicians processes to go in parallel. The advertisement list to be used as starting point while Community Liaison process should be based on criteria developed/district driven process including woman, youth, elders etc.</li><li>• MoIFA, UNDP and UNSOM focal points to meet the same week following Project Board meeting and further discuss criteria and initiate Community liaison process.</li><li>• UNDP Local Governance Technicians selection process to be prioritized</li><li>• Board members to send (if any additional) further comments on the Project Annual Work Plan Annual Work to PM</li><li>• It was proposed and UNDP agreed to support Additional Project Admin/finance assistant position within the current budget framework/savings. If not UNDP is willing to fund it with extra budgetary support.</li><li>• Project budget revision was agreed in general with additional clarifications about staff salaries level that should follow up upcoming UNDP/WB scale as proposed and further consulted and agreed with UNSOM/UNDP.</li><li>• Additional Project Admin/finance assistant position TOR to be drafted shared for further agreement with UNDP and UNSOM and advertised.</li><li>• UNPOL/UNDP to send updated table with training process overview.</li></ul>
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			<ul style="list-style-type: none"> <li>• UNSOM/UNDP to follow up with NY in regards to Project funds transfer.</li> <li>• Gender balance to be taken into consideration with special attention when it comes to the overall recruitment process and other planned activities.</li> <li>• It was proposed that Project Coordination Board shall meet again next month in order to closely follow up activity implementation. Continuation will be as planned on quarterly bases.</li> <li>• Project Board shall meet during the week of 25th February 2015</li> </ul>
Project Board Meeting	25 March 2015	Fourth Board Meeting	<ul style="list-style-type: none"> <li>• MoIF will conduct orientation and training for the CLOs and LGTAs selectees. MoIF requested UNDP if it could cover the cost of the orientation and training for the CLOs and LGTAs in Mogadishu such as transportation to and from their districts and accommodation while they are in Mogadishu. UNDP will inform the MoIF once it finds out if it can reallocate the funds – Action UNDP</li> <li>• Advisors: M&amp;E and Stabilization MoIF Advisors interviews to be finalized following Project Board meeting. – Action all</li> <li>• IJ discussed the difficult part of the process which is the need for presence of rule and law, and lack of road accessibility of some of these newly recovered areas. GC suggested to link MoIF team with the rule of law team which is currently working on the justice deployment. Action UNDP – MoIF to share 13 districts reports</li> <li>• Recommendation: Important to consider Government to add other prior recovered districts into stabilization programme as it</li> </ul>



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			<p>can reverse the progress achieved so far– PC &amp; AA.</p> <ul style="list-style-type: none"><li>• AA briefly described how some of districts such as Baydhabo, Johar and Beledweyn are ready to start formation of permanent councils and MOIF currently is working road map to achieve way forward.</li><li>• MOIF expressed their concern about the delayed PBF project fund transfer and would like to know actual timeframe for completion of this action.</li><li>• UNDP agreed to support procurement of the fiduciary agent and that this process will take some up to 4 weeks. – Action UNDP</li><li>• UNDP will lend 100,000 USD to the Ministry of Interior and Federalism to cover project activities until fiduciary agent is procured and funds are transferred from New York. Once funds are received from New York the MoIF will return the \$ 100,000 to UNDP – All agreed</li><li>• UNSOM explained that the overall project package with the revised budget has been sent to New York for approval and that confirmation was received. The government component, what remains is to procure a fiduciary agent.</li><li>• Approval of project work plan including prioritization of districts with the 13 districts – All agreed</li><li>• Whether to commence in all districts at the same time or to start progressively – MOIF team with UNDP to discuss the criteria (accessibility, population, political, level of local reconciliation, etc). – Action: SM and PC liaise to organize meeting</li><li>• IV suggested roles of PBF partners should be clear – All Agreed</li></ul>
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			- to be discussed on next board meeting –Summary of their role in PBF then send to SM to put together Diagram.- Action All
Project Board Meeting	19 June 2015	Fifth Board Meeting	<ul style="list-style-type: none"> <li>• GC has pointed out funding of the project is currently channeled to UNDP – where the funding comes to agency account and then passed to the government facility. However, the monitoring agency is not yet in place and UNDP will use that system and procedures in place at present, until a third-party financial monitoring agency is identified</li> <li>• Agree on Mahaday district to be added to list of newly recovered areas: The State Ministry recently visited Mahadaay and requested to consider including Mahadaay among the districts that should be recognized for the PBF to support. GC suggested to consider Mahaday district as principle and asked the technical team to revisit the budgetary aspect.</li> <li>• Agree the need for project vehicle and running cost of the vehicle. IJ pointed that vehicle can be used for various purposes, visiting districts and carrying security staff. GC asked to look at the price ranges and options.</li> <li>• Board agreed UNDP and MOIFA technical team to revisit the budget to account for these adjustments.</li> </ul>
Project Board Meeting	17 August 2015	Sixth Board Meeting	<ul style="list-style-type: none"> <li>• Board approved -The need of a vehicle and its running cost of \$50, 000 (\$25, 000 Purchase of the car and \$25, Running cost of the car for 18 months)</li> </ul>
Project Board Meeting	16 November 2015	Seventh Board Meeting	<ul style="list-style-type: none"> <li>• On the issue of inclusion of a new district (Mahaday), the Board confirmed its understanding that it has the prerogative to decide on such inclusion, supported by the fact that 10 of the target districts remain inaccessible.</li> <li>• Cumulative and financial reports reviewed and approved by the Board</li> </ul>



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ANNEX

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.	Ministry (MoIFA)	CSO (SOYDEN and CRD)	14-17 September 2014	11	3	TOT Workshop on Conflict Sensitivity, Analysis and Resolution in support of the formation of the District Peace and Stability Committees (the training was funded under the UNDP Community Security Project budget as a preparatory step for the start of the S2S project)	UNCC Mogadishu (facilitated by UNDP)	Mr. Aidarus Ibrahim Khalif, local trainer and freelance consultant attached to the Observatory of Conflict and Violence Prevention (OCVP), contracted by UNDP Community Security Project
2.	District		11-13 May 2015	23	3	Induction Training And Work Plan Developing for District Stabilisation Community Liaison Officers and District Reconciliation and Local Governance Advisors	Nasahablod 2 Hotel, Mogadishu	MoIFA Staff
3.	Ministry (MoIFA)		27-30 December 2015	2	0	Trauma Informed Community Empowerment (TICE) Training	Amani Guest House, Church Road, Westland - Nairobi, Kenya	SOYDEN/GTP (Global Trauma Project)





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### FINANCIAL SUMMARY

Donor	Total funds committed	Available resources for the year	Contribution as % of AWP	Expenditure	Balance <sup>4</sup>	% Delivery	Comments
UNMPTF	\$4,123,420.00	\$1,399,713.00	-	\$679,750.34	\$719,962.66	48.6	
Unfunded	<b>0</b>	<b>0</b>	-	<b>0</b>	<b>0</b>	<b>0</b>	
<b>TOTAL</b>	<b>\$4,123,420.00</b>	<b>\$1,399,713.00</b>	-	<b>\$679,750.34</b>	<b>719,962.66</b>	<b>48.6</b>	

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<sup>4</sup> Available resource for the year minus funds disbursed till now.