



Thematic Evaluation

of UNDP's Support towards Enhanced Governance in Somalia
in the Areas of Constitutionalism, Parliamentarism and
Federalism and Reconciliation

FINAL EVALUATION

July 2022

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ACRONYMS

AMISOM	African Union Mission to Somalia
ANPPCAN	African Network for the Prevention and Protection Against Child Abuse and Neglect
ANPPCAN-SOM	African Network for Prevention and Protection Against Child Abuse and Neglect – Somalia Chapter
ATMIS	African Union Transition Mission in Somalia
BFC	Boundaries and Federation Commission
BRA	Banadir Regional Administration
CAN	Creative Alternatives Now
CDI	Conflict Dynamic International
CO	Country Office
CPD	Country Programme Document
CRSP II	Constitution Review Support Project
CSO	Civil Society Organization
DAC	Development Assistance Committee
DFID/FCDO	Department for International Development/Foreign and Commonwealth Office
DIM	Direct Implementation Modality
DSRSG	Deputy Special Representative of the Secretary-General
FCA	Finish Church Aid
FGD	Focus Group Discussion
FGS	Federal Government of Somalia
FMS	Federal Member States
FNTC	Federalization National Technical Committee
FNTWG	Federalization National Technical Working Group
FSI	Fragile States Index
GEWE	Gender Equality and Women’s Empowerment
GII	Gender Inequality Index
GM	Gender Marker
GU	Galkayo University
Guurti	Somaliland House of Elders
HoP	House of People
HoR	House of Representatives
HS	Highly Satisfactory
ICBF	Commission for Boundaries and Federalism
ICRIC	Independent Constitutional Review and Implementation Commission
ICT	Information and Communication Technology
IFSA	Institute for Federalism and Security Analysis
JSS	Jubaland State of Somalia
LoA	Letter of Agreement
LVG	Low Value Grants
M&E	Monitoring and Evaluation
MAF	Mutual Accountability Framework
MoCA	Ministry of Constitutional Affairs

MoCFAD	Ministry of Constitution, Federal Affairs and Democratization
MOIFAD	Ministry of Federal Affairs and Democratization
MOIFAR	Ministry of Interior, Federal Affairs and Reconciliation
MoJA	Ministry of Justice and Judiciary Affairs
MoRFA	Ministry of Reconciliation and Federal Affairs
MoU	Memorandum of Understanding
MP	Member of Parliament
MPTF	United Nations Multi-Partner Trust Fund for Somalia
MS	Moderately Satisfactory
NCC	National Consultative Council
NDP	National Development Plan
NFP	National Federal Parliament
NGO	Non-Governmental Organization
NIEC	National Independent Election Commission
NPS	New Partnership for Somalia
NRF	National Reconciliation Framework
OC	Oversight Committee
OECD	Organization for Economic Co-operation and Development
OOP	Office of the President
OPM	Office of the Prime Minister
PAC	Public Accounts Committee
PAMG	Political Affairs and Mediation Group
PBF	Peacebuilding Fund
PC	Provisional Constitution
PDRC	Puntland Development and Research Centre
PM	Prime Minister
PRODOC	Project Documents
PSP II	Building Inclusive and Accountable Parliaments for a Peaceful Somalia
PUNSA	Puntland Non-State Actors Association
PWD	People with Disabilities
REFS	Reconciliation and Federalism Support Project
RoP	Rules of Procedure
RRF	Rapid Resource Facility
S	Satisfactory
SDC	Swiss Agency for Cooperation
SDG	Sustainable Development Goal
SRI	Somalia Reconciliation Index
SSG	USAID's Strengthening Somali Governance Programme
SWS	South-West State Parliament
SYV	Somali Youth Vision
TE	Thematic Evaluation
ToR	Terms of Reference
ToT	Training of Trainers
U	Unsatisfactory

UH	Upper House
UNDP	United Nations Development Programme
UNSF	United Nations Strategic Framework for Somalia
UNSOM	United Nations Missions in Somalia
WB	World Bank

EXECUTIVE SUMMARY

This report summarizes the main findings of the Thematic Evaluation of UNDP's programmes in support of Somalia's governance reform. Conducted by a team of two independent consultants during the period November 2021 to July 2022, the evaluation was designed to provide an independent assessment of UNDP's support towards democratic governance in Somalia during the implementation of its Country Programme Document (CPD) for Somalia (2018-2020) in the areas of constitutionalism, parliamentarism, and federalism and reconciliation. The evaluation focused on the following three projects: (i) Building Inclusive and Accountable Parliaments for a Peaceful Somalia (PSP II); (ii) Constitution Review Support Project (CRSP II); and, (iii) Reconciliation and Federalism Support Project (REFS). Each of these projects is summarized as follows.

- **PSP II** – The project's main aim is to foster inclusive politics by strengthening the effectiveness and accountability of Somalia's parliamentary institutions to be more responsive to the needs of citizens in promoting participation in political processes contributing to national peacebuilding, state-building, and development goals.
- **CRSP-II** – The project's main aim is to support an effective, transparent, and accountable constitutional review process by strengthening inclusive political processes at all levels to develop a new social contract that meets the needs of Somali women and men, reflects political realities and is of good technical quality to foster equitable and sustainable development and peace.
- **REFS** – The project's main aim is to support the Federal Government of Somalia (FGS) and the Federal Member States (FMS) to implement their chosen method of State Administration and Federalism process through need-based political settlement, boundary delimitation and reconciliation process.

The evaluation's main objective was to:

- assess UNDP's contribution towards improving governance in the areas of constitutionalism, parliamentarism, federalism and reconciliation during the period of 2018-2021,
- assess the projects' impact on the establishment of inclusive governance in the three aforesaid areas,
- assess the effectiveness, relevance and value added of the support delivered to national counterparts since 2018,
- provide recommendations for the design of follow up projects for the period 2022-2025.

The evaluation was based on a participatory and consultative approach and involved the use of commonly applied evaluation tools such as documentary review, interviews, information triangulation, analysis, and synthesis. The evaluation encompassed all regions of Somalia, and in particular the main beneficiaries of the three projects at the federal, federal member state (FMS) and community levels. It included a review of the projects' designs to achieve planned results and assessed the projects' management including the implementation strategies. It has also investigated how Gender Equality and Women's Empowerment

(GEWE) were mainstreamed in this thematic area and the extent to which disability considerations were mainstreamed in the interventions.

All possible efforts were made to minimize potential limitations to the evaluation process. A challenge encountered during the evaluation process was the inability of the evaluators to conduct field visits and have in-person interviews with key stakeholders due to the COVID-19 pandemic. To mitigate these limitations, the evaluation team made use of a number of data collection instruments to enable the engagement of greater number of stakeholders.

The following is a brief summary of the evaluation's main findings along the five dimensions of relevance, coherence, effectiveness, efficiency, sustainability, gender mainstreaming, and social inclusion.

Relevance

All three projects have been highly relevant to Somalia's governance and peace building priorities. Developed in partnership with the FGS and FMS, these projects are fully aligned with Somalia's National Development Plan (NDP)¹ and the New Partnership for Somalia (NPS), as well as the Partnership Principles and Enabling Actions defined in the framework of the NPS. The projects' strategy follows the general approach of the Government to peace, security, and development that is based upon the understanding that human security, state security and development as well as, conversely, insecurity and underdevelopment are mutually reinforcing. The projects were also further adapted to the reality of COVID-19.

The projects' contributions are highly relevant to building Somalia's democratic governance.

- PSP's support for the National Federal Parliament (NFP), the legislatures of Somaliland and Puntland and the developing regional assemblies has contributed to the strengthening of accountability and representation through inclusive and participatory democratic assemblies can have an important leverage effect on social cohesion and solid social contract, peaceful transition, and sustainable political settlement.
- CRSP's support has focused on Somalia's key national objective of establishing a constitutional framework that appropriately enshrines the political agreements within the Somali context. It has promoted public discussions on issues of ownership, transparency and accountability and representativeness of the constitutional process. Constitutions provide the foundations on which governance is built.
- REFS has been highly relevant to the country's need for institutional support to the process of reconciliation and federalization as key pillars of Somalia's state building process. Reconciliation has been a key priority for the country since the total collapse of the central government in 1991 and subsequent violent conflicts.

¹ The projects have directly contributed to the NDP goal of Inclusive Politics aimed at *"Achieving a stable and peaceful federal Somalia through inclusive political processes and effective decentralization"*.

Coherence

The three projects have been part of UNDP's Inclusive Politics portfolio. However, they were designed with an explicit focus – PSP on parliamentary development, including the development of the OC which was the constitutionally mandated to undertake the constitutional review process; CRSP on the constitutional review process; and REFS on reconciliation and federalism. Notwithstanding the aforesaid, the CRSP and PSP were implemented together, whereas REFS was implemented separately. The lack of full integration in the design of these three projects represents a missed opportunity for greater integration and synergies. Reconciliation and federalization provide the foundations of the constitutional architecture that underpins the formation of an inclusive, accountable, and enduring state. The constitutional review process will need to incorporate the chosen federalist model in the new constitution. Furthermore, the reconciliation process directly affects other key elements of state-building - the constitutional review, federalization and inclusive elections and parliamentary representation directly benefit from dividends of reconciliation. The disconnect between the constitutional review and parliamentary development process, on the one hand, and the processes of reconciliation and federalization, on the other hand, has led to a siloed and isolated approach to these interconnected components of state-building in Somalia. Synergies between the programmes have occurred during implementation, whenever it was possible and whenever it was acceptable from the political point of view. Direct connection in practice between REFS, CRSP and PSP occurred in February 2020 when a historic Inter-ministerial retreat/session was organized by MoCA and MOIFAR. It was the first time in 10 years that such a high-level discussion took place on federalism in terms of constitutional review and functional assignments between FGS and FMS.

The three projects have commonalities with other projects under the Democratic Governance and Peacebuilding portfolio. As such, they would have benefitted from closer coordination and a more integrated approach to managing the whole democratic governance portfolio. The three projects would have benefited from potential synergies with the reform initiatives supported by UNDP in the security and justice sectors. In addition, PSP could have benefited from potential synergies with the projects implemented under the Effective Institutions pillar. All three projects would have benefited from the efforts aimed at improving women's political participation. UNDP Somalia has benefited from UNDP's global expertise and resources on parliamentary development for the benefit of the PSP and the Arab region's programme on parliamentary development. The Somali Federal Parliament is being included in the Arab region programme on parliaments and SDGS, and this partnership will be strengthened over the coming four years.

By virtue of their political nature, the three projects are closely associated with the work of UNSOM. Overall, the coordination between the projects and UNSOM has been present throughout the implementation phase. UNSOM representatives are aware of the major issues related to the projects. There has also been collaboration, especially on the resolution of the political crisis emerging from the deadlock in the electoral process and constitution review process. Both CRSP and REFS have been focused on technical aspects, whereas UNSOM has been engaged with Somali leaders to ensure political support on contentious issues. However, some stakeholders were of the opinion that UNSOM should have been more involved with various stakeholders on the political side of the projects, especially the CRSP. Given

the important role of UNSOM in the areas covered by CRSP and REFS, there is a need for an effective and efficient political strategy, prioritization, and common understanding with the international partners about their priorities.

The three projects have collaborated and developed partnerships with other organizations, such as the Max Planck Institute, USAID's Strengthening Somali Governance (SSG) programme, and the Puntland Development and Research Centre (PDRC). However, there is room for more effective coordination of the PSP, CRSP, REFS project with similar initiatives supported by other development partners. The projects would have benefited from a mapping of all similar initiatives and the identification of potential synergies – especially, activities that could have been undertaken jointly. Such an approach would have also addressed the challenge of the financing gap that the PSP project experienced. Participants of this evaluation also noted the need for more effective communications by the projects' team with the development partners, Multi-Party Trust Fund, etc.

Effectiveness

PSP enhanced the legislative performance of the federal parliament and other regional assemblies through technical support and capacity building training for the committees and secretariat staff in a manner that strengthened parliaments' role as effective institutions, thereby enhancing democratic governance in Somalia. PSP also focused on the constitutional review process and supported the OC in the process. Project activities were broad and overly ambitious; it was not possible to mobilize resources to undertake activities for three outputs, inter alia, as a result of the overall political dynamic in the country that impacted the functioning of the Federal Parliament, as well as collaboration between the two houses and the Speakers. Nevertheless, emerging state parliaments have unequivocally benefited from the project. UNDP was cost-effective and selective in the activities which it was able to undertake. UNDP's support was seen as invaluable and integral to the ability of the of all the parliaments, including the NFP and the FMS, to exercise their functions and thereby enhance democratic governance in Somalia.

CRSP contributed towards Somalia's governance and peace building priorities through its support of the constitutional review process, despite the fact that the constitution was not finalized. The project was successful in concluding the technical review of the constitution which culminated in the 3rd version of the draft constitution. The project provided technical, operational, capacity building and infrastructure support directly and indirectly to all three constitutional making bodies, MoCA, ICRIC and OC, as well as FMS alongside the support already provided by the PSP. Support received from UNDP for the constitutional review process was regarded by FMS counterparts as extremely effective. The project also ensured inclusivity to a limited extent through its civic education and outreach, including working with CSOs to expand the project's outreach. However, there are outstanding constitutional issues that need political attention and political dialogue that need to be resolved which the CRSP was unable to resolve. Going forward, technical assistance towards the constitutional review process should be aligned with the political strategy and guided by political facilitation for consensus building. Also, CRSP should be linked to other state building processes, such as direct elections, security and justice architecture, reconciliation federalism, human rights framework, etc.

REFS has made tangible contributions in the resolution of the electoral crisis and reconciliation of several conflicts at the regional and local level. However, the effects of the project have been more “preventive” in nature, with a clear impact on the containment of political or community conflict, than sustained in nature resulting in the building of strong, sound, and accountable institutions that enjoy full legitimacy and autonomy. Despite the efforts of the project to strengthen FGS and FMS bodies through operational, infrastructure and human resources support, the consensus among Somalia’s researchers and observers, as well as most participants of this evaluation, is that Somalia has been unable thus far to consolidate the nascent federal structures. Activities related to “federalism” has experienced significant challenges and limited progress. This area of work has been affected by the lack of political consensus by the country’s leadership on the division of powers and responsibilities across the various levels of government. In the absence of political consensus on Somalia’s federal arrangement, the project was unable to support several activities related to federalization. The key federalism issues that need more discussions, debates and consensus going forward are: (a) distribution of power, (b) distribution/allocation of resources, (c) revenue collection, (d) security sector governance (e) federal and state legislations, (f) power sharing, and (g) justice model systems.

Efficiency

In the initial stages, the projects were reported to have experienced difficulties in mobilizing resources to deliver the outcome strategy/work plan. Project plans had to be revised on the basis of key priorities to make up for the shortfall in funding. Budget execution rates have been adequate for all outputs and years.

The projects have experienced three key external challenges that have been outside of their control – COVID 19 pandemic, the desert locust invasion and the tenuous security situation have limited the project’s mobility. The Inclusive Politics Portfolio secured resources from the UNDP Rapid Resource Facility (RRF) as well as TRAC resources, which were used to procure communication technology (Zoom technology) and VTC sets to assist UNDP partners to virtually communicate with all the constituencies from the FGS and the FMS. In coordination with WB and UNSOM, UNDP also procured zoom subscriptions and VTC sets to the FP, enabling the FP to host virtual sessions and voting. In addition, UNDP and UNSOM jointly supported the FP to draft amendments of the Joint Rules of Procedures to enable both house of the FP to function notwithstanding COVID-19. Throughout 2021, the projects were closely coordinating with UNDP senior management, UNSOM and the national counterparts, to find a constructive way to engage national stakeholders.

The projects have experienced several challenges related to project management and execution that have affected their efficiency.

- A key barrier to efficiency was the fact that REFS interventions were organized and carried out separately from the other two projects (CRSP and PSP). This has been influenced by the lack of political consensus on the country’s form of federalism, which has created certain limitations in how much the REFS project could contribute and work in harmony with the CRSP project on the constitutional reform component. Nevertheless, greater cooperation between the projects could have taken place at the level of implementation (joint events, etc.).

- Another challenge is the lack of a strong results-based management system. The projects' results framework has not been tracked and updated regularly to guide project assessment and implementation. The evaluation team had a hard time obtaining the updated results framework on a timely basis. The projects would have benefited from a stronger M&E system, especially when it comes to the tracking of results. The evaluation also noted the need for a more effective documentation and inventorization of products (documents, research papers, meetings notes and protocols, agreements, list of trainings and trainees, etc.). Several documents requested in the framework of this evaluation were not readily available, indicating the need for more adequate data management systems.
- All three projects would also have benefitted from more effective communications, especially with donors and development partners. Development partners interviewed for this evaluation raised the need for more frequent communication, especially based on clear evidence grounded in the results framework.

Sustainability

Overall, beneficiaries are fully dependent on continuing support from UNDP and the international community to be effective, inclusive, transparent, and accountable institutions thereby enhancing democratic governance in Somalia. While the projects engaged in an extensive civic education and public outreach to ensure inclusivity and ownership of the political and peacebuilding process, there has been limited engagement with the political leadership at the federal and state levels which did not yield results as well as limited engagement between the political leadership at federal and state levels. Greater coordination with CSOs will assist in enhancing the sustainability of the civic education and public outreach undertaken thus far.

Despite the efforts of the project to strengthen FGS and FMS bodies through operational, infrastructure and human resources support, the consensus among Somalia's researchers and observers, as well as most participants of this evaluation, is that Somalia has been unable thus far to consolidate the nascent federal structures. In the absence of a political consensus on Somalia's federal modus operandi and amid persistent constitutional disputes between the Federal and member state governments over the distribution of powers and resources, the projects' sustainability remains precarious. However, recent developments may be considered as a positive step contributing to sustainability of the interventions. As mentioned above, UNDP and UNSOM assisted the OPM to develop the Legacy Document to be presented to the new PM regarding progress made to-date on the constitutional review process, federalism and other state building issues. After the election of the President in May 2022, the President appointed advisors for, inter alia, federalism and the constitutional review process highlighting that those issues are of key importance to his presidency. Conclusions of the last NCC meeting from June 2022 confirm that constitutional review process and federalism are the crucial state building priorities.

Gender Considerations

PSP promoted the inclusion of marginalized and minority groups on the nation-building dialogue, particularly in what concerns the legislative and representation mandates to ensure that their rights and interests are reflected in the policies and programmes of the executive, as well as in the legislative process of parliaments. The project was making efforts to strengthen the promotion of women's rights as an overarching theme, to improve social cohesion and to ensure conflict sensitivity, peace, and state building.

CRSP supported the inclusion of women and representatives from women's organizations to actively participate in the meetings, forums, dialogues at federal and state levels to get inputs into the constitution review process, so that they would be able to play larger roles in political, social, and economic life of their country after the adoption of the constitution. Special efforts were made to include the voices of women and youth whose contribution to sustainable state and peacebuilding must be recognized at the highest political level. The project also supported women's groups and women's advocates throughout the constitutional review process and develop capacity of women's advocates to participate in the review process.

REFS has promoted the inclusion of women in the areas of reconciliation and federalism, but results in the gender dimension have been limited. Some progress has been made towards the formalization of women's role in the national reconciliation efforts; the MOIFAR-Federal helped develop a draft action plan for women's participation in the National Reconciliation Process/Plan (NRP) implementation. The project has organized women leaders' seminars that strengthened their awareness of the NRF and the NRP and improved their conflict mitigation, prevention, mediation, and resolution capacity. The conflict mapping exercises included variables designed to analyze gender dynamics of conflict (and any specific impact on women). The project's low-value grant agreements have ensured that interventions reach the most marginalized population segments. The REFS project supported Creative Alternatives Now (CAN) - a development policy and research organization - to investigate how women peacebuilder groups work, organize, influence, and shape the peacebuilding and reconciliation process.

Although efforts were made by the projects to enhance gender equality and women's political participation improved, more remains to be done to consolidate progress and promote Gender Equality and Women Empowerment. More extensive support to women's groups and CSOs could assist in the further engagement of women in future project activities. Support to women's groups and women's advocates, including developing their capacity to participate in the constitutional review process, was not undertaken. Emphasis should also be placed on ensuring a greater number of gender-specific activities in the projects. At the implementation level, UNDP should, as a minimum, put in place systems that allow it not only to track and monitor the involvement of women in its activities, but also how women benefit from those activities, and how gender equality has been advanced as a result thereof. There is also a need to engage more effectively with the Ministry of Women and Human Rights Development as a key institution in the country mandated with gender mainstreaming across public policies.

Social Inclusion

Social inclusion regarding persons with disabilities (PWD) has not been a key consideration followed by any of the three projects as no data has been collected and made available on this dimension. While some

of the activities regarding public consultations note that PWD were included in those consultations, there is no evidence to corroborate those statements. Also, interviews for this evaluation were not able to provide specifics about the consultations with PWD. There is also a lack of available data from UNDP on this dimension.

Conclusion

Despite the challenges identified throughout this report, national stakeholders interviewed for this evaluation pointed out that there is still a need for continued support from the international community towards institution-building, including, parliaments, reconciliation, federalism, and the constitutional review process – key areas in which Somalia must make progress if the country wants to deliver something substantive to the people. UNDP should strive to continue its support in these areas in full coordination with the support of development partners. However, such interventions in the future should be fully integrated into a package of activities that are fully coordinated and synergetic with each other.

Recommendations

Project Level Recommendations

Recommendation 1: Future programming for the PSP should include the following:

- Future PSP should focus on increased support to the FMS parliaments where donor interest is high and where the need for support is extremely high based on the lack of availability of funding from the budgets of the FMS
- The new NFP will also require induction support and continuous capacity building training for MPs; ongoing support to the secretariat of the NFP should also be scaled up
- Harmonize activities for NFP and FMS by organizing Secretary Generals' Forum to determine exact needs of the parliaments before kicking off new projects. The Forum could serve as a technical coordination meeting
- Future PSP should continue to focus on support to Somaliland and Puntland considering the recent elections and the progress that has been made over the years in enhancing democratic governance in both Somaliland and the Puntland State Parliament. Enhancement in democratic governance in Somaliland and PL State Government could pave the way for future programming in the other FMS. The Puntland Parliament is well placed to provide national support to other FMS in terms of capacity building, lessons learned and sustainability
- Support to the OC should be included in the CRSP to avoid duplication and overlap
- Careful consideration should be given to mitigate the risk of further possible tensions between the executive and legislature at the federal level

Responsible entities: UNDP, UNSOM, NFP, FMS, Somaliland Parliament, Puntland HoR

Recommendation 2: Future programming for the CRSP should include the following:

- Develop a Mutual Accountability Framework between the international community and the FGS (and the FMS) specifically targeted to the Constitutional Review Process to address donor fatigue and the lack of a culture of continuity in Somalia
- There are outstanding constitutional issues that need political attention, such as power and resource sharing, fiscal federalism, governance structure, the status of the capital city, etc. The new CRSP should facilitate political dialogue to advance the constitutional process. The political dialogue should be issue-based and focused on the sequencing of constitutional issues and a clear prioritization. This approach may safeguard the achievements made thus far by tabling articles ready for adoption.
- Future CRSP should include support to all constitutional bodies, MoCA, OC, and ICRIC, and FMS considering lessons learned with the last Parliament
- Regular consultations between the Federal Government and the FMS are critical. In this respect it is necessary to empower and build the capacity of the FMS to ensure that they can effectively and realistically negotiate the interest of the regions. The review of the federal constitution will provide the legal architecture/foundation of the Somali federal state. The process is complex and requires appropriate and in-depth consideration from political, diplomatic, technical, operational points of view. CRSP should focus on increased support to the FMS institutions where donor interest is high and where the need for support is also extremely high
- The constitution has a crucial reconciliation peacebuilding function, as it defines a social contract between the state and society – the lack of which has been a key element in the civil war and failed reconciliation processes. Other platforms should be used to support the completion of the constitutional review process. Consideration should be given to merging existing projects supporting state building such as REFS, CRSP, PSP, etc. to provide a comprehensive approach
- Future CRSP programming should include translating agreements reached on non-technical issues during the constitutional review process into laws and constitutional text
- Inclusivity is critical to the CRP and has a crucial impact on peacebuilding and state-building. Without consensus the Constitution will not be seen as legitimate and continue to embrace a conflict prevention-based approach to identify and engage all key actors at the earliest stage possible. Project should continue to promote civic education and public outreach, including engaging CSOs in effective political dialogue and ensuring the inclusion of all segments of society, including women, youth, and persons with disabilities
- Careful consideration should be given to mitigate the risk of a further possible tensions between the executive and legislature at the federal level

Responsible entities: UNDP, UNSOM, FGS, FMS, OC, ICRIC, MoCA

Recommendation 3: Future programming for the REFS project should include the following:

- Future work on Federalism should be based on the engagement of the high-level political leadership both at the federal and state levels.

- The simultaneous top-down and bottom-up approach to reconciliation should be maintained as an essential feature of reconciliation. Social reconciliation will continue to be an imperative of the Somali society for the near future. It will be important to further broaden the scope of this work to tackle violent extremism as part of the reconciliation process.
- UNDP should chart a clear path for the Regional Reconciliation Plans, including a clear identification of responsibilities within national institutions for their implementation and monitoring. UNDP should support national counterparts in establishing a more effective tracking and monitoring of reconciliation plans, especially for the period after the completion of the project. The system should identify responsibilities for the implementation of these plans and how will that implementation be tracked over time.
- UNDP should identify clear pathways for the adoption of the strategic and research documents that remain unapproved in all three projects.

Responsible entities: UNDP, UNSOM, FGS, FMS

Outcome Level Recommendations

Recommendation 4: UNDP should strengthen the sustainability of structures established with the support of the its projects as follows:

- UNDP should identify clear action plans, as well as roles and responsibilities, for the completion of outstanding activities in all three projects.
- UNDP should develop an exit strategy that articulates in clear terms what will happen to the structures that were created and supported by the three projects.

Responsible entity: UNDP

Recommendation 5: UNDP should strengthen linkages between the PSP, CRSP and REFS projects at the conceptual and implementation levels. Focus should be placed on strengthening the coherence of implementation by enhancing joint coordination and implementation structures that bring project team and stakeholders together on the regular basis and in a structured fashion.

Responsible entities: UNDP

Recommendation 6: UNDP should strengthen the projects' engagement with the country's political leadership at both the federal and state levels. Activities at the political level should be linked with activities at the technical level into a seamless package of interventions. This will enable UNDP and its partners to leverage technical support for results in terms of political consensus. Work at the political level should be coordinated very closely with UNSOM and other international partners.

Responsible entities: UNDP, UNSOM

Recommendation 7: UNDP should establish effective Monitoring and Evaluation systems for the implementation and monitoring of the projects. This should include the use of results framework which should be tracked and updated on a regular basis and made readily available to project stakeholders. UNDP should put in place systems that allow it to track and monitor the involvement of women in its

activities and how they benefit from those activities. There is also a need for establishing strong systems of record-keeping and documentation.

Responsible entity: UNDP

Recommendation 8: There is a need for a stronger engagement strategy with external partners. Consideration should be given to expanding and enhancing partnerships with other UN and development partners. There is also need for greater engagement of civil society organizations and engagement of marginalized groups, including youth, women and PWD. Also, the interaction of such projects with UNSOM (and ATMIS) should be structured and executed more effectively. UNDP should improve communications for all three projects. This should be done based on a common communications platform that serves all projects – and perhaps, even other projects of a similar nature in the governance sector.

Responsible entities: UNDP, UNSOM, ATMIS

Recommendation 9: The experience of Puntland can be used more effectively in the context of Somalia to demonstrate the example of a state that has established a degree of peace and stability and that has a long-standing parliament which is effective, transparent, accountable and addresses the needs of its citizens and provides an example of good democratic governance in Somalia.

Responsible entities: UNDP, Puntland State Parliament, FMS.

PROJECT AND EVALUATION INFORMATION DETAILS

A. PROJECT INFORMATION

(i) Project Title	Building Inclusive and Accountable Parliament for a Peaceful Somalia (PSP II)	
Atlas ID 00099031	Output: 00102267	
Corporate Outcome and Output ²	<p>The project contributes to the CPD Contributing Outcome:</p> <ul style="list-style-type: none"> Somali women and men, girls and boys, benefit from more inclusive, equitable and accountable governance, improved services, human security, access to justice and human rights <p>The project contributes to UNDP Strategic Plan:</p> <ul style="list-style-type: none"> Outcome 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance Output 2.1: Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation, representation, including for peaceful transitions <p>Gender Marker 2: Gender equality is a significant objective</p>	
Country	Somalia	
Region(s)	Federal Government of Somalia; Somaliland; and Federal Member States of Puntland, Galmudug, Jubaland, Southwest and Hirshabelle	
Date Project Document Signed	28 February 2018	
Project Dates	Start	Planned End
	01 January 2018	31 December 2021
Project Budget as per PRODOC	20,018,656 USD	
<ul style="list-style-type: none"> MPTF (Norway and Sweden)³ 	2,508,632.61 (As of 31 December 2021) ⁴	
<ul style="list-style-type: none"> Non-MPTF sources: TRAC⁵ 	4,091,299.68	
Total Funds received	6,599,932.29	
Project Expenditure as of 31 December 2021	6,595,003.78 – 99.94% ⁶	
Participating UN entities	UNDP, UNSOM (PAMG)	
Implementing Partners	Somali Federal Parliament (House of the People [HoP] and Upper House [UH]; Somaliland Parliament (House of Representatives and House of Elders); Federal Member State (FMS) Parliaments of	

² Information taken from PRODOC. This information differs slightly from what is found in the ToR

³ Norway contributed 520,103.68 (8%); Switzerland contributed \$1,988,528.93 (30%)

⁴ Contributions received from MPTF amounted to 3,390,524.61 with 881,892.00 being transferred back to TRAC to leave a net amount of funds received of 2,508,656 USD

⁵ TRAC resources amounted to 68% of the funds for the project

⁶ As per UN Somalia Joint Fund Progress Report 1 January to 31 December 2021

	Puntland, Galmudug, Jubaland, Southwest and Hirshabelle, UNSOM and UNCT ⁷
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(ii) Project Title	Constitution Review Support Project (CRSP-II)	
Atlas ID 00099032	Output: 00108659	
Corporate Outcome and Output ⁸	<p>The project contributes to the UN Strategic Framework Priorities, involving UNDP 1:</p> <ul style="list-style-type: none"> SP, Goal 1: Deepening federalism and state-building, support conflict resolution and reconciliation, and preparing for universal elections <p>The project contributes to UNDP Strategic Plan</p> <ul style="list-style-type: none"> Outcome 2: Accelerate structural transformations for sustainable development Output 2.2.2: Constitution making, electoral and parliamentary processes and institutions strengthened to promote inclusion transparency and accountability Output 2.1: Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation, and representation, including for peaceful transitions <p>Gender Marker 2: Gender equality as a significant objective</p>	
Country	Somalia	
Region(s)	Federal Government of Somalia (FGS); and Federal Member States (FMS) of Puntland, Galmudug, Jubaland, Southwest and Hirshabelle ⁹	
Date Project Document Signed	27 February 2018	
Project Dates	Start	Planned End/Project Closed
	01 January 2018	30 June 2021
Project Budget as per PRODOC	12,735,114.68	
<ul style="list-style-type: none"> MPTF (Switzerland, Sweden, Norway, and Denmark¹⁰) 	9,183,970.77	
<ul style="list-style-type: none"> FCDO 	1,949,163.91	
<ul style="list-style-type: none"> Non-MPTF sources: TRAC 	1,457,231.87 ¹¹	
Total Funds received	12,590.366.55 ¹²	

⁷ Information obtained from PRODOC.

⁸ Information obtained from PRODOC. Information differs somewhat from what appears in the ToR.

⁹ ToR also show ICRIC and OC as region which appears to be incorrect. OC belongs with PSP. Perhaps OC and ICRIC should also be shown as implementing partners

¹⁰ Norway: 5,900,569.45 (47%); SIDA – Sweden: 1,97,136.27 (9%); Denmark: 1,192,000.58 (9%); Switzerland (8%)

¹¹ According to Semi-Annual Progress Report as of June 2021, total TRAC funding amounted to 1,601,980.00. The figure of 1,457,231.87 was received from Joyce Ladu.

¹² Information received from Joyce Ladu.

Project Expenditure as 31-12-21	12,534,792.07 ¹³ (98% of funds received)
Participating UN entities	UNDP, UNSOM (PAMG)
Implementing Partners	MoCA, Ministries of Constitution of FMS, National Federal Parliament (NFP), CSOs, UNDP and UNSOM ¹⁴

(iii) Project Title	Reconciliation and Federalism Support Project (REFS) for Somalia
Geographical coverage	Somalia: Federal Level, and the Federal Member States
Project duration	Jan 2019 to June 2022
Total approved budget	USD 10,911,342
Cumulative Revenue 31 December 2021	USD 7,324,810.70 (MPTF)
Cumulative Exp + Future Exp, 31 December 2021	USD 6,592,818.83
Estimated delivery rate	96%
Participating UN entities	UNDP, UNSOM (PAMG)
Implementing partners	UNDP; Creative Alternatives Now (CAN); Institute of Federalism and Security Analysis (IFSA); African Network for Prevention and Protection Against Child Abuse and Neglect – Somalia Chapter (ANPPCAN-SOM), Somali Youth Vision (SYV); Galkayo University (GU)
Project beneficiaries	Federal Ministry of Interior, Federal Affair & Reconciliation (MOIFAR); MOIFAR, Galmudug; Independent Boundaries and Federation Commission (IBFC); Office of the Prime Minister (OPM); Jubaland Ministry of Interior, Federalism and Reconciliation (MOIFR); Office of the President, Southwest (OOP, Southwest); Office of the President Hirshabelle (OOP, Hirshabelle); Puntland Ministry of Federal Affairs and Democratization (MOIFAD)
NDP pillar	Inclusive Politics
UNCF Strategic Priority	SP2: Supporting institutions to improve Peace, Security, Justice, the Rule of Law and safety of Somalis, and SP3: Strengthening accountability and supporting institutions that protect.
SDG	5, 10, 16, 17
Gender Marker	2

¹³ Information received from Joyce Ladu.

¹⁴ As noted in the PRODOCB.

Related UN projects within/outside the SJF portfolio	Constitutional Review Process; Parliamentary Support Project, Electoral Support Project, Women Political Empowerment, Women and Peace Project, Supporting Political Transition Project
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B. PROJECT EVALUATION

Type of Evaluation	Thematic Evaluation on UNDP's Contribution to Democratic Governance in Somalia: In the Areas of Constitutionalism, Parliamentarism and Federalism and Reconciliation during the implementation of Country Program Document (CPD) 2018-2020
Period under Evaluation	1 January 2018 to 31 December 2021
Names of Evaluators and respective email addresses	The Hon. Sarmite D. Bulte, P.C sarmite.bulte@gmail.com Elinor Bajraktari elinorbajraktari@gmail.com
Evaluation dates	9 November 2021 to 31 July 2022

1. INTRODUCTION

1.1 Purpose of the Evaluation

UNDP Somalia commissioned a Thematic Evaluation (TE) of its programmes in support of the Somalia's governance reform. The evaluation was conducted during the period November 2021 to July 2022 by a team of two independent consultants. The purpose of the thematic evaluation was to provide an independent assessment of UNDP's support towards enhanced democratic governance in Somalia during the implementation of its Country Programme Document (CPD) for Somalia (2018-2020) in the areas of constitutionalism, parliamentarism, and federalism and reconciliation. The evaluation focused on the overall results and achievements of the following three projects: (i) Building Inclusive and Accountable Parliaments for a Peaceful Somalia (PSP II); (ii) Constitution Review Support Project (CRSP II); and (iii) Reconciliation and Federalism Support Project (REFS).

Strengthening effective, inclusive, and accountable governance is one of the six signature solutions of the UNDP Strategic Plan 2018-2021. Inclusive and accountable governance systems and processes are recognized as critical to sustainable development and human security. This solutions' package focuses on supporting diverse pathways towards peaceful, just, and inclusive societies, building on UNDP's comparative advantage and long track record in governance. It includes seeking to building inclusive, effective, and accountable institutions and mechanisms for peaceful resolution of conflict and for advancing social cohesion which requires ensuring the inclusion of women, youth, people with disabilities and other traditionally marginalized groups.¹⁵

There is no universally accepted definition of governance. "Over the years, the term has been used generically and the concept has evolved to encompass relationships between stakeholders in a variety of situations. In the present highly dynamic environment, politically, socially, economically, and culturally, the term means different things in different context and the use of an adjective with the word governance has become almost mandatory for it to make any sense at all".¹⁶

UNDP in its 1997 policy paper, defined governance as "the exercise of economic, political, and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interest, exercise their legal rights, and meet their obligations and mediate their differences".

UNDP's Inclusive Politics Portfolio has defined "inclusive democratic governance" as follows: "to work collaboratively with the Somali institutions, United Nations Missions in Somalia (UNSOM) and international partners, ensuring inclusive participation of the Federal Government of Somalia (FGS), the Federal Member States (FMS) and citizens in the political and community reconciliation processes,

¹⁵ UNDP Strategic Plan, 2018-2021

¹⁶ International Centre for Parliamentary Studies, <https://www.parlicentre.org/Governance.php>

particularly focusing on federalism, constitution reform and inclusive parliaments, to secure ownership and buy-in.”

The evaluation analyzes the projects’ results and the overall achievement of their components and outcomes, as laid out in the Project Documents (PRODOCs) of the three projects.

In particular, the evaluation assesses how the projects have contributed to building democratic governance in Somalia in line with the projects’ requirements, UN programme documents and different policy papers agreed between UN, donors, and the Somali government. The evaluation also provides project donors with an assessment of the use of their resources.

1.2 Scope of the Evaluation and Objectives

The overall objective of the thematic evaluation was to:

- assess the contribution of UNDP towards improving governance in the areas of constitutionalism, parliamentarism, federalism and reconciliation during the period of 2018-2021,
- assess the impact of the projects so far (results, achievements, constraints) to the establishment of inclusive governance in the three aforesaid areas,
- provide information on the effectiveness, relevance and value added of the support delivered to national counterparts since 2018,
- provide recommendations for the design of a follow up projects for the period 2022-2025.

The evaluation has determined the extent to which the activities and outputs of the three projects have contributed to inclusive democratic governance and changes in the governance environment. In addition, the evaluation has assessed the effectiveness of the projects’ implementation strategy and its results and examined whether the implementation methodology has been in line with the policy documents agreed between the UN, donors, and Somali institutions, drawing upon the projects’ results framework, as well as other monitoring data collected on the project outcomes and outputs.

The evaluation encompassed all regions of Somalia, and in particular the main beneficiaries of the three respective projects which were the federal, federal member states (FMS) and community levels. It included a review of the projects’ designs to achieve planned results and assessed the projects’ management including the implementation strategies.

The evaluation has also investigated how Gender Equality and Women’s Empowerment (GEWE) were mainstreamed in this thematic area and the extent to which disability considerations were mainstreamed in the interventions.

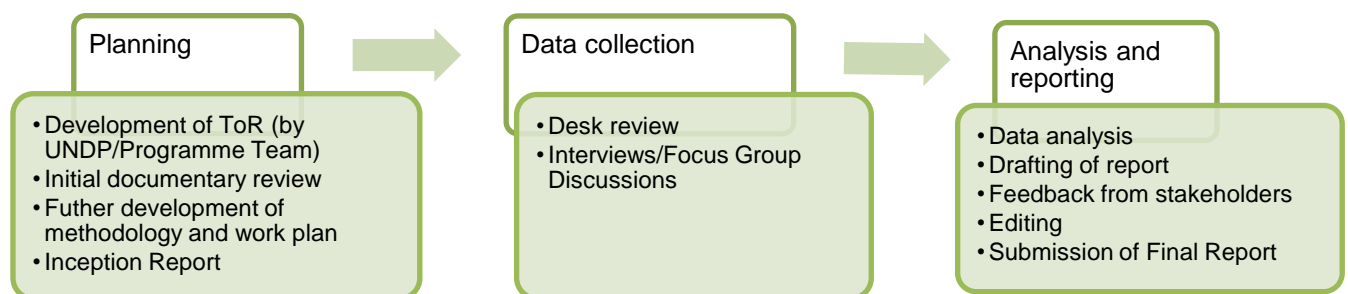
The evaluation has identified lessons learned, challenges, and gaps and proposes actionable recommendations for future programming related to governance and peacebuilding to the Somali counterparts at FGS and FMS levels, UNDP, UNSOM/PAMG and donors.

2. EVALUATION METHODOLOGY

The evaluation has applied OECD DAC criteria¹⁷ and definitions and has followed norms and standards established by the United Nations Evaluation Group. It was guided by the requirements set forth in UNDP's evaluation toolkit, and the *"UNDP Evaluation Guidelines (Revised Edition: June 2021)."*¹⁸ A participatory and consultative approach was used for the collection of data, formulation of recommendations and identification of lessons learned. The evaluation team has engaged with project teams and boards, government counterparts, implementing partners, UNDP Country Office, development partners, UNSOM, NGOs, CSOs, direct beneficiaries and other stakeholders.

The evaluation methodology was based on a variety of methods and has involved the use of commonly applied evaluation tools such as documentary review, interviews, information triangulation, analysis, and synthesis. Evaluation activities were organized according to the following phases: i) planning; ii) data collection; and iii) data analysis and reporting. The figure below shows the three phases and the main activities under each of them. The evaluation sought to the extent possible to collect and provide information about vulnerable groups, especially women, marginalized communities, persons with disabilities, etc.

Figure 1: Evaluation Phases



Evaluation Planning

The planning and preparation phase included the development of the ToR by UNDP Somalia/programme team. The ToR are attached hereto as Annex I. The documentation was shared by the programme team with the evaluators through a shared drive and the evaluators have used that information during the document review process.

¹⁷ Criteria for evaluating development assistance: relevance/coherence, effectiveness, efficiency, sustainability and impact of development efforts.

¹⁸ Link [here](#).

Data Collection Methods

The data collection process involved further reviewing of the project documentation and semi-structured interviews with stakeholders and partners (see Table 1 for a list of data sources). A list of key questions that drove the data collection process is embodied in Annex II of the report. To further support the data collection process, the criteria and related questions were expanded further in the Evaluation Matrix which is attached as Annex III.

Efforts were also made to collect any existing information related to the engagement and benefits of vulnerable groups from the three projects in question.

Documentary Review

Key documents were collected by the three project teams and were made available to the evaluators through a shared drive. The evaluation team completed the analysis of all relevant documents, project documents and progress reports, as well as country development policies and strategies. Documents from similar and complementary initiatives, as well as reports on the specific context of the projects also formed part of the analysis. The main data sources used for this evaluation are shown in the table below.

Table 1: Data Sources

Evaluation tools	Sources of information	
Documentation review	General documentation	<ul style="list-style-type: none">• UNDP Programme and Operations Policies and Procedures• UNDP Country Programme Document• UNDP Evaluation Guidelines (Revised edition June 2021)
	Project documentation	<ul style="list-style-type: none">• Approved Project Documents• Projects' Work Plans and Annual Reports• Projects' Board Meetings Minutes• Project Activity and Financial Reports• Updated Risk Logs• Reports produced by the projects
	Government documents/papers	Including relevant policies, laws, strategies, etc.
	Third-party reports	Including those of NGOs, local research institutes, etc.

Semi-structured Interviews and Focus Group Discussions

Semi-structured interviews were conducted with key project stakeholders. The list of interviewed stakeholders is provided in Annex IV to this report. Interviews involved key stakeholders – in particular, project team and board members, national counterparts, UNDP CO staff, UNSOM, donors, civil society representatives, development partners, etc.

A Focus Group Discussion was organized with civil society members involved in the REFS project. Two Focus Group Discussions were also organized with the Ministries of Constitutional Affairs of the FMS involved in the CRSP.

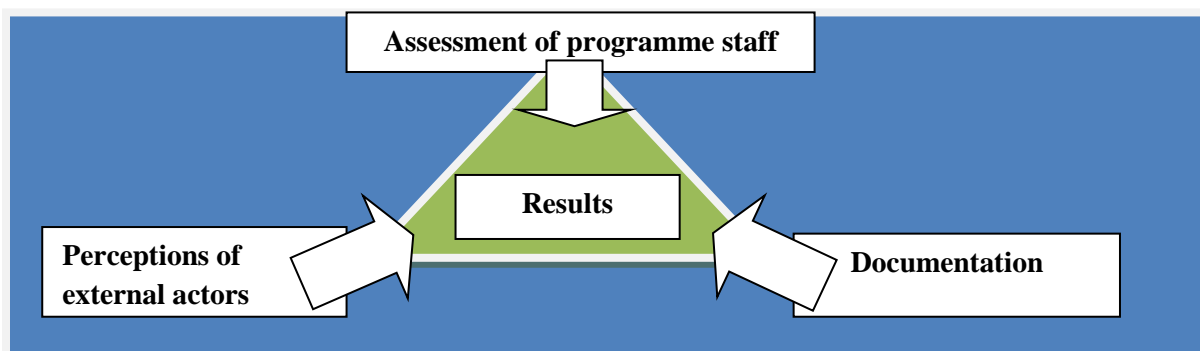
While face-to-face meetings are crucial for in-depth interviews, given that a mission to Somalia was not possible, interviews were conducted remotely, and care was taken to mitigate the limitations that distance introduces to such exercises.

Interview and FGD protocols consisted of questions presented in the Evaluation Matrix which is attached hereto as Appendix III.

Data Analysis

Information obtained through the documentary review and interviewing process was triangulated against available documented sources, and then synthesized using analytical judgement. The method of triangulation is shown in Figure 2 below.

Figure 2: Method of Triangulation



Some basic questions that were used in the analysis of the collected information are shown in Annex II of this report. The analysis was based on the standard criteria of relevance, coherence, effectiveness, impact, efficiency, and sustainability.

- **Relevance**, covering the assessment of the extent to which the projects have contributed to governance, peace building and state building results at the policy and implementation level
- **Coherence**, covering the assessment of the extent to which the projects have been delivered in coherence with each other, UNDP interventions under the CPD and the interventions of development partners in the governance sector
- **Effectiveness**, covering the assessment of the achievement of the immediate objectives (outputs) and the contribution to attaining the outcomes and the overall objective of the projects; and an examination of the any significant unexpected effects of the projects (either of beneficial or detrimental nature)¹⁹

¹⁹ In terms of assessing effectiveness, information regarding the results framework was either limited or not available at all.

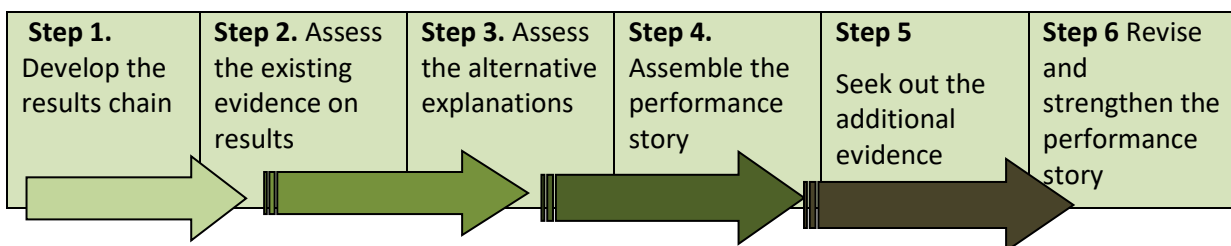
- **Impact**, covering the assessment of the intended and unintended impact that the projects have made in the respective areas
- **Efficiency**, covering the assessment of the quality of project implementation and adaptive management; adequacy of planning and financial management; the quality of monitoring and evaluation; the contribution of implementing and executing agencies in ensuring efficient implementation
- **Sustainability**, covering likely ability of the interventions to continue to deliver benefits for an extended period after completion.

The criteria and related questions were expanded further in Evaluation Matrix which is attached hereto as Annex III.

Achievement of project objectives in terms of relevance, effectiveness, efficiency and sustainability have been rated on a six-level scale as follows:

- Highly satisfactory (HS), the project had no shortcomings
- Satisfactory (S), minor shortcomings
- Moderately satisfactory (MS) moderate shortcomings
- Moderately unsatisfactory (MU) significant shortcomings
- Unsatisfactory (MU), major shortcomings
- Highly unsatisfactory (HU), severe shortcomings

Figure 3: Steps in Analysis Process



The analysis also covered aspects of programme formulation, including the extent of stakeholder participation during formulation; replication approach; design for sustainability; linkages between the three projects and other interventions within the sector; adequacy of management arrangements, etc.

2.1 Limitations of the Evaluation

A major limitation encountered during this evaluation was the inability of the evaluators to conduct a country mission and have in-person interviews with key stakeholders due to Covid-19 restrictions. To mitigate this limitation, the evaluation team made use of in-depth interviews with stakeholders using online platforms such as MS Teams or Zoom.

Other limitations included the following:

- Political dynamics in the country made it difficult to secure interviews with certain stakeholders. The ongoing indirect elections during the time of the evaluation made it difficult to secure interviews especially with MPs. Defeated MPs who could provide insight into the projects were generally not interested in participating in the evaluation. Interviews were limited to other national, non-political, stakeholders involved in the projects.
- Some of the Secretary Generals of the Parliaments in the FMS had been recently appointed and had no knowledge of the projects, especially the PSP II. In some cases, Directors of Planning with institutional knowledge were included in the interviews.
- It was difficult organizing online meetings with beneficiaries and participants of reconciliation activities at the sub-national level due to security constraints. Also, the language barriers became a constraint, as many potential participants were unable to engage in English. To address this limitation, greater focus was placed on the process of reconciliation at the community-level during the interviews that were conducted for this evaluation.
- The ability to speak with donors and obtain their input into the projects was limited by the fact that there is a huge turnover of individuals in the donor community in Somalia. Many of the individuals who were the focal points of the donors in the projects were no longer in their positions and the new individuals that had replaced them were not knowledgeable and/or comfortable to speak about the projects. Individual donors who were still present in the country were also able to speak on behalf of other donors.
- Limited availability of information collected by the project in a disaggregated fashion – especially, for persons with disabilities, and other marginalized groups, including youth.
- Lack of consultation with women MPs and women’s organizations. This lack of consultation made it difficult to assess the benefits of the programs to women and it was necessary to rely on progress reports and interviews with national stakeholders, donors, and members of the project team.
- Lack of information or data disaggregated by relevant social categories, e.g., persons with disabilities (PWD), to enable the determination to what extent the projects considered the plight and needs of the vulnerable and disadvantaged. Consequently, the evaluation is not able to properly report on any of the criteria regarding PWD. Any references to PWD were limited to occasional, brief, and general mention of PWD in the progress reports. Discussions with national stakeholders also failed to provide any specifics about PWDs.
- Lack of consultations with CSO engaged in the CRSP. Evaluation was based on documentary review and consultations with other stakeholders in the projects.

3. CONTEXT AND UNDP RESPONSE AND CHALLENGES

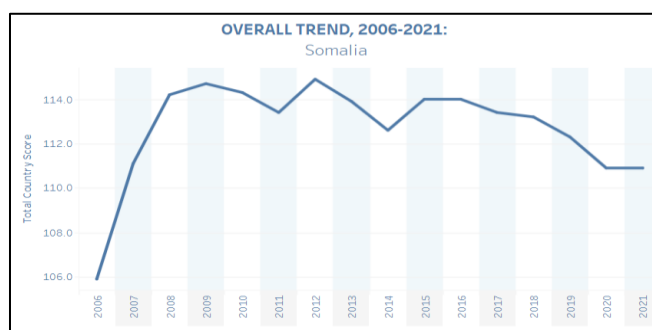
3.1 General Context

With a population of approximately 16 million residing in a land area of 627 thousand square kilometres²⁰, Somalia is one of the countries that exemplify the interconnected nature of the three dimensions of sustainable development (economic, social, and environmental). The poverty line fluctuates between regions ranging from 26 to 70 percent. Regional differences in poverty between the Northeast (27 %) and the Northwest (50 %) are much larger than urban/rural variation (45/52%).²¹ The country has faced decades of environmental degradation, political instability, state collapse and conflict since its independence in 1960, which has provided a rocky ground for sustainable development, peace and security.

The bloody civil war that overthrew the dictatorship in 1991 was followed by warfare and exposed the grave lack of effective centralized government. Decades of civil hostilities have wrecked Somalia's economy and infrastructure, dividing the country into areas ruled by different groups. In 2012, the newly declared Federal Republic of Somalia brought some hope for a new era of peace to be ushered, thus enabling the Somalis to focus on rebuilding their country. This hope has materialized in efforts made towards the country's development, as the newest UN Common Country Analysis 2020 for Somalia²² indicates: *"...the country has achieved significant progress in several areas, such as state and institution building at the national and Federal Member State (FMS) level, military gains against Al-Shabaab, increased economic growth, and improved public sector management."*

Global development rankings suggest a precarious situation of the country. On the Fragile States Index²³, Somalia has a score of 110.9 out of 120 (highly fragile). Figure 1 below shows Somalia's ranking in the Fragile States Index through the years 2016-2021.

Figure 4: Somalia's 'Fragile State Index' Trend



As can be seen from the table below, the country has made limited progress on the governance indicators of the World Bank, Freedom House and Transparency International.

²⁰ Link [here](#).

²¹ Link [here](#).

²² Link [here](#).

²³ Link [here](#).

Table 2: Somalia's Governance Indicators

World Bank Governance Indicators Estimate of Governance (ranges from approximately -2.5 (weak) to 2.5 (strong) governance performance)			
Governance Indicators	Baseline (2015)	Most Recent Value (2020)	Direction
Voice and Accountability	-2.0	-1.8	Progress
Political Stability and Absence of Violence/Terrorism	-2.4	-2.5	Regress
Government Effectiveness	-2.2	-2.1	Progress
Regulatory Quality	-2.2	-2.1	Progress
Rule of Law	-2.3	-2.3	No Change
Control of Corruption	-1.6	-1.7	Regress
Freedom House			
Governance Indicators	Baseline (2016)	Most Recent Value (2021)	Direction
Political Rights Rating	7	7	No Change
Civil Liberties Rating	7	7	No Change
Aggregate score for the Electoral Process	0	0	No Change
Aggregate score for the Political Pluralism and Participation subcategory	0	1	Progress
Aggregate score for the Functioning of Government subcategory	0	0	No Change
Aggregate score for the Political Rights category	0	1	Progress
Aggregate score for the Freedom of Expression and Belief subcategory	1	3	Progress
Aggregate score for the Associational and Organizational Rights subcategory	0	3	Progress
Aggregate score for the Rule of Law subcategory	0	0	No Change
Aggregate score for the Personal Autonomy and Individual Rights subcategory	1	0	Regress
Aggregate score for the Civil Liberties category	2	6	Progress
Transparency International			
Governance Indicators	Baseline (2015)	Most Recent Value (2021)	Direction
Corruption Perception Index	Score: 8/100 Rank: 167/168	Score: 13/100 Rank: 178/180	Progress

A historical and persistent problem for the country is gender inequality. According to the latest available data (2012) Somalia has one of the highest gender inequality index rankings (GII) in the world at 0.776 out of 1, and since then a GII has been unmeasurable for the country. Through the years, the indicators that were measurable are presented in Table 2 below.

Table 3: Gender Inequality Indicators Through the Years

Indicator \ Year	1990	1995	1997	2000	2005	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Share of seats in parliament (% held by women)		..	..	..	8	6.8	6.8	13.8	13.8	13.8	13.8	..	24.3	24.3	24.3
Adolescent birth rate (births per 1,000 women ages 15-19)	76.8	101.7	..	126.6	127.4	127.1	123.8	120.4	117.1	113.7	110.4	107.8	105.2	102.7	100.1
Maternal mortality ratio (deaths per 100,000 live births)	1340	1330	..	1210	1040	985	955	943	893	878	855	865	829	..	..

Somalia is emerging from one of the world's most complex and protracted conflicts. Over the past decade, the peacebuilding and state-building process has gone through significant obstacles, maintaining a cautious positive trajectory. Despite the immense challenges, Somalia has made some progress towards peace- and state-building. Main achievements include the formation of the Federal Government, the promulgation of the provisional constitution in 2012, the establishment of Federal Member States, the peaceful transfer of power in 2016 and the adoption of the National Development Plan. Nonetheless, the continued absence of an agreed revised Federal Constitution represents a significant challenge. Political developments in 2020 and 2021 jeopardized Somalia's progress towards peace and reconciliation and failure to reach a political agreement on the implementation of the electoral process, hampered progress on all other key national priorities, including constitutional review, justice and security sector reform, the degradation of Al-Shabaab, stabilization, institution building, reconciliation, economic and financial reforms, provision of services etc. These challenges have undermined the consolidation of a foundation for a future peaceful Somalia as the key contentious issues have been left unresolved. Political tensions from 2020 continued through the first two quarters of 2021, including clashes in Mogadishu. Against this backdrop, the National Consultative Council met in May 2021 and agreed on measures to hold indirect elections, following the 17 September Electoral model and associated Roadmap for Completing State-Building of Somalia, which gives a potential positive trajectory for the successor programmes.

Political developments and dynamics between the Federal Government of Somalia (FGS) and the Federal Member States (FMS) have significantly impacted the implementation of all three projects in support of the establishment of inclusive governance. However, despite all the challenges, the Reconciliation and Federalism Support Project (REFS) has been instrumental in current political environment and supported important reconciliation processes and high-level political discussions resulted in the agreements that paved the way to unblock political impasse. In addition, REFS managed to strengthen the institutional and technical capacities of national and regional counterparts to discharge their mandates effectively and efficiently on reconciliation and federalization in Somalia. REFS also facilitated communal reconciliation efforts leading to the resolution of inter- and intra-clan conflicts. Civil Society Initiative was launched, initiating a dialogue to harness the potential role of civil society by informing and strengthening the social contract in Somalia. The Project also helped relevant government institutions on peaceful boundary delimitation between FMSs.

The Constitutional Review Support Project (CRSP) was heavily impacted by the political dynamic between the FGS and the FMS and particularly by the decision of Puntland and Jubaland not to participate in the constitutional review process in 2020, due to unsettled disputes with the FGS. Still, the project managed to provide support to the constitutional review bodies and some FMSs that resulted in the drafting of the 3rd version of the Constitution. However, after the President of Somalia issued the decree on 24 December 2020 directing that the constitutional review process is postponed until formation of the 11th Parliament and noting the ongoing political dynamic between the FGS and the FMS, it was decided to close the project on 30 June 2021.

Finally, Building Inclusive and Accountable Parliaments for a Peaceful Somalia (PSP) was very effective in supporting particularly CRSP to achieve the results since the PSP directly supported the Joint Oversight Committee of the Federal Parliament (OC) to facilitate the constitutional review process, together with MoCA and ICRC. However, the project has never managed to mobilize the needed resources for the implementation of the activities and has been heavily dependent on the internal UNDP resources. In addition, political disputes between the FGS and the FMS and dynamic between the Speakers of the UH and HOP impacted the project's operations. Still, the PSP managed to achieve some important results such as enabling Somali Federal Parliament to adopt priority legislations to deepen state building, federalism, democratic processes, and the quest for debt relief, such as Electoral Law, Public Financial Management Bill, Revenue Bill, Petroleum Bill, Health Professional Bill, Amendment of the Public Procurement and Concessions Bill etc. The project also built capacity of 361 new MPs of Federal Member State Parliaments in Puntland, Galmudug, Hirshabelle, Southwest and Jubaland to enable them to fulfill parliamentary tasks. Finally, the project organized the Annual Somali Women MPs Conference that resulted in advancing of gender agenda to improve status of Somali women.

3.2 Programme Descriptions

In the context of a long-lasting partnership with the country, UNDP has implemented the **Country Programme** (2018-2020) aligned with, and in support of, the **National Development Plan** (NDP)²⁴ goals and priorities.

The Country Programme Document is also aligned with the United Nations Somalia Strategic Framework (UNSF), 2017-2020, to support the Government, Federal Member States and Somaliland to deliver on political, rule of law, security, human rights, socioeconomic recovery and development priorities, as outlined in the NDP as well as the Somaliland National Development Plan-II. The Government requested support for the implementation of the Goals-aligned National Development Plan, and the United Nations collectively responded via the development of the UNSF. The UNSF identified UNDP as a lead agency in areas including rule of law, resilience, inclusive politics, and institutional strengthening.

In accordance with the CPD (2018-2020), UNDP was to focus on the following NDP and UNSF priorities:

Development priority 1. Inclusive and responsive political processes: Responding to the UNSF priority 1 and strategic plan outcome 2, UNDP, in coordination with UNSOM, was to boost the capacity of the

²⁴ Somalia's NDP can be accessed [here](#).

legislative institutions at federal and state level, as well as the Ministry of Constitutional Affairs and other key government partners, to perform the constitutional review in an inclusive and gender-responsive manner. UNDP was to advocate for effective engagement of civil society by supporting platforms for national dialogue and by facilitating strategic partnerships between civil society and legislative institutions. UNDP was to support national dialogues to deepen federalism and frame its political, institutional, and fiscal aspects. UNDP was to work with UNSOM and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) to boost the capacity of women and young members of parliament as agents of change and enable women's increased participation in political processes and leadership functions.

The results and resources framework for Somalia (2018-2020) of the Country Programme Document is attached as Annex V.

Outcome 1 under UNDP's **Country Programme Document** (CPD) was aimed at "Somali women and men, girls, and boys benefit from more inclusive, equitable and accountable governance, improved services, access to justice and human rights" This outcome area is covered by the Inclusive Politics Portfolio, which includes the three projects that are the focus of this evaluation:

- Parliamentary Support Project (PSP)
- Constitution Review Support Project (CRSP)
- Reconciliation and Federalism Support Project (REFS)

All three projects have their own Project Document where their rationale, interventions, activities and expected outputs are laid out. A brief description of each is provided below.

3.2.1 Building Inclusive and Accountable Parliaments for a Peaceful Somalia (PSP-II)

The endorsement of the Provisional Constitution of the Federal Republic of Somalia in August 2012, and the subsequent establishment of the National Federal Parliament (NFP) signalled the start of a new era of Somalia's democratic development. This era of transition represented an important possibility for peace and state-building.

To accelerate and consolidate this transition, and in line with the National Development Plan and the SDGs, UNDP initiated the PSP project whose main aim was to foster inclusive politics through the strengthening of the effectiveness and accountability of Somalia's parliamentary institutions to be more responsive to the needs of citizens in promoting participation in political processes contributing to national peacebuilding, state-building, and development goals

To further assist in fostering political representation and stimulate an engaged civil society, including preparation of the planned 2020 multiparty reform and support for the finalization of the Constitution and the federation process, the project was envisaged to support: i) NFP capacity and institutional development; ii) Somaliland and Puntland Parliaments; iii) Interim Regional Parliaments. The project focuses on four key pillars of democratic governance that play an important role in the development of Somalia's Inclusive Politics – National Federal Parliaments, State and Regional Parliaments and Civil

Society, through an integrated approach that is in line with a fourth component of achieving progress towards SDG 16 in Somalia.

The implementation of the project was envisaged to be carried out with the following principles in mind to promote inclusive politics and effective capacity building: i) Building sustainable capacity, by supporting local actors at their pace; ii) Implementing with a sense of urgency; iii) Benchmark-oriented assistance; iv) Global knowledge exchange; and v) Upholding gender equality, dignity, respect and fairness for all women and men. The following table provides a brief overview of the project.

3.2.2 Constitution Review Support Project (CRSP-II)

In November 2017, the Ministry of Constitutional Affairs (MOCA), the Independent Constitutional Review and Implementation Commission (ICRIC) and the Oversight Committee (OC) - key stakeholders in Somalia's constitutional review process - developed a Roadmap and a Memorandum of Understanding (MoU) based on consultations and negotiations with the President and Prime Minister of Somalia. The Roadmap defined three key objectives: i) to have a national constitution completed within the mandated timeframe by December 2019; ii) to ensure that the review process is based on national dialogue and public consultation with the Somali people and key stakeholder; and iii) to educate the Somali citizens about the process through broader civic education programs that empowers the society at large to contribute, and engage in the review process, possibly ensure their constitutional rights are well captured. The Roadmap and MoU defined the principles underpinning the constitutional review: a fixed timeline, Somali ownership, recognition, and continuation of the work done by the ninth Parliament, transparency, participation, accountability as well as partnership and cooperation.

UNDP's Constitution Review Support Project (CRSP-II) was designed to support an effective, transparent, and accountable constitutional review process through strengthening inclusive political processes at all levels to develop a new social contract that meets the needs of Somali women and men, reflects political realities and is of good technical quality to foster equitable and sustainable development and peace.

The project revolves around four points for integrated support to constitution-making under the framework, namely: i) coordination of the constitutional review process in line with the national vision, particularly by accompanying and advising the work of MoCA, ICRIC, and the FMS; ii) support for an extensive civic education process; iii) support for the public consultation and outreach activities of all actors involved in the constitutional review process; and, iv) technical support for the drafting of the constitutional text.

3.2.3 Reconciliation and Federalism Support Project (REFS)

UNDP initiated the REFS project to support the Federal Government of Somalia (FGS) and the Federal Member States (FMS) to implement their chosen method of State Administration and Federalism process through need-based political settlement, boundary delimitation and reconciliation process. The project was envisaged to consolidate State formation efforts to build and harmonize the emerging federal system in the FGS and the FMS, ensuring alignment with the objectives of the New Partnership for Somalia (NPS) and the NDP. The NDP policy seeks to reach political agreement on the principles that underlie the distribution of roles and responsibilities over the three tiers of government and to translate these political

agreements into management arrangements throughout the government structures. In this sense, the presence of the State on the territory of Somalia is being re-established in the context of a new three-tiered federal system which includes the FGS, the FMS and district level administration.

Ultimately the aim of the project is to support the government to establish administrative machinery that will be able to manage state affairs and address the development challenges and opportunities in alignment with the expectations of the citizens. Such a machinery constitutes an alternative to predatory governance arrangements. UNDP's aim for the project was to provide technical, advisory, and logistical assistance and manage the financial resources allocated to the project over the three financial years to build and harmonise the emerging federal system, support boundary delimitation process and administration arrangements in the FGS and the FMS.

3.3 Expected Results

3.3.1 PSP

The PSP project has the following outcome:

Foster Inclusive Politics through the strengthening of the effectiveness and accountability of Somalia's parliamentary institutions to be more responsive to the needs of Somali men and women in promoting participation in political processes contributing to national peacebuilding, state building and development goals

To reach that overarching outcome, UNDP proposed an integrated approach that would have the following specific objectives/results:

Result No. 1	<p>Strengthen the House of the People and Upper House capacities and structures to become effective and representative institutions that promote transparency, inclusion, and participation in political processes to progress state-building, peacebuilding, federalism, and national development priorities</p> <p>This objective will involve several steps:</p> <ul style="list-style-type: none"> (i) Addressing the challenges of the new structure and the provision of technical advice and support to the two Houses (ii) Capacity development for MPs (iii) Revised Secretariat structure (iv) Support to Parliament in its legislative and oversight role (v) Promote the work of Parliament to foster implementation of SDG agenda
Result No. 2	<p>Strengthen the Somaliland and Puntland Parliaments as well as the Emerging State Assemblies' capacities and structures</p> <p>This objective will entail the following:</p> <ul style="list-style-type: none"> (i) Supporting Somaliland and Puntland ongoing programmes

	<ul style="list-style-type: none"> (ii) Major institutional support as well as engagement with regional MPs (iii) Capacity development (iv) Establishment of Forum of Federal Parliaments
Result No. 3	<p>Strengthen the vibrant civil society to engage and participate in the parliamentary work</p> <p>This objective will entail the following:</p> <ul style="list-style-type: none"> (i) Dialogue with citizens and CSO (ii) Ensure inclusion of marginalized, including women, youth and vulnerable groups
Result No. 4	<p>Foster the implementation of SDG 16 in strengthening the capacities for dialogue, research, and analysis on inclusive politics in Somalia</p> <p>This objective will entail the following:</p> <ul style="list-style-type: none"> (i) Support activities that promote dialogue, research, and analysis relevant to SDG 16 (ii) Enable stakeholders to identify and measure key benchmarks (iii) Facilitate incorporation of cross-sectoral activities with issues concerning gendered participation, youth empowerment, and anti-radicalization

3.3.2 CRSP

The CRSP project intervention has the following outcome:

Support an effective, transparent, and accountable constitutional review process through strengthening inclusive political processes at all levels to develop a new social contract that meets the needs of Somali women and men, reflects political realities and is of good technical quality to foster equitable and sustainable development and peace

With the overarching outcome/objective in mind, the Project revolves around four entry points for integrated support to constitution-making under the overarching framework of fostering inclusive processes, namely

- (1) Coordination of the constitutional review process in line with the national vision, particularly by accompanying and advising the work of MoCA, ICRIC and the FMS
- (2) Support for an extensive civic education process
- (3) Support for the public consultation and outreach activities of all actors involved in the constitutional review process
- (4) Technical support for the drafting of the constitutional text

The project has the following specific objectives/results:

Result No. 1	Strengthen the capacities of and facilitate coordination and consensus - building between the different state and non-state actors involved in the constitutional review process
Result No. 2	Provide support to civic education campaigns and public consultations and other outreach activities, particularly envisaging the inclusion of women, youth, minorities, and other marginalized groups, to build awareness, understanding of and support for the federal constitutional review process

3.3.3 REFS

The REFS' project was designed to support the Federal Government of Somalia (FGS) and the Federal Member States (FMS) to *"implement their chosen method of State Administration and Federalism"* through a needs-based political settlement, boundary delimitation and multi-pronged reconciliation process. The project was aimed at consolidating state-formation efforts towards building and harmonizing the emerging federal system in the FGS and the FMSs and support the different levels of government to establish requisite administrative machinery geared towards the improved service delivery to the Somali people.

The project's outcome was framed as follows: **"The federal administration is better managed, more organized, more capable, more accountable and responsive for the Somali people."**

The project has the following specific objectives/results:

Result No. 1	Build the institutional capacity of the relevant line-ministries and departments at both FGS and FMS levels
Result No. 2	Engage civil society, academia, media and think tanks in developing and implementing context-sensitive programmatic interventions
Result No. 3	Strengthen and deepen the processes of reconciliation and federalization in Somalia

3.4 Expected Outputs

3.4.1 PSP

The Results and Resources Framework provide for the following Outputs:

Output 1	House of the Peoples and Upper House capacities and structures become effective and representative institutions that promote transparency, inclusion, and participation in political processes
Output 2	The new federal network of legislatures and assemblies is strengthened
Output 3	Capacities and structures of the Emerging State Assemblies are strengthened in support of peacebuilding, state building, federalism, and development

Output 4	Capacities and structures of Somaliland and Puntland Parliaments are strengthened in support of peacebuilding, state building, federalism, and development
Output 5	Various assemblies engage with and respond to needs of civil society, including the marginalized groups
Output 6	Implementation of SDG 16 enhanced in Somalia through strengthened capacities for dialogue, research, and analysis

3.4.2 CRSP

The Results and Resources Framework provide for the following Outputs:

Output 1	Effective participation on the constitutional review process resolves key contentious issues on all levels
Output 2	General population knowledge on the constitutional review process is enhanced
Output 3	Key actors implement outreach strategy and civil society engagement in the constitutional review and implementation process

3.4.3 REFS

The Results and Resources Framework provide for the following Outputs:

Output 1	Reconciliation mechanisms are established in support of Administrative Arrangements in the Federal context (regional outreach and inclusiveness, boundaries)
Output 2	Federalism is Organized, Consistent and Coherent in all Federal Member States and at the FGS level (organization, roles, responsibilities, powers) with a functioning relationship between the FGS and the FMSes
Output 3	Federal administration is enabled to improve effectiveness and efficiency (operational support, small scale works to support infrastructure, transport, essential equipment)

4. ASSESSMENT OF UNDP CONTRIBUTION TO RESULTS (FINDINGS)

4.1 Relevance

All three projects and implementation methods have been highly relevant to UNDP's and Somalia's governance and peace building priorities. The projects are fully aligned with the Somalia National Development Plan (NDP) and were drawn up in partnership with the FGS and FMS, thereby ensuring government ownership. The projects were also further adapted to the reality of COVID-19. The projects' relevance was also highly satisfactory to building Somalia's democratic governance.

UNDP comparative advantages build on relationships and access to government, its presence across the country, and its unique experience in delivering on the country's complex environment. UNDP also has a long track record in governance.

4.1.1. PSP

Project's Alignment with the Needs of the Country

Somalia faces considerable development and state building challenges, with institutions at federal and sub-national level still very weak. Service delivery through government institutions is very limited and the country faces a raft of complex development challenges. Critical to the effective functioning of Somalia's state institutions is the need to build trust with the people in the capacity of government to provide basic services to the people, in a responsive, accountable, transparent, and inclusive way. The strengthening of accountability and representation through inclusive and participatory democratic assemblies can have an important leverage effect on social cohesion and solid social contract, peaceful transition, and sustainable political settlement.

The National Federal Parliament (NFP), the legislatures of Somaliland and Puntland and the developing regional assemblies all have a critical role to play in this regard. The Upper House of the NFP was first selected in 2016. New sub-national administrations were created in Jubaland, Galmaadug, the South-West and Hirshabelle. To this end, the legislatures of Somalia must start immediately to build relationships of trust with the broad public as the "legitimacy" of parliamentarians in the eyes of the people will be critical to them being able to discharge their mandates effectively. Parliamentarians need to use their representational mandates to build trust in the country's new institutions: demonstrating a commitment to transparency, accountability and the rule of law will be important in that respect.

Project's Alignment with National Priorities and the National Development Plan.

Fostering Inclusive Politics in Somalia Project is in line with the New Deal Compact for Somalia (2012-2016), and the Somalia National Development Plan (2017-2020). The first National Development Plan, which was built in 2016 on the New Deal Compact for Somalia, which operated as the country's development roadmap since 2013, sets out several critical national peacebuilding and state building goals and milestones for the country. The NDP provides the guiding framework for support to the institutions of Somalia, including the NFP.

The NDP addresses all social and economic sectors in Somalia, through thirteen chapters, with the objective to move forward peace and development. The first chapter that provides the background information and the planning processes describes the overall vision of the plan as follows: **“A sovereign people working together to lay the foundation of future growth”**. The first NDP policy priority is to **“make significant strides towards a society with an open and inclusive political system, including one person – one vote elections in 2020”**.

It is understood that the strengthening of governance and a sustainable political settlement provide the foundation and the tools for the development plans and strategies set out in the NDP. The strategy of the PSP follows the general approach of the Government to peace, security, and development that is based upon the understanding that human security, state security and development as well as, conversely, insecurity and underdevelopment are mutually reinforcing. Therefore, the democratic agenda of Somalia is to key to the overall development of Somalia, is ambitious, and aims to introduce multiparty democracy by 2020

Project focuses on four key pillars of democratic governance that play an important role in the development of Somalia’s inclusive politics: National Federal Parliaments; State and Regional Parliaments; Civil Society; and achieving progress towards SDG 16; and upholding equality and fairness through gender mainstreaming of the pillars of democratic governance.

Project’s Alignment with UNDP’s Strategic Framework

The PSP project contributes to the following Country Programme Document (CPD) Contributing Outcome:

- Somali women and men, girls and boys, benefit from more inclusive, equitable, and accountable governance, improved services, human security, access to justice and human rights

The PSP is fully aligned with the CPD. It directly contributes to the following:

OUTPUT	INDICATORS
Output 1.2: Somali government institutions enabled to carry out their legislative functions in a transparent and inclusive manner	Indicator 1.2.1.: Legislative roles defined for all parliaments and assemblies Indicator 1.2.2: Legislative institutions adopt and systematically implement operation procedures and oversight mechanisms to discharge their agendas
Output 1.4: Somali women’s representation and participation in politics and public-sector institutions enhanced	Indicator 1.4.1: Establishment of a women parliamentarians’ caucus

Project is aligned with SDG 5 and 16.

UNDP’s Comparative advantage

The PSP II is based on the experiences and lessons learned on the support of the Somalia Parliaments between 2012 and 2016. The Project utilized positive opportunities provided by the election of the new NFP as an important and relevant milestone for measuring inclusion, participation, and public confidence in achieving reform of political processes in Somalia. UNDP has developed substantial capacity development experience through previous project interventions in support of the Somali Federal Republic and its member states and through its global support for governance and peacebuilding in conflict-affected countries. UNDP's substantial experience and capacity in providing support to parliaments, the electoral cycle, civic engagement, constitutional reform, local governance, and social inclusion in political decision-making means that UNDP has established proven methodologies and capacities for delivering the objectives envisaged by the Project, including engagement with its cooperation partners and the development of significant resources as well as supporting democratic governance in Somalia.

4.1.2 CRSP

Constitutions provide the overarching legal framework which sets out the basis of the social contract between a state and its people cutting across all aspects of policy and society. They establish the institutions of government and their powers vis-à-vis each other and with and between people. **Constitutions provide the foundations on which governance and peace are built.**

Project's Alignment with Needs of the Country

The drafting of a new constitution by June 2012 was a cornerstone of the September 2011 Somalia End of Transition Roadmap which had been designed to steer the country towards more permanent and more representative political institutions as well as great national security and stability. The Provisional Constitution (PC) which was adopted in 2012 by the FGS put in place an overarching, nationally endorsed legal framework to guide Somalia's efforts to build the nation in accordance with the rule of law. It set up a federal system based on two levels of government, the Federal Government level, and the Federal Member State (FMS) level; it provided for a Parliamentary Constitutional Implementation and Oversight Committee (the Oversight Committee) which was established within the National Federal Parliament (NFP) and an Independent Constitutional Review and Implementation Commission (ICRIC) to provide legal advice and drafting support for any constitutional review process. Both entities were established in 2014 although each body required substantial institutional and capacity support to enable them to discharge their mandates. A new Ministry responsible for Constitutional Affairs (MoCA) was also established as part of the 2015 cabinet.

The process to review started in 2014, but progress was slow due to a range of political and security factors. Additionally, public discussions on issues of ownership, transparency and accountability and representativeness of the constitutional process evolved. Both the New Deal Compact and the Government's own Vision 2016 Framework highlighted the importance of the review to establish a constitutional framework that appropriately enshrined the political agreements within the Somali context. The commitment to develop such a constitution was reaffirmed in the Somalia National Development Plan (NDP) where it was envisaged that the MoCA, Oversight Committee (OC) and ICRIC would bring together stakeholders across all levels of government and the community to build consensus around outstanding issues. The cooperation between these parties was encompassed in the

Memorandum of Understanding (MoU) in 2013. A Roadmap of the Constitutional Review Process was published in November 2017. The Roadmap had three objectives: 1) to have a national constitution completed by December 2019; 2) to ensure that the review process is based on national dialogue and public consultations; and 3) to educate the Somali citizens about the process through broader civic education

The constitution would set up the institutional and legal framework for Somalia, defining the nature of the relations between the center and regions, determining the status of Mogadishu, and crystalizing the type of federation Somalis wish to build, and propose framework for universal one person-one vote elections in 2020-2021. The constitution also has a crucial reconciliation peacebuilding function, as it defines a social contract between state and society – the lack of which has been a key element in the civil war and failed reconciliation processes.

Project's Alignment with National Priorities and the National Development Plan

The strategy of the project follows the general approach of the Somali Government to peace, security and development that is based upon the understanding that human security, state security and development as well as, conversely, insecurity and underdevelopment are mutually reinforcing. The project supports the Government to consolidate its current agenda for “inclusive politics”. In accordance with the NDP, the main objective of the Government in this field is to **“achieve a stable and peaceful federal Somalia through inclusive political processes and effective decentralization”**. The agenda covers 3 components:

- Democratization
- Finalizing the Constitution
- Implementing the Federal Process

The MoU and the Roadmap define guiding principles for the constitutional review process, namely Somali ownership, a fixed timeline, continuation, and recognition of the work done by the 9th parliament, inclusivity, transparency, participation, accountability as well as partnership and cooperation. The project is furthermore in line with the national vision of the constitutional review process and the respective planning schedule and key deliverables outlined in the Road map.

As a further measure of commitment and buy-in by the Federal Government, in 2018 the Prime Minister initiated the establishment of the Federalization National Technical Working Group (FNTWG), a technical structure representing the executive branches of government of both the federal and state levels. The structure plays a critical role in processing the technical negotiations between FGS and regional levels on key political constitutional matters.

The CRSP was specifically designed to provide responsive support to the key players in the constitutional review process, particularly the Ministry of Constitutional Affairs (MoCA), ICRIC, and the FMS as well as support for civic education and outreach, and consultation and engagement, particularly envisaging the inclusion of women, youth, minorities, and other marginalized people. Support to the Oversight Committee was covered by the PSP II.

Project's Alignment with Country Programme Document (2018-2020)

The CRSP contributes to the following Country Programme output:

Output	Indicators
Output 1.1: National agreement reached on a Somali-led process to deepen federalism and state building	1.1.1: Processes for inclusive and gender-responsive federalism and constitutional review are established and implemented 1.1.2: Road map for further federalization with roles and responsibilities at different levels of government agreed

Project's Alignment with UN Strategic Framework Priorities

The CRSP project contributes to the following UN Strategic Framework Priorities:

- SP1: Deepening federalism and state-building, support conflict resolution and reconciliation, and preparing for universal elections

The Project is aligned with SDG 5 and SDG 16.

UNDP Comparative Advantage

Recognizing the centrality of national constitutions to UNDP's work, for the first time, the UNDP Strategic Plan 2014-17 explicitly included constitution-making assistance as a key component of UNDP's support for inclusive governance, peacebuilding, and sustainable human development.

UNDP brings its strong comparative advantage to support the CRP as a trusted partner and neutral broker in Somalia and can draw on the UN's regional and global expertise and resources on constitutional development.

CRSP builds on UNDP's Constitutional and Implementation Support Project Initiation Plan (PIP) of 2015 which supported MoCA, ICRIC and Oversight Committee in their efforts to plan and work jointly to bring together stakeholders across all levels of government and the community to build consensus around a range of outstanding constitutional issues.

The project is based on experiences and lessons learned from previous UNDP engagement in Somalia. Within the framework of other Projects, the United Nations Mission in Somalia (UNSOM) and UNDP have been providing technical advice and support to the Somali Government on implementing the Provisional Constitution, including the establishment of constitutionally mandated institutions. UNDP has also leveraged its existing institutional strengthening support to the Federal Parliament to provide support to the OC, including by providing support to develop and implement an Outreach and Dialogue Strategy.

Lessons learned from years of Somali assistance as well as those captured by the UNDP global system were integrated into the approach proposed in the Project.

As previously noted, constitutions provide the foundation upon which governance and peace are built, and as such, the project's support of the constitutional review process enhanced democratic governance in Somalia.

3.1.3 REFS

Project's Alignment with the Needs of the Country

Somalia is in a dire need for true reconciliation at multiple levels – addressing inter-regional, inter-clan and communal conflicts. The purpose of reconciliation is to correct and adjust what has gone wrong over a long period of time in Somalia's history. At the same time, for reconciliation to hold, there is a need for a sustainable political settlement that will put an end to disagreements over power-sharing arrangements at different levels of society. Hence, reconciliation and federalization are key pillars of Somalia's state building process. However, in recent years, the discourse on reconciliation and federalism has been characterized by confrontation rather than collaboration. Failure to reach consensus on a power-sharing model has hampered progress on issues of national importance such as security, stabilization, institution building, reconciliation, public service delivery, peace building, international relations and resource mobilization. The challenges related to reaching a political agreement on the implementation of the electoral process in 2021²⁵ hampered progress on other key governance dimensions, including constitutional review, justice, and security sector reform, the degradation of Al-Shabab, stabilization, institution building, reconciliation, economic and financial reforms, provision of services, Covid-19 response and resource mobilization. With key contentious issues remaining unresolved, this situation has undermined the consolidation of foundations for a future peaceful society and has jeopardized Somalia's progress towards peace and reconciliation.

In principle, the REFS project has been highly relevant to Somalia's context and the country's need for institutional support to the process of reconciliation and federalization. In fact, reconciliation has been a key priority for the country since the total collapse of the central government in 1991 and subsequent violent conflicts. In Galmudug and other regions, there have been local peacebuilding initiatives, government formations, and reconciliation efforts. However, there had not been an effective national strategy to harness such attempts. The contribution of the REFS project was to galvanize and coordinate national and international partners to develop a national reconciliation framework (NRF), which was eventually approved on 21 March 2019. The process was participatory, culminating with the February 2019 reconciliation conference in Mogadishu which was attended by more than 300 participants. Further, the project has contributed to state-formation efforts towards building and harmonizing the emerging federal system in the FGS and the FMSs. The engagement of local clans and stakeholders to take part in the state-building process is a key contribution of the REFS project to the federalization process.

²⁵ The political crisis resulting from the protracted dispute about elections reached its peak in April 2021, when federal security forces split along clan lines. However, armed clashes between federal forces and opposition-affiliated forces, which occurred in northern Mogadishu on 25 April 2021, did not escalate into full conflict.

Project's Alignment with National Priorities

In 2019, Somalia articulated its peacebuilding and sustainable development agenda in the Ninth National Development Plan (NDP-9), 2020-2024, and relevant policies, including the National Reconciliation Framework and the National Stabilization Strategy. In the way it was designed, the REFS project has been well-aligned with these strategic frameworks. By contributing to reconciliation at the national and sub-national levels and state-formation efforts towards building and harmonizing the emerging federal system in the FGS and the FMSs, the REFS project has directly contributed to the objectives of the NDP-9 and the New Partnership for Somalia (NPS), as well as the Partnership Principles and Enabling Actions defined in the framework of the NPS. A brief summary of these strategic documents is provided in the box below.²⁶

Box 1: Brief Overview of Somalia's National Development Plan and New Partnership

Somalia's **National Development Plan** (NDP) sets the priorities for national recovery and development. Through the NDP, the Federal Government of Somalia (FGS) lead the development priority setting process. Development partners have committed to use NDP priorities to guide their planning, coordination, resource mobilization and delivery of development assistance, in full collaboration with the national and regional governments.

The **New Partnership for Somalia** (NPS) sets out how Somalia and the international community will work together to meet Somalia's most pressing political, security and economic needs and aspirations, as set out in the National Development Plan (NDP). The NPS is built on a set of Partnership Principles and Enabling Actions agreed between Somalia and the international community, alongside a set of key themes setting out the shared values and aspirations essential for fulfilling Somalia's development and recovery goals. This agreement promotes mutual accountability between Somalia and the international community. It links Somali ownership of, and responsibility for, the direction and pace of Somalia's progress in the years to come with better alignment, coordination and improved transparency of international aid. Progress in delivering the NPS is measured against a Mutual Accountability Framework and dashboard using benchmarks and milestones drawing together the **Partnership Principles and Enabling Actions** alongside key indicators from the National Development Plan, the Somali Security Pact, and other sector-specific roadmaps and Somalia's international commitments and obligations.

The REFS project has directly contributed to the NDP goal of Inclusive Politics aimed at "*Achieving a stable and peaceful federal Somalia through inclusive political processes and effective decentralization*". The project has contributed to the NDP-9 Priority 5.3. Inclusive politics interventions, Federalism and Decentralization, and Priority 5.4. Crosscutting inclusive politics strategies and interventions. The project has also supported the priorities identified in the NDP Pillar Working Groups and the recently drafted 'Political Roadmap for Inclusive Politics' (2017-2020), with 20 out of total 70 milestones shaping the scope of work of the REFS project.

²⁶ Somalia's National Development Plan can be found [here](#). A more detailed overview of the New Partnership for Somalia can be found [here](#).

One crucial example of the REFS project relevance is its support for the resolution of the acute electoral crisis that emerged in early 2021 after the deadline for holding legislative and presidential elections was missed. REFS's support for the Office of the Prime Minister to convene a successful consultation summit in Mogadishu in 22-26 May 2021 resulted in the 27 May 2021 agreement between Somalia's national and Federal Member State leaders to proceed with parliamentary and presidential elections on the basis of the 17 September 2020 Agreement. The context for the electoral crisis and UNDP's role in its resolution are explained in more detail in the "Effectiveness" section of this report. The key point here is that the REFS project was quite flexible in responding to emerging needs. The project's adaptability has been an important aspect of its relevance, given Somalia's volatile political context.

Project's Alignment with UNDP's Strategic Framework

As a key part of the Inclusive Politics Portfolio, the REFS project is fully aligned with UNDP's Country Programme Document (CPD 2021-25), Programme Priority 1: governance, inclusive politics and reconciliation; Output 1.3. The Federalist governance model strengthened, and National Reconciliation Framework (NRF) implemented.

Project's Alignment with the United Nations Development Assistance Framework for Somalia

The Somalia Partnership Forum has enabled Somalia's development partners to agree on a Mutual Accountability Framework (MAF), which sets out key priorities on inclusive politics, security and justice, and social and economic development. MAF principles underpin UN's Strategic Framework for Somalia (UNSF), which also incorporates UNDP's country programme among other agencies' frameworks. As part of the UNDP programme, the REFS project is fully aligned with the UNSF and MAF. More specifically, the REFS project has contributed directly to the following UNSF Strategic Priorities:

- SP2: Supporting institutions to improve Peace, Security, Justice, the Rule of Law and safety of Somalis; and,
- SP3: Strengthening accountability and supporting institutions that protect.

The project also directly contributed to SDGs 5, 10, 16, 17.

4.2 Coherence

Coherence of the PSP, CRSP, and REFS projects is assessed in terms of how the projects interacted with each other and how they interacted with other UNDP projects in the Inclusive Politics Portfolio and Country Programme, as well as similar activities of UNSOM and other development partners.

The coherence of the three projects is rated as satisfactory.

Coherence with UNDP Outcome Portfolio

The PSP, the CRSP and the REFS project have been part of UNDP's Inclusive Politics portfolio. However, in the way in which they were designed, each project had an explicit focus. The PSP project focused on parliamentary development, including the development of the OC which was the constitutionally mandated to under the constitutional review process; the CRSP project focused on the constitutional review process; and the REFS project focused on reconciliation and federalism.

Notwithstanding the aforesaid, the CRSP and PSP were implemented together. For example, the CRSP supported MoCA and ICRIC, and the PSP supported OC. Moreover, the tri-entities jointly planned and implemented activities. Both projects had the same project teams.

The constitutional review process needed to incorporate the chosen federalist model in the new constitution. Furthermore, the reconciliation process directly affects other key elements of state-building – the constitutional review, federalization, inclusive elections, and parliamentary representation directly benefit from dividends of reconciliation.

With respect to REFS, all federalism related activities regarding political settlements could not be implemented because of political stalemate and the focus on elections. In addition, Puntland and Jubaland highlighted that they did not want to participate in the constitutional review process. Hence REFS could not contribute to the hard-core constitutional review process issue of federalism because FGS/FMS did not have an agreement to discuss it.

In addition, from the federalism perspective, ICRIC never had representatives from the FMS because there was no agreement on FMS representation on ICRIC which is one of the reasons why Puntland and Jubaland refused to participate in the constitutional review process.

Political settlement on federalism, ICRIC, constitutional review process directly affected the work of REFS. These issues of ICRIC and federalism were always raised at weekly meetings with UNSOM and at high level meetings with the DSRSG and SRSG.

However, one of the biggest criticisms of the CRSP was that there was limited political engagement in the project. While the CRSP may have been successful with regards to the technical exercise which it provided, the political dynamic had not been factored into the CRSP.

Synergies between the programmes were happening during implementation, whenever it was possible and whenever it was acceptable from the political point of view. Direct connection in practice between REFS, CRSP and PSP occurred in February 2020 when a historic Inter-ministerial retreat/session was organized by MoCA and MOIFAR. It was the first time in 10 years that such a high-level discussion took place on federalism in terms of constitutional review and functional assignments between FGS and FMS. The session produced a policy paper on federalism and different options on federalism that were prepared by the two ministries and endorsed by the two ministers. This work was facilitated by the PSP, CRSP, and REFS projects, thus reflecting inter-portfolio synergies. Moreover, it was noted that this inter-ministerial session was the biggest breakthrough achieved by PSP, CRSP, and REFS in that the projects succeeded in bringing MoCA and MOIFAR together to join forces and act together facilitating cabinet's discussions towards defining federalism and the issues surrounding it.

It was also noted that the organization of the Dhusamareb process²⁷ and NCCs was a joint effort between the CRSP and REFS projects. For example, the Minister of Constitutional Affairs led the Dhusamareb process. Finally, the NCC May 2021 agreement highlighted that the completion of the constitutional review process was one of the key state building priorities.

Coherence with Other UNDP Projects

UNDP's Democratic Governance and Peacebuilding portfolio consists of three pillars: (i) Inclusive Politics; (ii) Rule of Law and Security; and (iii) Effective Institutions. The PSP, CRSP and REFS projects have been included under the Inclusive Politics portfolio. Under the Democratic Governance and Peacebuilding portfolio, UNDP Somalia has implemented a range of initiatives that are related to all three projects.

- The *Inclusive Politics portfolio* has included other projects in addition to the three projects assessed in this report. The Integrated Electoral Support project has supported the development and implementation of an electoral process aligned to SDG Goals, which includes a gender-responsive electoral law, a nationwide election administration capacity, registration and regulation of political parties, voter registration, and strengthening of civil society, while advocating for political leadership's commitment to transparency and accountability. The Programme on Women's Political Leadership, Participation and Empowerment has supported women's leadership and participation in decision-making processes and structures.
- Under the *Rule of Law and Security portfolio*, UNDP has implemented six projects focused on Human Rights, Security Sector Governance, Justice Sector Reform and Prevention of Extremism.
- Under the *Effective Institutions pillar*, UNDP has implemented projects related to Local Governance, Aid Coordination, Institutional Capacity Building, Innovation, Anti-Corruption, Human Resource Management, Monitoring and Evaluation, Planning, M&E and Statistics and Support to Stabilization.

The PSP, CRSP, and REFS project have commonalities with most of the projects mentioned above. As such, the projects would have benefitted from closer coordination and a more integrated approach to managing the whole democratic governance portfolio. The REFS project would have benefitted from potential synergies with the reform initiatives supported by the UNDP projects in the security and justice sectors; and the PSP could have benefitted from potential synergies with the projects implemented under the Effective Institutions pillar. All three projects would have benefitted from the efforts aimed at improving women's political participation.

²⁷ UNDP provided technical and operational support to the Dhusamareb Political Dialogue which was convened in three phases and hosted by the President of Galmudug H.E. Ahmed Abdi Karrie (Qoor Qoor) resulting in FGS-FMS joint communique on the Electoral Constituency Caucuses Model setting directions for peaceful transition of power in Somalia.

The Dhusamareb process opened an avenue of dialogue which culminated into the national consensus endorsed by the Federal Parliament, providing firm foundations for peaceful transition of power. The months-long consensus-building process prevented potential risk of conflict in Somalia.

UNDP Somalia has benefited from UNDP's global expertise and resources on parliamentary development for the benefit of the PSP and the Arab region's programme on parliamentary development. The Somali Federal Parliament is being included in the Arab region programme on parliaments and SDGs, and this partnership will be strengthened over the coming four years. The induction workshop for Somali Parliaments on Parliament's Role in Realizing the 2030 agenda was led by the Somali Federal Parliament with support of UNDP Somalia under a UNDP project that supports the parliament to enact legislation and ensure the effective and inclusive implementation of the SDGs as part of a broader regional UNDP Arab States programme called "Parliaments for Agenda 2030." The regional programme was developed in partnership with the Islamic Development Bank. Somalia has been chosen as a pilot country for the programme. Unfortunately, the Islamic Development Bank reallocated their resources from the PSP because of COVID and the project could not implement this initiative.

Coherence with UNSOM Activities

Given the political nature of all 3 projects, they are closely associated with the work of UNSOM. Overall, the coordination between these projects and UNSOM has been present throughout the implementation phase. UNSOM representatives seem to be aware of the major issues related to both the CRSP and the REFS project. There has also been collaboration, especially on the resolution of the political crisis emerging from the deadlock in the electoral process and constitution review process. Both CRSP and REFS have been focused on technical aspects, whereas UNSOM has been engaged with Somali leaders to ensure political support on contentious issues. However, there has been some opinion expressed by stakeholders that UNSOM should have been more involved with various stakeholders on the political side of the projects., especially the CRSP. Coordination and meetings with UNSOM had been organized once a week in sessions chaired by the DRRP and chief of PAMG. The (D)SRSG had chaired the high-level meetings with the ambassadors at least on a quarterly basis. Jointly with UNSOM, CRSP and REFS, supported the May 2021 NCC Agreement, contributing to an agreement on the state building road map, stating that constitutional review process and other related matters are priorities for Somalia.

However, given the important role of UNSOM in the areas covered by the CRSP and REFS projects, there is a need for an effective and efficient political strategy, prioritization, and common understanding with the international partners about their priorities.

Coherence with the Activities of Development Partners

One of the guiding principles of project implementation is to maximize scarce resources in a restricted operating environment by focusing on developing effective partnerships, based on comparative advantages and close coordination of activities in a coherent and complementary way.

a) PSP

The PSP project has collaborated and developed partnerships with two other organizations, namely Max Planck Institute and USAID's Strengthening Somali Governance (SSG) programme. The Max Planck

programme aimed to strengthen the capacity of Somali Federal Parliament through provision of trainings and technical advisory support., including trainings for committees, e.g., OC, Justice Committee, Interior Committee and RoP Committee. The programme also supported the joint retreat of the OC. UNDP and Max Planck agreed to work together and coordinate with other strategic partners in the implementation of these activities.

SSG programme, which is being implemented by the Chemonics organization, has three governance objectives, the first of which is “Improved Legislative, Oversight, and Representational Functions of Somalia’s Deliberative Bodies.” It is supporting both the FPS and the Somaliland PAC. SSG agreed to coordinate with other implementing partners, including UNDP and Max Planck Institute.

The project also worked closely with other UN agencies to coordinate efforts to deliver on policy reform as well as to harness their expertise for the benefit of Somalia’s parliaments. A coordinated approach on legislative support was adopted to allow for synergies to be developed across programmes for more efficient use of resources.

b) CRSP

UNDP and UNSOM extended cooperation with other role players such as Max Planck Foundation (and its support for the OC) and the World Bank (and its interest in fiscal federalism) for more coordinated and integrated approach with regards to the constitutional review process.

c) REFS

The REFS’ project has collaborated with several initiatives supported by development partners. In partnership with Switzerland and PBF, the REFS project engaged the Puntland Development and Research Centre (PDRC) to support civil society-led peacebuilding in Somalia, including Somaliland. Discussions were initiated with the Swiss on engaging the Institute on Federalism and discussions are underway to develop a course on comparative federalism for Somali stakeholders. Collaboration was also established with IOM on reconciliation in the Hiran region. Additionally, the project has developed a partnership with Finish Church Aid (FCA) by co-designing and conducting conflict mapping exercises at FGS and FMS levels.

Notwithstanding the aforesaid, there is room for more effective coordination of the PSP, CRSP, REFS project with similar initiatives supported by other development partners. The projects would have benefited from a mapping of all similar initiatives and the identification of potential synergies – especially, activities that could have been undertaken jointly. Such an approach would have also addressed the challenge of the financing gap that the PSP project experienced. Participants of this evaluation also noted the need for more effective communications by the projects’ team with the development partners, Multi-Party Trust Fund, etc.

4.3 Effectiveness

This section examines the effectiveness of management processes and their appropriateness in supporting delivery and examines to what extent the expected outcomes and objectives of the projects have been achieved or progress has been made toward their achievement.

Since their inception, the projects have implemented a wide range of activities and broad interventions to achieve the outlined outputs notwithstanding challenges posed by overly ambitious agendas, a change in the project management team, the CO-VID 19 pandemic as well as budget constraints due to substantial funding shortfalls. The results framework indicators have been monitored to a certain extent in the Annual Progress Reports (2018-2021) for the PSP and the CRSP with some duplication of activities among the three projects. The following sections provide a detailed assessment of the achievement status and effectiveness of these outputs.

The projects' effectiveness is rated as satisfactory.

4.3.1 PSP

The Project's main achievements are organized in accordance with the following categories prescribed by the Project Document: (i) Support to the House of the Peoples and the Upper House; (ii) Support to the Emerging Assemblies; and (iii) Support to the Somaliland and Puntland Parliaments.

Establishment of a new federal network; engagement with civil society and marginalized groups; and implementation of SDG 16; Outputs 2, 5 and 6, respectively, did not receive the necessary funding to undertake the planned activities.

Support to the House of the Peoples and the Upper House: Output 1

The 10th Parliament was substantially different from the 9th Parliament in that the 10th Parliament consisted of two separate Houses, the House of the People (HoP), and a new Upper House (UH). Unfortunately, the National Federal Parliament (NFP) was not completely functional. The communication between the Speaker of the HoP and the Speaker of the UH has been challenging and impacted by the political processes. The HoP and the UH had not become fully independent of the Executive. And donor support was not forthcoming due in part to donor fatigue in supporting the PSP. Notwithstanding the aforesaid, the project was able to provide the following support:

a) Strengthening Legislative and Oversight Capacities, including on SDGs and Peace Building Issues

To strengthen legislative and oversight capacities, including on SDGs and peacebuilding issues of the HoP and the UP, in December 2018 the NFP and UNDP organized an induction workshop for parliamentarians on the role of Somali parliaments in advancing the 2030 SDG Agenda. The workshop sought to build understanding of, and commitment to, the 2030 agenda among members of both Houses, state assemblies and district councils. The event was led by SFP with support of UNDP under a UNDP project that supports the parliament to enact legislation and ensure the effective and inclusive implementation of the SDGs, as part of a broader regional UNDP Arab State programme called "Parliaments for Agenda 2030". The regional programme had been developed in partnership with the Islamic Development Bank and Somalia was chosen as a pilot project.

b) Support Committees on Law Making and Oversight Functions

The following support to committees to perform their law-making and oversight functions were provided:

- In 2018, support was provided to the UH to the Ad Hoc Committees on Conflict Resolution. The Ad Hoc Committee visited the UH committees of the FMS parliaments as part of a mediation and conflict resolution mission. The objective of the visit was not only to mediate and give recommendations on resolving the recurring conflict between FMS and the federal government, but also to observe overall economic, political, social, and security situation of FMS. The UH Ad Hoc committees had meetings with leaders of the FMS and state assemblies, and with CSOs, religious leaders, youth, and women organizations to understand the scale and root causes of the conflict between FG and FMS.
- In 2019 technical advisory support was provided to NFP to strengthen the capacity of MPs to enact laws and engage through sectoral committees with efforts to establish a mechanism to monitor the implementation of the NDP in line with SDGs. In 2019 the following important bills were approved by the NFP: Petroleum Bill; Anti-Corruption Bill; Public Financial Bill; Public Procurement Bill and Revenue Bill. With the adoption of the aforesaid legislation, Somalia's government continued to make progress in financial reforms and meet requirement for debt relief, resource mobilization and economic recovery.
- In 2019, the project through Letters of Agreement (LoA) with the federal parliament supported committees on consultations and public hearings on the following legislation: Revenue Bill; Media Law; Petroleum Bill; and the Health Professional Bill. In 2019 the Project partially supported a capacity building training for women lawmakers on reviewing legislation with a gendered lens. The training was attended by 17 participants (M:12, W5) of the federal parliament from parliamentary committees on Justice, Religious Affairs & Endowment, Human Rights. The training was also attended by members of the parliamentary secretariat and legal advisors. The training was particularly focused on building their abilities to identify gender gaps in legislation, as well as formulating gender-responsive legislation.
- In 2020, support was provided to the Parliamentary Ad-Hoc Committee to provide recommendations on the implementation of the Electoral Law following presidential assent to the law on 20 February 2020.

c) Strengthening Strategic and Institutional Capacities

As confirmed by external evaluators, UNDP played a strategic role in ensuring that parliament could perform the role that it did in strengthening its strategic and institutional capacities. This was done by direct strategic and policy support to the new Speaker of the HoP who was elected by the HoP in April 2018. The Speaker requested UNDP team to provide policy and strategic support to the Speaker's office on the rules and management of the parliamentary process including a review of the strategic priorities of HoP; providing continued support to committees, including training; continuing with the Speaker's Forum; providing support to regional parliament; management of the constitutional review process; and provision of other policy and strategic support.

d) Promoting Inclusion and Participation in the Parliamentary Process

The Project supported the following activities to promote inclusion and participation in the parliamentary process:

- In 2018, the Upper House Women's Caucus held consultations on the reviewed first five chapters of the Somali draft constitution to, inter alia, find ways to include a 30% women's quota for representation in Parliament in the Somali constitution
- To strengthen women's participation and engagement in parliamentary processes, the Project, UNSOM, DFID/FCDO, and Swiss Agency for Cooperation (SDC) supported the Second Annual Somali Women Parliamentarians' Conference. The conference brought together the federal and FMS women parliamentary members from across Somalia to advocate for women's rights, equality, and empowerment, as well as to highlight priorities for the 2019-2020 election process. CSO representatives, members of the OC and ICRIC also took part in the conference. The aim of the conference was as follows:
 - a) to bring together women parliamentarians to strengthen their voices and harness their collective power and position to advance gender equality and women's empowerment
 - b) to provide a platform for parliamentarians to leverage their positions as legislators to promote gender sensitive legal forms

A broad range of topics were discussed that included strengthening women's parliamentary caucuses to support women's rights and agendas; ensuring the protection of women; and enactment of the Sexual Offences Bill; ensuring inclusion of a minimum 30 per cent quota for women in Electoral and Political Party Laws and in the Federal Constitution; promoting women's political empowerment; and enhancing their role and participation in public life. The women parliamentarians also discussed and explored possible ways to enhance their leadership skills to effectively deliver their mandate, as well as how to identify priorities for women during the 2019-2020 election period.

- In 2019, the Project also supported the 3rd Annual Somali Women Parliamentarians Conference which was held in Mogadishu and attended by more than 300 women parliamentarians from the SFP and legislative assemblies from the FMS.
- In 2019, the Project partially supported a capacity building training for women lawmakers, on *"Reviewing Legislation with a Gendered Lens"*. The training was focused on building the participants' abilities to identify gender gaps in legislation as well as to formulate gender-responsive legislation

- e) Strengthening the Role of NFP in the Constitution Making Process

The Project strengthened NFP's role in the Constitution-making process through its support to the Joint Parliamentary Oversight Committee (OC)²⁸ and as such this Project complements the CRSP. Support to the Ministry of Constitutional Affairs (MoCA) and the Independent Constitution Review Implementation Committee (ICRIC) was provided by the CRSP. PSP and the CRSP had joint teams. Support provided to OC was also linked with support to the MoCA and ICRIC in numerous joint activities. Moreover, support to the OC appears to be one of the key reasons for majority of donor support of the Project. Why support to the OC was not provided through the CRSP was not explained.

The OC, in conjunction with MoCA and ICRIC, developed a technical plan for the constitutional review process, which was approved by the federal parliament, and facilitates the process of review with key stakeholders. To ensure implementation of the roadmap, and in line with the Oversight Committee's work plan, the Project provided administrative, logistics, operational and transportation support to the OC. It also supported the recruitment of experts and young graduates to assist the OC in its day-to-day activities, including a legal advisor a constitutional expert, and a public relations and communication expert. In addition, the Project provided ongoing logistical support to the OC to hold public consultations and hearings on draft amendments of the constitution in FMS.

The Project provided support for the following activities:

- In April 2018, training was provided to members of the Committee (M:20, W: 0) to identify approaches to the regularization of the constitution, the state formation process and to identify urgent steps needed to move the federalization and state building process forward. The importance of regularizing the constitution by removing the technical and translation errors to move ahead with the review process was emphasized. As a result of the training, members of the OC resolved to consult with the Boundaries and Federation Commission (BFC) and other relevant government institutions to start working on some initial amendments and adopt the required legislation to formally establish FMS. Thereafter in May 2018, the OC met with the BFC to share information and discuss how best the two bodies could work together.
- The project supported the Inaugural Meeting of the Forum of Federal and Federal Member State Parliamentary Committees on the Constitution which was held in April 2018 in Mogadishu. The aim of the meeting was to establish a Forum that brings together all Parliamentary Constitutional Committees at the federal and state level. The participants signed a Memorandum of Understanding (MoU) to formally establish the OC Forum and to strengthen their working

²⁸ Article 133 of the Provisional Constitution established the OC. The members of the committee are made up of five members representing both Houses are directly elected by the members of both Houses of the Federal Parliament of Somalia. In addition, each State Government shall add one delegate to the Committee. The OC fulfills its functions in accordance with articles 133 and 134 of the Provisional Federal Constitution. The OC's task is to oversee, direct and approve the work of ICRIC and assign drafting projects and instructions to ICRIC to ensure consistency and coherence of the draft constitution. It is also tasked with internally reviewing the draft constitutional amendments; ensuring that adequate opportunity is provided for public debate; and consulting with members of Parliament on issues needing deliberation and guidance.

relationship. They also committed themselves to share information regularly, cooperate and coordinate efforts towards the review process and the harmonization.

- The project provided ongoing support to the OC to hold the second Forum of the Joint Parliamentary Oversight Committees on Constitution Review and Implementation in October 2018 in Garowe, Puntland. The meeting brought together constitutional review committees from FMS parliaments and members of ICRIC, civil society members, women and youth also attended the Forum. The meeting aimed to consult constitution review committees from the FMS parliaments and civil society on the reviewed first five chapters of the constitution. Participants from the FMS committees and members of civil society provided substantive feedback.²⁹
- The Project also supported the Fourth Forum of the Federal and Federal Member State Parliamentary Committees on Constitution Review in August 2019 in Garowe, Puntland.³⁰
- OC, ICRIC and MoCA also worked to develop a common approach and strategy as well as a work plan for the consultation process, identified key constitutional review issues requiring consultation, and outlined the key stakeholders to be consulted on the review chapters of Somali provisional constitution.
- On 17 April 2019, OC presented quarterly report of constitutional review process to the UH. The OC also presented a report of the constitutional review process to the first session meeting of HoP and its achievements, challenges, and way forward along with a technical review of chapters 1 to 9 of the Provisional Constitution³¹
- In 2019, OC developed rules of procedures for the adoption of the proposed amendments of the constitution which were submitted in 2020 to the Federal Parliament's joint session and it went through the first reading. The purpose of the RoP was to pave the way for Somali Federal Parliament to start the debate on the amendments of the Provisional Constitution and adopt the reviewed Constitution
- The project team supported OC and ICRIC to undertake an audit of the constitutional draft, based on the recommendations from the Istanbul retreat that had been organized in November 2019 by Max Planck Foundation.
- In 2021, OC and ICRIC finalized the handover report on the constitutional review process for the 11th Parliament to guide the Parliament to facilitate the process towards completion and jointly with MoCA and ICRIC facilitated the final round of public consultations to verify the 3rd revised version of the Constitution. The third version of the Constitution together with the handover report were submitted to the 11th Parliament³² and the new Office of the Prime Minister³³ which should be able to pick up from where the previous parliament and the government left off, safeguarding the achievements made thus far, and accordingly preventing the constitutional review process from starting anew as happened in 2016. Unfortunately, there is no guarantee that the achievements made to-date will be safeguarded by the next federal government and the

²⁹ This activity was also reported in the CRSP progress report

³⁰ Ibid.

³¹ Ibid.

³² Some previous OC members are also OC members of the 11th Parliament. The former Minister of MoCA is now a senator and a member of the OC.

³³ The former Director General of MoCA is the newly appointed Permanent Secretary of OPM.

Parliament given that Somalia does not have a culture of continuity.³⁴ However, the last National Consultative Council, held on 11-12 June 2022, prioritized completion of the constitutional review process, requesting to preserve the gains made so far in the process.³⁵ While the funding for the OC was provided by the PSP, the OC is crucial to the CRSP. The PSP also appears to have supported ICRIC and MoCA through its support of several joint activities within which OC was involved. As the two projects had joint teams, all of the activities noted above were also reported as outputs under the CRSP. Apparently, this is the case as OC, ICRIC and MoCA jointly implemented the activities and therefore the activities have been jointly presented in each project. According to stakeholder consultations, while each activity was jointly implemented, some activities were paid by PSP and some by CRSP.

Notwithstanding the fact the activities undertaken by the CRSP were jointly undertaken by the tri-entities, according to several stakeholders, the OC became the driver of the constitutional review process and assumed the role and responsibilities of ICRIC due to the lack of capacity of its members which could be attributed, inter alia, to the fact the FGS did not endorse FMS members to the Commission. Instead of simply overseeing the constitutional review process, OC appears to have also managed the process. At the time of the evaluation, there were only 2 members of ICRIC, and the Deputy-Chairperson was also serving as the Acting-Chairperson. Consequently, the role of ICRIC was regarded by some national counterparts and other stakeholders as ineffectual.

Support to Emerging States: Output 3

(i) Hirshabelle House of Representatives (HoR)

The FMS of Hirshabelle is the youngest member of the FMS having been formed in 2016. The HoR is also the youngest parliament. To-date, Hirshabelle has elected two parliaments: the first parliament was elected in 2016 and the second parliament was sworn in in 2021. It has 99 members, 6 of whom are women. Forty-nine per cent of the members were newly elected in 2021 and 40% of those members are youth.

UNDP has been supporting the HoR with capacity building activities since its creation, but this nascent institution continues to require ongoing support from UNDP. To-date, the Project has supported the following activities:

- In 2018, the Project organized a training workshop on budgetary mechanisms and budget oversight for 80 members of the Hirshabelle State Assembly.
- In 2018, the Project facilitated a workshop on good governance and deepening federalism to equip MPs with skills to promote effective institutions

³⁴ There is a legacy project being led by the OPM and supported by the Political Transition Project (PBF) with a joint portfolio team and UNSOM team implementing the project. UNSOM is advocating for same to support safeguarding results achieved to-date.

³⁵ Communiqué from the NCC meeting held on 11-12 June 2022.

- In 2019 the Project facilitated another training on good governance and federalism for 45 MPs (M:45) to promote transparency, accountability, peaceful citizenry and good governance through their legislative, representative, oversight and conflict resolution functions and be responsive to the present and future needs of its people
- In 2019, the Project with technical support of UNSOM organized a training workshop on Human Rights Promotion and Protection for members of the Hirshabelle HoR. The training was attended by 35 MPs (M:27, W:8). In addition, the Project facilitated training on the role of parliaments in promoting good governance and federalism for 45 MPs (M:45)

The HoR has four priorities for ongoing support: committee support; increasing staff; capacity building for committees, members, and staff; legislative support, including parliamentary experts, legal advisers, and communications/outreach.

(ii) Jubaland House of Representatives

The Parliament of Jubaland was established in 2015. On August 15, 2018, Jubaland State House Representatives were elected for a second term. The HoR has a total of 75 MPs, including 9 women, 6 more women than were elected in the first parliament in 2014. UNDP has provided support for training of MPs as well as training for members of the Secretariat. In 2019, the Project supported the construction of parliament offices for the Jubaland HoR to enable it to effectively discharge its functions in relation to law-making, oversight and representation.

In 2018, the Project supported the Jubaland HoR to visit constituencies in Dhobley town of Lower Juba region to assess the overall situation. MPs organized several meetings with local authorities, clan and religious leaders, businesspersons, women, and youth as well as minority groups to assess the security, access of water, education and humanitarian needs of the local communities. It was the first time that Jubaland MPs held discussions with these communities to hear their views. The visit gave MPs the opportunity to engage the community about their respective rights, better social service delivery and the empowerment of youth and women. MPs noted grievances, observed humanitarian needs, and promised to advocate for a prompt response from the Jubaland administration and humanitarian aid agencies. After the mission, findings of the mission were presented to the full house and parliament who appealed to humanitarian aid agencies, business community, Jubaland administration and federal government urgently to provide aid to the pure households in Dhobley town.³⁶

Since 2019 there has been a rift between the State and FGS which led to the suspension of parliamentary support assistance from the federal government and UNDP, including capacity building for both staff and members of the HoR. This has crippled the work of parliament which relied on capacity-building support from UNDP. In addition, there are 27 unpaid staff working with the HoR. The Jubaland FMS is unable to provide salaries, allowances regularly and cannot engage technical experts due to limited income. The Assembly faces additional challenges including transportation issues, personal security, and lack of health

³⁶ This outreach activity was reported under Output 5.

assurances. Outreach activity facilitation through technical and budget support is also important to engage the public. The needs of the HoR are extreme.

(iii) South-West State Parliament (SWS)

The South-West Parliament was established in 2015. The Parliament is now in its second session with 95 MPs, including 15 women. 73 members were newly elected. When the Parliament was first established it did not have any resources whatsoever and it had to start its operations from scratch. UNDP support has been a constant source of support; it has contributed a lot to strengthen the parliament by providing, inter alia, operational, technical, infrastructure, and capacity building support. The capacity building support, for both MPs and staff, has been critical for the parliament

In 2018, UNDP supported the establishment of a new library and research unit for South-West State Parliament to enable the Parliament to discharge its functions in relation to lawmaking.

In 2020, following request of SWS leaders, HoP of NFP, in partnership with UNSOM and UNDP, selected technical advisors to assist and train SWS Technical Committee on the management of the selection process, voting and dispute resolution. A part of the trainings was dedicated to advocate for women's political participation to ensure the 20% quota following the SWS Constitution. The training took place with 62 participants (M:60, W:2). As a result of this support, the Technical Committee successfully managed to select the members of the second SWS Parliament which is now fully operational.

(iv) Induction and Committee Chairs Workshops

In 2020, the capacities of new MPs of the second Parliaments of Galmudug, Hirshabelle, Jubaland and Southwest were enhanced through the delivery of a series of induction workshops on parliamentary processes, functions, roles, and organizations. A total number of 359 MPs (M:318, W: 40) received the training. Following the induction workshops, specialized training on the effective functioning of parliamentary committees targeting committee chairs, deputy chairs and secretaries was delivered to the parliaments of Jubaland, South-West and Galmudug. A total of 111 MPs (M:93, W:18). The training topics contributed towards enhancing the knowledge of MPs on legislative and oversight functions, representation and accountability, parliamentary etiquette, immunities and privileges of MPs, functions and powers of parliamentary committees, committee management and other related functions and roles of the parliament. The trainings were of key importance as a great majority of the MPs did not understand the role and responsibilities of parliament.

(v) Institutional and Capacity Needs Assessment

In 2020, the project team carried out a comprehensive needs assessment of Galmudug, Hirshabelle, Jubaland, and South-West State Parliaments to inform future interventions and programming. The team interviewed the leadership of HoRs, parliamentary staff and MPs. A total of 150 respondents (M:124, W: 26) were interviewed.

(vi) Training on Legislative Process and Strengthening Oversight

In 2021, trainings on legislative process and strengthening oversight role of Parliament were conducted for MPs of the Parliaments of Galmudug, Hirshabelle, Jubaland and Southwest. Following the establishment of parliamentary committees in the Hirshabelle House of Representatives, a specialized training on the effective functioning of parliamentary committees was held for committee chairs, deputy chairs and secretaries. A total of 36 MPs (M:33, W:3 women).

(vii) Knowledge Sharing Session on Constitutional Review Process

In 2021, with the aim of ensuring inclusivity and widening the horizon of stakeholders engaged in the constitutional review process, UNDP organized knowledge sharing session on the constitutional review process in Garowe for 48 Puntland MPs (M: 46, W: 2) and in Mogadishu for 30 Hirshabelle MPs (M: 25, W:4) and 30 Galmudug MPs (M:30). The support to Puntland's Parliament was provided based on their official request following NCC May 2021 agreement on state building priorities., highlighting the fact that Puntland's President endorsed the NCC's decision. This was a significant step forward since Puntland had not participated in the constitutional review process since 2019 due to political disputes with the FGS.

In summary, the support provided by UNDP to the assemblies of the emerging states has been critical to their establishment and evolution and well received by the national counterparts and deemed as essential.

Support to Somaliland and Puntland Structures: Output 4

(i) Somaliland

During 2021, the Project was particularly focused on Somaliland, aiming to strengthen the capacity of the new parliament to fulfill its constitutional role. After 16 years of delays, on 31st May 2021, parliamentary and local council elections were held in Somaliland. 82 MPs were elected for the Somaliland HoR. Only 2 MPs had served in the previous HoR. No women MPs were elected notwithstanding that in 2018, the project supported the HoR to facilitate a two-day public consultation on how women and young people's political participation can be increased and discussed how to ensure a women's quota in the upcoming parliamentary elections is made a priority, as part of inclusive politics and gender equality.

After the election, the Project provided the following support to strengthen the structural and constitutional capacities of the HoR, strengthening its law-making and oversight capacities, as well as its dialogue/mediation capacities:

- **Provision of Advisory Support:** The Project contracted a national advisor, and jointly with the advisor, supported the HoR in developing guidelines on Parliamentary Work to support operations of the new parliament.
- **Training of Trainers Workshops for Secretariat:** To support a smooth handover between the previous and the new Somaliland Parliament, the project supported organization of training of trainers' workshops (W18, M42) for the Somaliland HoR Secretariat staff which focused on building the capacity of the Secretariat staff on parliamentary processes and roles of the

Secretariat as well as applying the gained knowledge and preparing themselves for the induction training of newly elected MPs.

- **Support for Handover to Next Parliament:** The Project also supported the HoR to prepare handover documentation to the next Parliament.
- **Induction Training of MPs on Parliamentary Processes:** The Project provided critical induction training to new MPs who were trained on the mandate of the parliament, including legislative processes, parliament, oversight function and the representation role.
- **Induction Training for Committee Staff:** Project provided training to committee staff to enhance quality of work of the committees
- **HoR's Committees Supported to Conduct Consultations on Draft Bills:** The Economy, Budget and Finance Committee conducted consultation on the Budget Accountability Bill Law No. 75/2016 which consultation was attended by 45 participants, 37 men and 8 women, and included relevant stakeholders including the Ministry of Finance and the Public Accounts Committee. In parallel, the Judiciary, Justice and Human Rights Affairs Committee conducted consultation meetings on the Juvenile Justice Bill which was attended by 41 participants, 33 men and 8 women.
- **HoRs Committees Supported to Conduct Oversight Missions:** The following committees of the HoR were supported to conduct oversight missions: Judiciary, Justice, and Human Rights Affairs Committee; the Public Accounts Committee; and the Public Works, Technology and Roads Committee. The Committees were to report to the plenary on their findings after the new session of the Parliament.
- **Parliamentary Open Doors Day:** HoR organized a parliamentary Open Doors Day by inviting 46 university students (35 men, 11 women) into the Chambers of the HoR. The aim of the activity was to educate youth about the role of parliaments. The activity was very well received by the participants prompting the future design of a formal platform for future engagement.
- **Support to Strategic Plan Development:** A meeting of the Strategic Planning Committee was convened to review the proposed draft of the strategic plan.

Prior to the election, in 2019, the Project also had supported MP's constituency visits; provided logistical support to two teams of parliamentary staff to undertake public outreach campaigns; and supported public consultations on the Anti-Money Laundering Bill. In 2020, the Project continued supporting the HoR through an embedded legal advisor who was a) building capacity of parliamentary committees and the Office of the Secretary General and b) reviewing legislation that would be debated in Parliament. The Project also supported printing and distribution of the Parliament's quarterly magazine which provides information about the operation of the Parliament, approved laws, bills debated, committee reports and other important activities to keep Somaliland people informed about the operations of the parliament to enhance accountability and transparency.

The Project also supported the House of the Elders ("Guurti") with the following activities:

- In 2018, Somaliland House of Elders (Guurti) with support of the Project held a workshop for parliamentary committee chairs to train MPs on the duties and functions of committees. It was the first committee training since the Guurti was established in early 1990s.
- In 2019, the House of Elders (“Guurti”) organized a consultation meeting in Berbera, Sahil region to brainstorm and share ideas to initiate the legal framework of the House that would determine whether MPs come through the selection process or ballot boxes. The consultation targeted all 6 regions. The participants that attended the consultation meeting comprised of regional clan chiefs, traditional elders, lawyers, academic researchers, and MPs from the House of Elders.
- In 2020, Somaliland House of Elders also initiated a dialogue about the legal framework of the HoR and the forthcoming election process. The HoR had sat for more than 23 years without clarity on how MPs will be elected. The consultations contributed to deciding on the electoral model.
- In 2020, the Project provided support to three committees of the House of Elders to undertake oversight missions. Members of the House of Elders also visited three regions and 8 districts to get information about issues in those communities and reach out to the communities.
- In 2021, the Project also provided support to the Somaliland House of Elders to engage with constituents on conflict resolution. Technical support was provided to engage with citizens and enhance their participation in political and reconciliation process. Based on the support, citizens actively cooperated with the relevant Somaliland institutions contributing to conflict resolution and peaceful transition of power following the completion of the Somaliland elections.

(ii) Puntland

The Parliament of the Puntland State was first established in 1998. In December 2018, Puntland State elected a new Parliament. 66 MPs were elected, 64 men and only 2 women. 50 of the MPs were rookies. Following the election, in 2019, the Project began to contribute to strengthening the Puntland Parliament as an institution to improve its institutional and technical capacities; its service provision to MPs, parliamentary committees, and the people of Puntland; and its ability to contribute to the ongoing peacebuilding, state-building, federalism, and economic development projects. The Project sustained support for the following:

- Puntland Parliament developed a Fraud Risk Management Policy and Procedures Manual on Information and Communication Technology (ICT Policy). The Fraud Risk Management Policy comprehensively addresses, inter alia, designing fraud and corruption response plans, establishing investigation protocols, remediation policies, and uniform disciplinary processes. As a result of UNDP support to the Puntland Parliament, the Parliament now has a well-developed financial, administrative, and human resources management systems and functioning internal control framework.
- UNDP supported the Puntland Parliament leadership to open the Parliament to the people and as a result enabled thousands of citizens to receive real-time information about parliamentary business. UNDP provided support to live broadcasting of the House proceedings which allowed PL citizens to watch and list as MPs discuss and debate legislation and issues of national important.

This is a big leap to connecting the Parliament with the people of Puntland, and thereby making significant progress towards an inclusive democracy in PL

- UNDP provided technical and advisory services for development and adoption of a five-year strategic plan to enhance institutional effectiveness to discharge its mandate. The Parliament committed itself to contribute to the finalization of the constitutional review, building institutions of the state, economic development, and youth and women development.
- UNDP trained new MPs, 75% of the members of the Puntland parliament, to bring them up to speed in exercising their duties in addition to providing MPs with information on available services and supports within Parliament.
- Project provided the Puntland parliament with technical support to conduct public hearings of priority legislation. The project supported a series of public hearings on Civil Servants' Retirement and Pension Benefits.
- On 11 March 2019 a Memorandum of Cooperation between Puntland Parliament and Puntland Non-State Actors Association (PUNSA) was signed by the Speaker of the Puntland HoR and by the Chairperson of PUNSA, giving birth to the first-ever CSO Advisory Board to a parliament. The fundamental purpose of the CSO Advisory Board is to promote inclusive politics and representative democracy, by providing citizens with a platform to voice their aspirations, concerns and opinions to law makers and policy makers. It is expected that the CSO Advisory Board will serve as a bridge between citizens and public authorities and will give citizens a chance to be heard at the Parliamentary level. The PSP is piloting this Memorandum in Puntland and South-West State.
- In 2020, the Project continued providing technical and operational assistance, ensuring efficient, inclusive, and transparent operations of the PL HoR. Based on UNDP assistance, the parliament unanimously approved the Puntland State Urban Land Management Law while the relevant committees reviewed the Puntland Water Management Act.
- The project also provided support for improving operations of the HoR. Based on UNDP support, Puntland TV continued livestreaming sessions of the PL Parliament reaching out between 20,000 to 200,000 people per each session. The sessions were also livestreamed on social media.
- In 2021 to strengthen the law-making and oversight capacities of the Puntland Parliament, the Project supported a public hearing and stakeholder consultation on the Water and Land Information Management Act by the environmental Protection and Natural Resource Management Committee of Puntland with the attendance of 80 participants (W:30, M:50). The Committee invited representatives of the institutions of the government and citizens to share their views about the law and functionality of the water and land information centers that the government established.
- To strengthen representation and dialogue/mediation capacities, the project has provided support to the Puntland HoR to conduct a training with participation of university students which was aimed to improve youth skills in peacebuilding mediation, understanding the work of Parliament, the law-making process, parliamentary oversight of the executive, good governance, and the significance of youth participation in the decision-making process. The activity assisted

not only to enhance knowledge on parliamentary work, but also to ensure citizen participation and inclusivity in the legislative processes.

- The Project also supported the Puntland HoR in conducting consultative meetings with representatives from Civil Society in Garowe and Qardho to strengthen the relationship between the HoR and CSOs and ensure their continuous engagement in parliamentary processes and enhancing political participation of citizens. The consultative meetings were attended by 47 individuals (12 Women and 35 men) in Garowe and in Qardho by 43 individuals (18 women, 25 men). This initiative is part of the HoR 's engagement to improve its representative and oversight functions and promote decentralization of governance through engagement of public in the decision-making

Since the Puntland State Parliament was the first Parliament established among the FMS back in 1998, it is well positioned to contribute its experiences, knowledge and governance model to other parliaments of the FMS, as well as coordinate activities among the parliaments, including reinstating the Speakers' Forum and the accompanying Secretary-Generals' Forum.

Strengthening new Federal Network of Legislatures and Assemblies – Output 2

In 2018, the Project, in response to the needs of the two House of SFP, as well as the State Parliaments, organized a comprehensive training for Parliamentary staff on the administration of parliaments on best practices and experiences of contemporary parliaments from around the world. The training was the start of capacity building process proposed and identified by the parliamentary leadership to support Parliamentary activities during the second phase of the PSP II. Most of the 45 parliamentary staffers (32 men, 13 women) from federal and state parliaments who participated in the training were new to their jobs and participated in the training to enhance their background and skills in managing parliamentary services. This was the first time all core staff from Somali legislative institutions were trained together, which contributed to strengthening the collective vision and collaboration between all parliaments. After completion of the course, the Secretariats of federal and state parliaments stated that with the knowledge and the capacity gained from the training, they were in a better position to support MPs to carry out their legislative, oversight and representative duties more effectively, and to help ensure good governance in parliaments.

This is the only activity reported under Output 2. However, this activity is fully aligned with Output 1 and Output 3, Strengthening the Capacities and Structures of the HoP and the Upper House, and Strengthening the Capacities of the Emerging Assemblies, respectively. Quere whether this activity should have been reported more accurately under the other Outputs.

The project could not mobilize resources to implement Output 2 in 2019, 2020, and 2021 which unfortunately also resulted in the inability to continue the highly successful Speakers' Forum and accompanying Secretary-Generals' Forum³⁷ which was due, inter alia, to the continuing disagreement between the Speakers of the House of the People and the Upper House, which was affected by the general

³⁷ It should be noted that the dynamic between the two speakers of the HoP and the UH also precluded the continuation of the Speakers' Forum.

political impasse in the country and dynamic between the Somali political elite. National counterparts overwhelmingly endorsed the continuance of both Forums for coordination, knowledge sharing and building relationships between the parliaments as well as enhancing governance in Somalia.

Engagement with and Responding to the Needs of Civil Society – Output 5

The responsiveness of Parliaments towards its citizens is key to deliver the mandate of MPs and hence the Project supported extensively outreach activities of Parliaments. While there were a few activities reported under Output 5, the engagement with civil society which was undertaken by the NFP, the emerging assemblies as well as Puntland and Somaliland should have been more accurately reported accordingly under Output 1, 3 and 4. Consequently, the activities reported in the Progress Reports for the project have been acknowledged under Outputs 1, 3, and 4. Output 5 was also not implemented at in 2020 and 2021 due to budget constraints and the inability to mobilize the necessary resources.

Implementation of SDG 16: Output 6

In 2019, a workshop on Parliament’s Role in Realizing the 2030 Agenda and in holding the government to account on the SDGs was held in Somaliland. The event was attended by 50 (M:45, W:5) parliamentarians aimed to increase coordination between parliament and government ministries on the 2030 SDGs agenda. The meeting was supported by UNDP under a project that works with the Somaliland government to build the capacity of the parliament to enact legislation and to ensure effective and inclusive implementation of the SDGs. The project was also part of the broader regional UNDP Arab States programme called “Parliaments for Agenda 2030”

In 2019, a self-assessment exercise on the SDGs was conducted with the NFP and Somaliland parliaments to take stock of the institutional capacity of two parliaments to effectively mainstream the SDGs in the Parliament’s work. The assessment resulted in Action Plans to support the advancement of SDGs.

Both activities are also related to Output 4 – Strengthening the Capacities and Structures of Somaliland and should have been more accurately reported under Output 4. No other activities were conducted in 2020 and 2021 under Output 6, again due to budget constraints and the inability to mobilize necessary resources. Funding for the implementation of SDG 16 was withdrawn by the Islamic Development and reallocated to COVID measures.

In summary, the PSP focused on engaging with the federal parliament and other regional assemblies to enhance their legislative performance, provide technical support and deliver capacity building training to empower the committees and secretariat staff in a manner that would strengthen parliaments’ role as an effective institution and thereby enhance democratic governance in Somalia. It should also be noted that the PSP was also focused on the constitutional review process and its support of the OC was integral to

the CRSP. As previously noted, constitutions provide the foundations on which governance and peace are built.

It should be noted that project activities were also very broad and overly ambitious; it was not possible to mobilize resources to undertake activities for three outputs, inter alia, as a result of the overall political dynamic in the country that impacted functioning of the Federal Parliament as well as collaboration between the two houses and the Speakers. Notwithstanding the aforesaid, emerging state parliaments have unequivocally benefited from the project. The project began with basic capacity building training and moved forward from there to address the needs of the emerging assemblies. According to many beneficiaries of the Project, UNDP was cost-effective and selective in the activities which it was able to undertake. UNDP's support was seen as invaluable and integral to the ability of the of all the parliaments, including the NFP and the FMS, to exercise their functions and thereby enhance democratic governance in Somalia. UNDP's support was greatly appreciated by all the beneficiaries of the project.

4.3.2 CRSP

Notwithstanding the closure of the Project in March 2021, the Project achieved important milestones. The Project's main achievements are organized in accordance with the following categories which are based on the Outputs in the Project Document: (a) Strengthening the Capacity of Constitutional Review Bodies; (b) Public Outreach and Civic Education; and (c) Implementation of Outreach Strategy and Civil Society Engagement.

Strengthening Constitutional Review Bodies – Output 1

The Provisional Constitution defines the powers of the constitutional review institutions, particularly the OC and ICRIC in accordance with Articles 133 and 134 of the Provisional Constitution, with the Federal Government of Somalia delegating MoCA to facilitate the constitutional review process. Similarly, the constitutional institutions at the federal level cooperated with the state government-level institutions united under the forum of the constitutional committees and the ministries.

In November 2017, the key role players, the tri-entities, responsible for Somalia's process of constitutional review (MoCA, OC, ICRIC) developed a Roadmap and MoU that clearly defined how the process was to be managed, as well as their roles and responsibilities in the review process. In January 2018, the Federalization National Technical Working Group (FNTWG) was established by the Prime Minister with the expectations to process the technical negotiations between the FGS and FMS on key political constitutional matters. Since its establishment the FNTWG has played a critical role to drive forward negotiations on the fundamental pillars for long-term stability, including electoral model, resource sharing and allocation of powers to support political agreements at the leadership levels.

The project supported all the key players (MoCA, ICRIC, OC), both individually and collectively, at the constitutional review level. However, as previously noted, financial support to OC was principally provided through the PSP notwithstanding that the OC is one of the key Constitution making bodies and critical to the CRSP. However, the OC was also technically supported by the CRSP, since PSP and CRSP have jointly supported the constitutional review process and the three constitutional review bodies, MOCA, OC and ICRIC have jointly planned, defined and implemented activities, following their MoU. Many

achievements of the outputs/activity results noted in the CRSP Annual Progress Reports are also noted as activities under Output 1 of the PSP as the activities were jointly implemented by the joint teams of the projects. There is a duplication in the reporting of the activities which makes it difficult to ascertain what activities/results should be attributed to the CRSP and what activities/results should be attributed to PSP, because three mandated bodies, MOCA, OC and ICRIC jointly planned, defined and implemented activities, in line with their MoU. The duplication of the reporting of activities is somewhat confusing. However, it does show the interconnectivity between the two projects.

The Project provided capacity building, institutional and technical advisory support to ICRIC, MoCA and FNTWG. Operational support was also provided to MoCA and ICRIC which included the rehabilitation of selected offices; equipment; salaries of young graduates and national/international experts and other running costs, i.e., provision of internet, communications, stationeries, and transport. The project also supported activities that foster consensus-building on key contentious issues as well as providing capacity support with regards to mediation, facilitating dialogue processes particularly at the technical level, providing technical advisory support to the key players in the constitutional review process in their efforts to plan and work jointly to bring together stakeholders at all levels of government and the community to build consensus around a range of outstanding constitutional issues (allocation of powers, resource sharing, fiscal federalism, justice and corrections model, type of government, status of Mogadishu City, and responsibilities for security).

CRSP also provided institutional support (operational and technical) to the national counterparts from the FMS in Puntland, Jubaland, Galmudug, South and Hirshabelle (FMS MOCAs) to enable them to operate in an efficient manner. FMS-MOCAS assisted FGS-MOCA, OC, and ICRIC to implement the Master Plan in federal member states.

The Project sustained support to the MoCA with the following activities:

- In March 2018, MoCA held the fourth MoCA Forum in Baidoa, South-West State. The Forum was attended by MoCA-FGS, FMS (Puntland, Jubaland, South-West, Galmudug, Hirshabelle) and Banadir Regional Administration. This Forum was part of the preparations made by MoCA for the National Constitutional Convention (NCC). The meeting was used to exchange work plans and plans for civic education and public outreach programs.
- In April the Project supported an Induction and Operation Management Skills Training conducted by MoCA and attended by 20 participants (M:18, W:2). The participants were comprised of newly recruited young graduates and permanent MoCA staff for the purpose of improving their capacity to boost their effectiveness, efficiency, skills and knowledge on computer management, financial and information skills.
- In July 2018, the Project supported a Joint Planning Retreat for key role players in the Inclusive Politics Cluster of the FGS. The event was organized by MoCA, the Federal Ministry of Interior, Federal Affairs and Reconciliation (MOIFAR), and facilitated by the Federalization National Technical Committee (FNTC). The retreat provided a platform for all key players, MoCA, MOIFAR, FNTC and NIEC to align their work to achieve the tasks identified as well as renew commitment by all role players to build on the momentum generated by the NCC.

- The project also supported a follow up retreat in August 2018 in Nairobi to bring together FNTC, MoCA, MOIFAR and the Ministry of Justice (MoJA) to discuss the next steps in the constitutional review process and to identify legislations required as well as to build consensus on the tasks needed to meet the 2019 deadline set by the Federal Government. Representatives from the UN, donor partners, international organizations, Conflict Dynamic International (CDI) and the Forum of Federations also attended. On the way forward, the participants stressed the importance of interpreting and translating these agreements into laws and constitutional text. They also agreed that to legitimize the process as well as the outcomes, more engagement between FNTC and the line ministries must be facilitated. Unfortunately, the agreements were not translated into laws or constitutional text.
- In April 2019, the MoCA held its sixth MoCA Forum in Kismayo, Jubaland State. The Forum was attended by MOCA, FMS (Puntland, Jubaland, South-West, Galmudug) to discuss key constitutional issues, engage all key political players at both federal and regional levels on the consultation on the reviewed 10 constitutional chapters and other critical issues requiring consensus.
- In July 2019 a meeting between MoCA and Chief of Staff of the President and heads of departments and advisors took place wherein D-G presented a report on the activities of the Ministry, achievements, plans and the challenges faced to complete the CRP. The DG highlighted the progress made on the technical review but also noted that a lot of efforts are needed to address the political issues in the constitution. He also highlighted the ministry's efforts to carry out civic education and consultation campaigns.
- In February 2020, MOCA supported by MOIFAR, organized FGS Inter-Ministerial Meetings with the purpose to get FGS perspective on constitutional review process and allow FGS ministries to find common group before the cabinet retreat. Sessions were well attended with participation of the line ministers and their technical teams, supported by experts from UN, WB, and other international organizations. 700 participants (W:118, M:582). As a result of these consultations, MOCA and MOIFAR developed various proposals with line-Ministries on power sharing and resource allocation issues

The project also provided support to ICRIC as follows:

- In 2018, OC and ICRIC completed and finalized the revision and technical amendments of the first five chapters of the Provisional Constitution. In May 2018 OC gave this important task to ICRIC to technically review chapters 1-5 provisional constitution which aimed to remove all technical errors in the provisional constitution. The FNTC also engaged on the issues that required political agreements and settlements between FGS and FMS.
- In February 2019, the construction of new offices for ICRIC were completed. The new offices were intended to enable ICRIC to finalize the drafting of the constitution and carry out its constitutional work in as an inclusive, consultative way. The new premises were to assist ICRIC staff and commissioners in their public consultation and outreach work

- In February 2019 technical review of Chapters 6-15 were undertaken by ICIC and OC. ICIC completed the technical review and submitted them to OC for review. Joint working sessions were held between OC and ICIC to discuss corrected technical errors.
- In 2020, the Project supported OC and ICIC audit of the 2nd draft after consultations and concluded that out of 157 reviewed articles, only 18 articles required political negotiations
- In 2020, the 3rd revised version of the Constitution was drafted based on successful coordination and cooperation between the MoCA, OC and ICIC. OC and ICIC further disaggregated technical articles from the controversial ones that require further political consensus.

Notwithstanding the support provided to the tri-entities, in 2020, in coordination with international partners and other UN agencies, a review of the second revised version of the constitution was undertaken for compliance with international human rights conventions. Of major concern was the article which defined the age of maturity. The Provisional Constitution had defined child as a person under 18 years of age whereas the reviewed article 28 of the 2nd draft of the Constitution defined it as a person under 15 years of age. While MoCA, ICIC and OC agreed to incorporate the definition contained in the Provisional Constitution in the 3rd version of the Constitution based on UNDP's and the UN's actions, this amendment to the 2nd version of the Constitution sparked debate as to UNDP's ability to provide technical advice to the tri-entities.

Project support to the FMS was provided as follows:

- As part of the objective of the Project to strengthen the capacities of the FMS and Banadir Regional administration to effectively contribute to the constitutional review process, in October 2018 MoCA with the support of the Project provided a training on key priorities and processes in the Constitution Review Process (CRP) to 30 staff (M:21, W:9). The purpose of the training was to build the capacity of the Puntland Ministry of Justice, Religious and Constitutional Affairs staff to further deliver training for public and partner institutions on the constitutional review process, to enhance staff awareness around key policy and political issues related to the CRP and to enable Puntland to play an effective and leading role in the constitutional review process
- Majority of activities could not be implemented due to corona virus, instead FMS MOCAs developed/reviewed strategic plans and key policy documents and focused on building technical and administrative capacity of staff to ensure FM MOCAs delivery of service.
- In 2021, project provided technical and operational support to the national counterparts in FMS. The MOCAS in South-West, Galmudug and Hirshabelle organized consultative meetings on the 3rd draft of the reviewed Constitution bringing together representatives from state ministries and CSOs, including women and youth, etc. Consultations resulted in reaching consensus on the new draft version. A total of 326 Somalis participated in the consultations (South-West W:29, M:75; Hirshabelle – W:38, M:61, Galmudug W: 53, M:70). Representatives from the aforesaid FMS participated in dedicated discussions with ICIC, MoCA, and OC to finalize the 3rd draft of the revised Constitution, agreed to disaggregate technical from contentious articles and ensure compliance of proposed amendments to international and regional conventions

The project provided support collectively to MoCA, ICIC and OC as follows:

- In February 2019 MoCA, ICRIC and OC organized a joint retreat aimed to discuss progress made, challenges faced in the implementation of the joint roadmap, and to agree on next steps. A technical committee comprising nine members (M:7. W:2) from the three institutions reviewed the roadmap.
- In February-March, a further joint retreat brought together 39 participants (M:34, W:5) from OC, ICRIC, and MoCA as well as representatives from UNDP to build a stronger relationship between the parties and to develop a plan for consultation on the amendments proposed under the constitutional review process. OC, ICRIC and MoCA worked to develop a common approach and strategy as well as a work plan for the consultation process, identified key constitutional review issues requiring consultation and outlined the key stakeholders to be consulted in the reviewed chapters of the constitution.
- In July 2019, Somali President Farmajo met with MoCA, OC, and ICRIC to update the President on the pending issues that require political dialogue between FSG and FMS at which the President urged the constitutional review bodies to accelerate their work to complete the process within the mandated timeframe.
- In September 2019 another joint retreat on new roadmap of finalization of CRP was held with MoCA, OC, and ICRIC to agree on a new roadmap deadline wherein it was unanimously agreed to extend the December 2019 deadline to June 2020. It also called upon FGS to finalize on appointing members to ICRIC
- In January 2020, UNDP CRSP team, coordinating with UNSOM, supported MOCA, OC, and ICRIC to develop a Master Plan to complete the constitutional review process by June 2020 in line with MAF. MOCA, OC and ICRIC submitted the 2nd revised version to federal Parliament, President, PM, the presidents of the FMS and chair of Banadir Regional Administration in January 2020 and this version became the base for consultations that were subsequently initiated at federal and state levels.
- In February 2020, a historic inter-ministerial retreat/session was organized by MoCA and MOIFAR. It was the first time that such a high-level discussion took place on federalism in terms of constitutional review and functional assignments between FGS and FMS. The session produced a policy paper on federalism and different options on federalism that were prepared by the two ministries and endorsed by the two ministers. This work was facilitated by the PSP, CRSP, and REFS projects, thus reflecting intra-portfolio synergies. Moreover, it was noted that this inter-ministerial session was the biggest breakthrough achieved by PSP, CRSP, and REFS in that the projects succeeded in bringing MoCA and MOIFAR together to join forces and act together facilitating cabinet's discussions towards defining federalism and the issues surrounding it.
- In 2021, MoCA, OC and ICRIC finalized handover reports about the constitutional review process after a consultation meeting with CSOs and three FMS (South-West, Hirshabelle and Galmudug) that was organized in Mogadishu. The meeting brought together 157 participants (W:18, M: 139). The handover reports contain information about the progress made so far, the achievements, the challenges encountered, proposed actions for the next government and the Parliament and the way forward. Reports were submitted to 11th Parliament and the new Office of the Prime Minister, thereby enabling the new administration to pick up from where the previous parliament

and government left off, safeguarding the achievements made thus far and, in this way, attempting to prevent the constitutional review process to start afresh. A good indication is, as previously mentioned, that the last National Consultative Council, held on 11-12 June 2022, prioritized completion of the constitutional reform, requesting to preserve the gains made so far in the process

In summary, with support of the Project, MoCA, ICRIC and OC were able to complete a technical review of the Constitution. However, no agreements that were reached at the line ministry level were codified. Engagement with the political leadership of the country was limited. Notwithstanding the fact the activities undertaken by the CRSP were jointly undertaken by the tri-entities, according to several stakeholders, the OC became the driver of the constitutional review process and assumed the role and responsibilities of ICRIC due to the lack of capacity of its members which could be attributed, inter alia, to the fact the FGS did not endorse FMS members to the Commission. Instead of simply overseeing the constitutional review process, OC appears to have also managed the process. At the time of the evaluation, there were only 2 members of ICRIC, and the Deputy-Chairperson was also serving as the Acting-Chairperson. Consequently, the role of ICRIC was regarded by some national counterparts and other stakeholders as ineffectual.

Support to OC which was crucial to the constitutional review process was essentially provided by the PSP. It appears that the decision to support the OC through the PSP was made to make the PSP more attractive for donors. Future programming for the constitutional review process should embody support for all the players involved in the constitutional review process, including MoCA, ICRIC, OC and FMS, into one project

Greater emphasis and attention need to be placed on ensuring that the Constitution complies with human rights conventions and other international instruments to which Somalia is a party.

Public Outreach and Civic Education – Output 2

The National Constitutional Convention (NCC) to officially launch the second phase of the review process was convened by MoCA, OC, and ICRIC in May 2018 to garner support for the constitutional review process and provide information on how the process is to be managed. A final draft of a joint work-plan was developed by MoCA, OC, and ICRIC and agreed upon by NFP, the PM, Heads of FMS, and the President of the FRS. The historic convention brought together high-level dignitaries and representatives from federal government, FMS, civil society, partners, youth, donors, and Somali diaspora.

During 2018, inclusive civic education and public outreach enhanced as an essential element in ensuring public participation in the constitutional review process and in educating Somali citizens on their constitutional rights and duties. UNDP provided support to MoCA, ICRIC, and OC to facilitate the public awareness and other civic education programmes in coordination with the MOCAs of FMS as follows:

- From January-April 2018, a joint mission was conducted by MoCA, OC and ICRIC to Puntland, Jubaland and Hirshabelle States aimed at engaging all stakeholders in the constitutional review process

- In April 2018, Training of Trainers (ToT) on civic education and public outreach was conducted in Mogadishu. The training was attended by 50 participants (M:41. F:9) from MoCA, OC, ICRIC, FMS, Banadir Regional Administration as well as Civil Society Organizations. The purpose of the training was to increase the knowledge of the participants on civic education and public outreach, explore methods of collaboration, and scrutinize the application of different designs of civic education and public outreach that are tailored to reach the broader public and minority groups
- MoCA with support of UNDP, conducted two separate ToTs on Civic Education and Public Outreach in August in Adado, Galmudug and in September in Jowhar, Hirshabelle. The trainings were aimed at building the capacity of CSOs and government officials of Galmudug and Hirshabelle regions on civic education and public outreach, as well as preparing civic educators to carry out wide-ranging civic education and public outreach activities on the constitutional review process
- In October 2018, MoCA convened an orientation workshop for engaging youth in the constitutional review process
- In October 2018, an orientation workshop for engaging women's participation in the CRP was organized by MOCA the objective of which was to give women an opportunity and space to participate in the CRP to ensure that their constitutional rights are well protected in constitution. The orientation was attended by 22 women from CSOs and women's rights organizations
- In October 2018, MoCA organized an orientation workshop for engaging CSOs which was attended by 30 participants. The objective of the session was to implement civic education campaign to ensure inclusivity in the constitutional review process.

As public participation in the Somali constitution-making is very important as it enhances the legitimacy of the constitution, in 2019 the Project continued to support MoCA, ICRIC, and OC to facilitate public awareness and other civic education programmes in coordination with the FMS to educate public on issues arising from the constitutional review process. The Project sustained support for the following activities:

- From January to March 2019, OC ran an online opinion poll on social media on some of the key articles of the provisional constitution which were under review. The online poll brought the voices of around 40,000 citizens into the discussion to reflect a sense of ownership around the constitutional review process
- In May 2019, a public consultation on fundamental rights and duties of citizens in the context of Chapter 2 of the Provisional Constitution was held in Baidoa, South-West State. The Forum was intended to educate CSOs and citizens about various articles on fundamental human rights guaranteed in the Somali constitution. Forum was attended by 146 participants (M:81, W:65) from CSOs and public
- In September 2019 MoCA and NIEC organized a joint forum to discuss women's quotas and gender equality as well as promoting women's political participation
- In September 2019, ICRIC held three different consultations for women participants (117), youth participants (130) and religious leaders (130) in Mogadishu. Representatives from ICRIC, OC,

MOCA, ministers, chairperson women's caucus, chairperson of Somali National Commission for Women

- In October 2019, a forum focused on recognition and promotion of Somali women's political participation on the constitutional review process was attended by ICRIC, OC, women members of both houses of the federal parliament, women from CSO Puntland, Jubaland, Southwest, Galmudug, Hirshabelle and the Banadir regional administration. Participants reaffirmed their commitment to participate in the constitutional review process and safeguard the constitutionalizing of issues related to the rights of Somali women. The event was attended by 174 participants (M:3, W:171)
- In November 2019, MoCA held consultation meetings with Somali intellectuals and professionals on the constitutional review process
- Small grants were provided to CSOs, women and youth organizations to implement awareness raising and outreach activities relating to the Constitution as well as participation in the constitution-making process. Approximately 965 participants (M:467, W:498) were reached through community gathering and social media in all regions – Banadir and FMS. The awareness campaigns enhanced the participation and knowledge of various groups including women, youth and CSOs on the constitutional review process

In 2020, MOCA, OC, and ICRIC actively communicated with the public using electronic and social media providing information about the progress on the review of the constitution. MOCA developed and implemented a communications strategy. Following the strategy, the MOCA published information about the constitutional review process on social media (Facebook, Twitter, local websites, etc.), issued newsletters and bulletins and communicated with the public through electronic media (radio and television). In 2020, MOCA partnered with local Universal TV and produced video messages, talk shows, radio dramas and a short documentary about the achievement of the constitutional review process explaining challenges, achievements, and commitment of the tri-entities to finalize the Constitution.

ICRIC also actively communicated with Somalis through electronic media, websites, and social media to raise citizens' awareness on the achievements completed. OC media department prepared programs and messages that were disseminated through local radio and TV channels to enhance the awareness of the public on CRP. Information about amendments were regularly posted on the OC's website and social media.

In 2021, MOCA, OC, and ICRIC, continued to separately and collectively, actively communicate with the public using electronic and social media, providing information about the progress on the review of the Constitution, and enabling the public to closely follow up on the tri-entity activities.

In summary, the CRSP was effective to a certain degree in ensuring inclusivity and transparency of the constitutional review process through its support for civic education and public outreach campaigns thereby widening the scope of ownership of the constitutional review process. The project attempted to engage women and CSOs in its civic education and outreach campaigns but greater engagement with these groups should be prioritized. Data regarding the inclusion of other marginalized groups, including persons with disabilities was limited, notwithstanding assurances from stakeholders that these groups

were consulted. Moving forward, civic education should include more gender-specific activities and programmes specifically targeting persons with disabilities. Engagement with FMS as partners in the constitutional review process and not only as participants in future civic education programmes should also be considered.

Implementation of Outreach Strategy and Civil Society Engagement – Output 3

CRSP envisaged UNDP support for strengthening the capacities of MoCA for outreach and dialogue, activities for developing and implementing inclusive and transparent public consultation process, enhancing capacities of journalists and media to analyze and inform about constitutional issues, equip CSOs to effectively engage and participate in the constitutional review process, and strengthen women's and youth participation in the constitution review process. Following the completion of the technical review of the provisional constitutional chapters, the MOCA, OC, and ICRIC began consultations with different groups including women, youth, CSOs, religious representatives as well as key relevant institutions at the federal and FMS levels. The following activities were supported by UNDP:

- In July 2018, a Public Engagement Forum to inform, engage and advise the public on the Baidoa Agreement on Resource Sharing and the Electoral Model was held in Mogadishu. Panelists included representatives from Office of the Prime Minister (OPM), MoCA, Ministry of Interior, Federal Affairs and Reconciliation (MOIFAR), Ministry of Petroleum and Mineral Resources (MOPMR), Federalization Negotiation Technical Committee (FNTC), and the National Independent Election Commission (NIEC).
- A second Public Engagement Forum was also organized by MoCA in July 2018 on the Somali Constitution and its compliance with Islamic Shariah in Mogadishu
- In October 2018, MoCA held an orientation workshop on the implementation of media campaigns related to the constitutional review process with media houses in Mogadishu. The workshop supported journalists and media to serve as intermediaries between the review bodies and the population to allow for broader public dialogue and to make people's voices heard by the constitution-making bodies. The workshop aimed to enhance the capacity of journalists and the media to analyze and inform about constitutional issues and establish strategic partnerships between the key players and the media
- In December 2018, the Ministry of Constitution, Federal Affairs and Democratization (MoCFAD) of Puntland conducted in Puntland a consultation workshop for governmental institutions and CSOs on key policies and processes relating to the constitutional review process. There were 58 (M:37. W: 21) participants from key relevant government institutions and CSOs. The objectives were to present revised chapters of the Constitution to the Puntland government institutions and CSOs staff to enhance their awareness about key policy and political issues related to CRP and to enable Puntland to play an effective and leading role in this national process. The workshop was to serve as a pilot project as the specific aim of the workshop was to consult with participants about the implementation of a state-wide public consultations about the reviewed chapters.
- The Ministry of Constitutional Affairs, South-West State organized a public awareness session on contentious issues on the provisional constitution in Baidoa focusing on Baidoa agreement, to

facilitate inclusive and effective participation to resolve the issues in the ongoing review process. The workshop was attended by 140 participants from CSO, youth groups, students, elders, academics, young graduates and included both men and women. Participants recommended to extend such awareness raising sessions to other districts of South-West state

- ICRIC held a consultation in December 2018 to ensure that all Somali sections have been consulted and their views considered in the constitution review process by targeting two groups, women, and religious leaders. 100 members from women organizations from the Banadir Region attend the meeting

In 2019 CRSP supported the following activities:

- MoCA conducted a ToT on Civic Education and Public Outreach in Kismayo, Jubaland which was aimed at building the capacity of CSOs and government officials of Jubaland region on civic education and public outreach as well as to prepare civic educators to carry out wide ranging civic education and public outreach activities on the CRP. Training was attended by more than 75 participants (M:40, W: 35) from Jubaland CSOs as well as civil servants from the Jubaland ministries
- In June, the Jubaland Ministry of Constitution and Federal Affairs, organized two civic education consultation workshops on the constitution review process and was attended by a range of community group representatives, including Kismayo District Women Association, Disability Advocacy Groups, Youth Advocacy Organizations, Council of JSS Traditional Elders and representatives from government institutions, members of Constitutional and Legal Affairs Committee of the Jubaland State Assembly, other JSS based CSOs. Ministry also organized a Symposium on Constitution Review Consultation at which a functional Constitution Review Committee comprising of members of the Jubaland Parliament Constitutional Committee and CSOs was formed to discuss the ongoing constitution review process in relation to Jubaland State
- In Galmudug, the Ministry of the Constitution of Galmudug State of Somalia held four conferences in Dhusamarch, Adado, Guriceel, and Godinlabe districts for engaging CSOs in the civic education process. A seminar on Youth and Women Participation in the Constitutional Review Process was organized in the Adado district. These series of workshops gave an opportunity to involve youth and women in the constitutional process; promote inclusion of Galmudug youth and women's rights in the proposed Constitution; and understand and appreciate the role of Galmudug women in their constitutional process. 400 participants (M:226, W: 154) attended the conferences
- In Puntland, the Ministry of Justice, Religious and Constitutional Affairs (MOJRACA) and the Office of the President conducted four constitution and civic education events at the state level

In 2020 and 2021, the Project sustained support for the following activities:

- Following the meetings of the FGS ministers, public consultations were organized in Mogadishu, Hirshabelle, Galmudug and South-West state to collect the opinion of the states' institutions, leadership, civil society, and citizenry on the constitutional review. Moreover, Hirshabelle, Galmudug and South-West States and Banadir administration provided their official comments on the Constitution which together with outcomes of the consultations resulted in drafting the

third version of the Provisional Constitution. Consultations gathered relevant representatives of the institutions of government, as well as CSO, and all societal groups, including women and youth organizations and activists, think-tanks, tribal and religious leaders, etc. During these consultations, MOCA, OC, and ICRIC handed over the reviewed chapters of the Constitution to the states' administration and requested their input. Subsequently, they organized the inter-regional conference with the purpose to agree on further amendments of the articles which resulted in the drafting of the 3rd revised version of the constitution. 2,169 Somalis participated in the consultations (Galmudug, W:234, M: 796; South-West W: 187, M:454, Hirshabelle W: 139, M: 359.

- In December 2020, MOCA organized a DG forum, gathering DGs from FGS and FMS and relevant technical advisors to follow up on the inter-regional conference for technical finalization of the review of the Constitution, prepare for the lessons learned conference during which the final draft of the revised constitution will be presented to show FMS that their inputs and comments have been integrated and to give them another opportunity to provide further comments and strengthen the institutional memory and hand over the knowledge to the upcoming government to safeguard achievements accomplished to-date. 31 persons participated in the forum (W:4, M: 27)
- In 2021, MOCA, OC, and ICRIC successfully organized final rounds of consultations in Mogadishu with 290 (W:49, M:241) representatives from the FMS (Hirshabelle, Galmudug, and South- West, CSOs, women, youth, think-tanks, etc.) to obtain feedback and inputs on the third revised version of the provisional constitution. The third draft contains 157 articles, 24 articles (19%) require further political negotiation while the remaining 143 articles (81%) are of a technical nature that can be relatively easily agreed by Somali leaders.

Notwithstanding the lack of political will in the FGS and all the FMS to make the review of the constitution a priority and the political impasse between the FGS and FMS which culminated in FGS President Faarmajo issuing a decree on 24 December 2020 deferring review of the Constitution and the procedure of approving the Constitution and its adoption to the 11th Parliament, the CRSP was successful in concluding the technical review of the constitution which culminated in the 3rd version of the draft constitution. However, there are outstanding constitutional issues that need political attention and political dialogue that need to be resolved which the CRSP was unable to resolve.

The project provided technical, operational, capacity building and infrastructure support directly and indirectly to all three constitutional making bodies, MoCA, ICRIC and OC, as well as FMS alongside the support already provided by the PSP. Support received from UNDP for the constitutional review process was regarded by FMS counterparts as extremely effective. UNDP is the only institution providing support to the FMS- MOCAs, notwithstanding the FMS were not included in the design phase of the project. According to some FMS counterparts, the FMS was excluded from participating in the actual review of the Constitution. Their involvement was limited to consultations after the constitution had been reviewed.

The project also managed to ensure inclusivity to a limited extent through its civic education and outreach, including working with CSOs to expand the project's outreach.

Handover reports have been prepared as an attempt to safeguard the gains made in the 10th Parliament

As constitutions provide the foundations on which governance and peace are built, the CRSP significantly contributed towards Somalia's governance and peace building priorities through its support of the constitutional review process notwithstanding that the constitution was not finalized. Going forward, technical assistance towards progress of the constitutional review process should be aligned to a political strategy and guided by political facilitation for consensus building. Also, CRP should be linked to other state building processes, such as direct elections, security and justice architecture, reconciliation federalism, human rights framework, etc.

4.3.3 REFS

The project's main achievements are organized based on broad categories constructed for the purpose of this evaluation. The categories used here are: (i) Support for the Conduct of Elections; (ii) Reconciliation and Mediation; (iii) Boundary Delimitation; (iv) Federalism; (v) Institutional Development of Key Government Stakeholders; and (vi) Strengthening Civic Engagement on Reconciliation and Federalism.

Support for the Conduct of Elections

One of the most relevant and crucial contributions of the REFS project has been its support for the resolution of conflict emerging from Somalia's electoral process. The organization of elections has been for Somalia one of most challenging and critical aspects of governance. While the REFS project has not been involved directly in any sort of support for the organization of elections, it has been crucial for containing the escalation of conflict and violence at two key points in time.

The first point was the 17 September 2020 Agreement on the electoral framework. The REFS project played an instrumental role in unblocking the political gridlock that had resulted from the parties' disagreements on the electoral framework and timeline. The REFS project supported the conduct of high-level political dialogues and negotiations, starting with the National Consultative Council (NCC) meeting held in Dhusamareb in July 2020. This was the first face-to-face meeting of FGS and FMS leaders after more two years and as such it was a significant milestone that led to the agreement on the electoral framework in Mogadishu on 17 September 2020. The agreement was approved by the two chambers of the Federal Parliament on 27 September 2020, providing good foundations for a peaceful transition of power.

The second point was the resolution of the acute electoral crisis in May 2021 (the context for this crisis is briefly summarized in the table below).

Box 2: Somalia's Electoral Crisis in Early 2021

Somalia missed the deadline for holding legislative and presidential elections before the expiry of the President's term of office as per the 17 September 2020 Agreement between the Federal and member state leaders. The leaders' Agreement scheduled the Federal Parliament and Presidential elections respectively for December 2020 and February 2021.³⁸

³⁸ Previous parliamentary and presidential elections took place in late 2016 and early 2017 through a system of indirect suffrage.

The political impasse between the President and Jubaland and Puntland leaders contributed to the deadlock over the organization elections as planned. Disagreements over the selection of the Gedo and Somaliland parliamentarians undermined election talks held in Dhusamareb (February 1-6, 2021). The disagreement prompted a constitutional crisis. With the electoral deadline missed, discontented opposition leaders blamed the President for hindering the organization of elections, challenged the incumbent's mandate, and demanded that he stepped down. Tensions escalated into an armed confrontation in Mogadishu between supporters of the President and clan-affiliated opposition leaders when the House of the People unilaterally extended the term of President Farmajo by two years in April 2021. The Upper House challenged the unilateral decision by the House of the People to approve the extension as unconstitutional; the House of the People later annulled this decision.

The political crisis resulting from the protracted dispute about elections reached its peak in April 2021, when federal security forces began to split along clan lines. Armed clashes between federal forces and opposition-affiliated forces, which occurred in northern Mogadishu on 25 April, did not escalate into full conflict. A full-scale conflict was narrowly avoided when the President mandated the Prime Minister to resolve the political stand-off and prepare the way forward towards peaceful and credible elections under the PM's leadership.

Considering the severity of crisis described in the box above, the REFS project supported the Office of the Prime Minister to convene a successful consultation summit in Mogadishu in 22-26 May 2021. Chaired by the Prime Minister and attended by the Puntland, Jubaland, Galmudug, Hirshabelle, and South-West Presidents and the Governor of Banadir Region, the summit brought together NCC leaders and enabled them to reach consensus on the implementation the 17 September 2020 Agreement on holding elections for the federal constitutional bodies. This support resulted in the 27 May 2021 agreement between Somalia's national and Federal Member State leaders to proceed with parliamentary and presidential elections on the basis of the 17 September 2020 Agreement. The agreement included a schedule for the various processes underpinning the organization of elections. This breakthrough agreement was welcomed by the UN Secretary-General.³⁹ Further agreements related to the organization of elections were reached in June 2021 and August 2021.

Despite the agreements reached, progress towards implementing the agreements of 17 September and 27 May 2021, June 2021, and August 2021 on the organization of elections has been slow. The election of the Upper House began on 29 July 2021 in all Federal Member States and culminated with the election of all 54 members. With REFS support, the NCC has been able to preside over the electoral timetable and preparations for the election of the House of the People, clarifying the selection of electoral delegates, the process of identifying elders responsible for selecting electoral delegates, electoral security, and the procedures for financial administration. Further, jointly with UNSOM, REFS supported the May 2021 NCC Agreement, leading to an agreement on the state building road map, stating that constitutional review process and other related matters are priorities for Somalia.

³⁹ Link to the statement [here](#).

While the REFS project provided crucial support for the resolution of the electoral crisis, the outcome was influenced by a number of factors and entities, including strong international advocacy and support from UNSOM. The role of the REFS project was in primarily providing technical and administrative support to the NCC and OPM. Furthermore, while urgent mediation efforts certainly helped diffuse tensions, an inherent community-level resilience, deriving from painful memories of the civil war and a strong reluctance to regress, was present. This resilience appears to have been vital in containing the escalation of violence. The imminent threat of armed conflict fostered a sense of urgency and encouraged the parties to resume the electoral dialogue. Delivery of national elections in compliance with the agreements communicated on 27 May is perceived by most key political stakeholders as important for preserving a peaceful trajectory.

Reconciliation and Mediation

Another key area of activities for the REFS project has been the support it has provided to the reconciliation and mediation process at various levels. At the institutional level, in close cooperation with the Ministry of Interior, Federal Affairs and Reconciliation (MOIFAR-Federal) and related FMS bodies, the project has supported the establishment of the National Reconciliation Commission/Forum, development of reconciliation plans at the FGS and FMS level and the organization of a range of events aimed at fostering a better institutional climate around the reconciliation process. At the community level, the project has supported the implementation of the National Reconciliation Framework (NRF), a process that has resulted in the resolution of some inter and intra- clan conflicts through inclusive reconciliation and mediation efforts. The following is a brief description of the project's achievements in this area.

As part of wider international support, the REFS project has supported the development of the policy framework for reconciliation. This work has centered on the National Reconciliation Framework (NRF), Somalia's strategic framework for reconciliation endorsed by Federal Cabinet in March 2019.⁴⁰ Additionally, the project has supported MOIFAR-Federal in promoting the NRF within FGS institutions. Also, the project has supported MOIFAR-Federal launched a pilot project that uses "*oral historiography*" as a tool for peacebuilding. Under this initiative, a team of national and international experts were engaged to explore the potential of "*oral historiography*" to resolve local conflicts successfully. The recruited ethnographers have thus far completed 20 case studies.

The REFS project has also supported the organization of a number of events that have promoted dialogue and understanding among federal and member state stakeholders, as well as civil society, around the reconciliation process. The REFS project organized 18 events (trainings and conferences) related to reconciliation, which included, government officials, community leaders, clan elders, women, and youth

⁴⁰ The Ministry of Interior, Federal Affairs and Reconciliation (MoIFAR), with international technical support from the United Nations Development Programme (UNDP), United Nations Assistance Mission in Somalia (UNSOM), Finnish Church Aid (FCA), the Nordic International Support (NIS) Foundation, and various embassies, led the process of drafting the national reconciliation framework (NRF) for Somalia. After consultations with a wide range of stakeholders, the NRF was approved at a national reconciliation conference in Mogadishu attended by more than 300 participants in February 2019. The Council of Ministers then approved the NRF on 21 March 2019.

groups, as well as CSOs. These events were attended by about 2,000 men and 390 women. The following are some examples of key REFS events in support of Somalia's reconciliation efforts.

- In 2019, the REFS project supported the MOIFAR-Federal, the Office of the Prime Minister (OPM) and the Galmudug Administration in organizing the Galmudug reconciliation conference, an event attended by around 720 participants from 11 clan representatives in which clan leaders discussed the reconciliation process and the establishment of the second-term administration of Galmudug State.
- In January 2021, the REFS project supported MOIFAR-Federal in the organization of a National Consultative Session on conflict prevention, mediation, and peacebuilding in Garowe. The event brought together relevant federal and member state government bodies, as well as a wide range of non-state participants. The forum increased participants' awareness of the mandate and operations of the Federal Government, including general knowledge about the National Reconciliation Framework and the National Reconciliation Plan, and facilitated dialogue between federal and member state stakeholders on critical matters vital for the success of the national reconciliation efforts. MOIFAR-Federal prepared an inventory of existing and needed FMSs institutional capacities for conflict mediation, prevention, and peacebuilding.
- In October 2021, the REFS project supported MOIFAR-Federal in organizing the Annual Review Conference of the National Reconciliation Plan (NRP), which brought together Federal and Member State government stakeholders, civil society, and MOIFAR partners to discuss NRP's implementation progress and future plans.
- In October 2021, the REFS project supported MOIFAR-Federal in organizing a meeting of FMSs line ministries and the Banadir Regional Administration (BRA), which established a National Reconciliation Coordination Forum of MOIFAR, BRA, and the FMS line ministries. Going forward, the forum is expected to serve as a platform for coordinating reconciliation interventions and efforts of the Federal and member state governments and BRA, sharing knowledge, facilitating public discussions, fostering collaborations toward reconciliation, as well as measuring and monitoring progress toward the implementation of the NRP and RRP.

Another key area of contributions by the REFS project has been its support to MOIFAR-Federal for the mapping of active regional and local conflicts. The mapping process has consisted of the systematic collection of information that includes a description of each conflict's profile, key actors, and their interests, as well as conflict dynamics. The data collection process has been completed for the Puntland, Jubaland, and Galmudug Federal Member States, as well as Banadir Regional Administration. A total of 72 conflicts have been mapped (by region). Mapping results are currently being consolidated and will be further validated by stakeholders. The information collected through the mapping process will become part of a nationwide conflict database.

The REFS project has also facilitated the reconciliation and mediation of inter- and intra-clan conflicts at the community level. The conflict mapping has provided an empirical baseline for the development of regional reconciliation plans (RRPs). Two regional reconciliation plans (for Banadir region and Puntland) have been formulated with REFS support. These plans identify actions, timelines, and targets for priority reconciliation interventions at the regional and local level and in line with the national reconciliation plan.

Box 3: Examples of Conflicts Mediated with the Support of the REFS Project

In Hirshabelle, the Adale conflict was resolved. With REFS support, conflict reconciliation was achieved between the Eli Omar and Abdalla Arone communities of the Abgal subclan of the Hawiye clan. The Eli Omar and Abdalla communities in and around the Adale district had been devastated by sporadic but protracted conflicts over land and land-based resources. Besides the lives lost, these clashes isolated and impoverished both communities by preventing movements of goods and people from and to Mogadishu. Supported by the REFS project, the President of Hirshabelle State hosted a reconciliation conference from 11-14 November 2021, ending the hostility between the two communities involved. Upon the end of the conference, the Eli Omar and Abdalla communities signed a peace agreement, resulting in the cessation of hostility, restoration of peace, and free movement of goods and people.

In the Southwest State, the REFS project brokered a reconciliation between the two clans in Baidoa (Harin and Lisan). Also, some clan conflicts emerged during the process of district council formations in Dinsor district, wherein the REFS project helped to facilitate a reconciliation between the two conflicting clans in Dinsor district.

In Galmudug, the REFS project supported MOIFAR-GSS to successfully mediate and reconcile the conflict between the Sa'ad and Ayr subclans of the Hawiye clan, which clashed over grazing rights in the Hananbure settlement (50 km north of Dhusamareb). MOIFAR-GSS brought an end to the deadly Hananbure Conflict, and the two clans agreed to a ceasefire and scheduled subsequent reconciliation processes.

In Galmudug, the REFS project supported MOIFAR-GSS to mediate and reconcile the conflict between the Fiqi Omar and Fiqi Mohamed subclans of the Dir clan. The two communities had been engaging in a politically motivated conflict for five years, in which one subclan supported ASWJ and the other the Galmudug State administration. This deadly conflict claimed the lives of 75 people. It has come to an end as a result of a REFS-supported week-long reconciliation conference spearheaded by the MOIFAR-GSS from 29 November to 5 December 2021. A peace agreement was signed between the two communities, and a joint committee was established to keep peace and oversee the implementation of the peace agreement.

In Galmudug, the REFS project supported MOIFAR-GSS to mediate the Abudwak territorial conflict between the Reer-dalal and Wagardha Mareehan kin groups. A peace agreement was signed between the parties involved.

In Puntland, the REFS project supported MOIFAR in the reconciliation between Obokar Ulus of the Sa'ad kin group of the Habr Gedir subclan and Saleeban Abdalle subclan of the Dir clan. The two Northeastern Galkayo communities had been devastated by a violent conflict that lasted for more than a decade. Following a week-long peace conference from 23-29 November 2021, the two former enemies have signed a peace agreement in Galkayo and established a joint committee tasked to keep peace and oversee the implementation of the peace agreement.

In Puntland, the REFS project supported MOIFAR to resolve the Iskushuban conflict. The Iskushuban conflict took place between the neighboring Majerteen communities of Osman Mohamoud and Muuse Saleebaan (also known as Ugaar Saleebaan) over new berkeds (reservoirs or water pans) and, by implication, the establishment of new settlements.⁴¹ A peaceful settlement of the conflict was reached,

⁴¹ Often constructed along seasonal creeks and water gullies, berkeds are used for harvesting rainwater. But because of the new and permanent settlements, pastoralists consider the establishment of berkeds a form of land grabbing,

and reparation was agreed. Additional measures and penalties were introduced to prevent the continuation of this specific conflict and enforce compliance.

In Puntland, the REFS project supported the reconciliation of two Harti subclan communities of Hassan Ugaas (Dhulbahante) and Isse Mohamoud/Mohamed Ugaar (Majeerteen) clashed over the construction of a berked and building by the Hassan Ugaas kin group in the shared grazing lands of Saaxo-magaag and Sanjebiye of the Boocame district in the Sool region.⁴² Fifty elders from the two communities participated peacebuilding skills training event which enabled them not only to improve their peacebuilding skills, but also to socialize, interact, and converse. This training seminar laid the groundwork for reconciliation and peaceful settlement between the groups.

In Puntland, the REFS project supported MOIFAR to resolve a conflict between two clans outside Kismayo city due to a revenge case. During the reconciliation conference, a ceasefire was agreed in Kismayo, and the case was solved.

In summary, the REFS project has played a key role in facilitating the resolution of several intra- and inter-clan conflicts throughout the country, which has led to avoidance of loss of lives, internal displacement and the inevitable poverty that is associated with it. Also, the work at the institutional level has been strategic and guided by the National Reconciliation Framework, whose development was supported by the project itself. The conflict mapping and the development of the RRP are crucial aspects of this strategic approach. However, there are challenges that require greater attention from UNDP and the project team.

- First, one key question going forward is how the instruments developed under these project (conflict mapping, RRP, etc.) will be sustained and institutionalized to become an integral part of Somalia's institutional landscape.
- Also, the project could have adopted a more integrated approach to tackling not only political conflict and communal conflict, but also violent extremism. These three types of conflict overlap and fuel each other in the context of Somalia and, as such, they need to be tackled in tandem.
- Another remaining challenge in this area is the need for a rigorous measurement of real progress on the ground with regards to reconciliation. The key question stakeholders and evaluations like this face is: How does progress with reconciliation look like and how can we measure it? The project was envisaged to support national institutions in the development of a *"Somalia Reconciliation Index"*

hence the clashes. In the case of Iskushuban, the berked establishment project took place in a small valley known as Kurtumo in the Iskushuban district of the Bari region. This communal conflict resulted in six fatalities and twelve injuries. Both the Osman Mohamoud and the Ugaar/Muuse Saleebaan each lost three men. Of the injured, two are from the Ugaar/Muuse Saleebaan and ten from the Osman Mohamoud. The latter also raided a lorry belonging to the Muuse Saleebaan and seized its shipments.

⁴² As a result of the conflict, seven people were killed and twenty-six were wounded. Movements stopped between the communities. Hassan Ugaas business owners operating in the Nugaal region closed their shops and fled from Garowe. Similarly, Mohamed Ugaar-owned businesses in the Sool region were closed, and business owners and most of the other Mohamed Ugaar (Isse Mohamoud) communities in the Sool region fled to Garowe. The Puntland government ordered the deployment of military forces to stop the fight and create a barrier of armed forces between the warring communities and advised the Ministry to initiate a reconciliation process.

(SRI), but this work been delayed as the baseline for the SRI had to come from the conflict mapping exercise.

Federalism

The project's progress in "federalism" has been quite limited since the main political focus starting from 2020 onwards has been dialogue on the electoral framework and organization of the elections. In this area, the REFS project has mainly helped with the organization of trainings. The project supported the organization of 7 federalism workshops in various FMSs on the concept of federalism (how the federal system and governance works - distribution of powers, state legitimacy, resource allocations/sharing and intergovernmental relations). These workshops were attended by a total of 371 men and 269 women. The project has also supported the development of the draft Framework of Functional Assignments on allocation of power, which was presented to high level political offices and key stakeholders. This framework is currently under discussion as part of constitutional review process. Furthermore, a consultative workshop on Developing Institutional Mechanism for the Effective Coordination and Management of Inter-Governmental Relations at FGS Level was organized with project support on 22 June 2021 in Mogadishu. The workshop was attended by the DGs of 27 FGS Ministries, including high-level representation from the Office of the President and Office of the Prime Minister. As a result of the workshop, a Directors General Coordination Forum was established, and the following recommendations were made informing the future roadmap of improved IGR at the FGS level. Inter-ministerial Working Sessions in Puntland (January 2021), Hirshabelle (June 2021), Jubaland (June 2021), and South-West (May 2021) FMSs. In Puntland, the Ministry of Interior Federal Affairs and Democratization (MOIFAD) facilitated inter-ministerial working sessions focused on functional assignments between the FGS and Puntland government institutions. As a result of this endeavor, the Puntland MOIFAD produced a Functional Assignment Matrix defining ministerial mandate and functions between the Federal Government and the Puntland State of Somalia.

The main constraint faced by the project in this area has been the lack of consensus among the country's powerbrokers on the preferred federalist model that affected other state building processes. As has been already noted, the project was designed with a view to supporting Somali Federal and FMS governments to *"implement their chosen method of State Administration and Federalism process."* The underlying assumption was that the REFS Project would operate in an environment where Somali politicians had negotiated their federal modus operandi and a federal constitution that formally allocates legislative and fiscal powers to the Federal and FMS governments. However, a political agreement on these critical decisions still remains *'work in progress.'* In the absence of political consensus on Somalia's federal modus operandi and amid persistent constitutional disputes between the Federal and member state governments over the distribution of powers and resources, the project has been unable to produce tangible results in this area. For example, the envisaged "Draft Framework of Functional Assignments on Allocation of Power" has not been adopted yet, as the issues enlisted in the functional assignments require political consensus. The debate on functional assignments is one of the most contentious issues surrounding the broader contest on allocation of power and distribution of resources between FGS and FMSs.

Given the lack of political consensus in the country on the issue of federalism, the only area where the REFS project could have made some contribution under the “federalism” theme is the production of educational information on the state-building process in the country. Overall, there is limited publicly available information on the wide range of issues related to the state-building process, specific underlying regional motivations, political challenges, and opportunities and pathways for political reconciliation. There is no adequate documentation of how public expectations and the people’s understanding of Somalia’s federal system compares across FMSs. Overall, the country lacks a comprehensive national communication strategy informing the Somali public, policymakers and actors involved in the state-building process. The REFS project had planned to support the conduct of a “*Baseline Study on the State of Federalism*”, identifying irritants and pathways to unlock the current stalemate on power sharing, resource distribution and functional assignments between FGS and FMSs. However, this work has experienced delays not related to the external environment and is now expected to be completed during the first half of 2022.

Boundary Delimitation

The REFS project has provided technical support to the Independent Commission for Boundaries and Federalism (ICBF) in formulating and implementing a five-year strategic plan for boundary demarcation. REFS’s support has also focused on stakeholder engagement and consultations aimed at building consensus and nurturing a common understanding on boundary demarcation between the Commission and FMSs. The commission has conducted several trainings and workshops related to boundaries and federalism in various location such as Hudur, Abdudwak, Adado, Kismayo, Garowe, Dhusamareeb and Mogadishu. These trainings have enhanced the knowledge of participants regarding boundaries and federalism. Through REFS’s support, the ICBF has concluded the demarcation and recognition of boundaries between several states. The support has resulted in three agreements on the delimitation line between Hirshabelle and South-West; Puntland and Galmudug; and Galmudug and Hirshabelle. These three inter-state agreements on boundary delimitation will be presented to the upcoming Parliament for endorsement. Also, the “*Formalization Report of Boundaries and Federalism Commission*” has been prepared but it has not been adopted by the Federal Parliament - awaiting submission to the new cabinet and the 11 Parliament for debate and adoption. Furthermore, the IBFC has identified and established the numbers and names of the country’s national districts.⁴³

Institutional Development of Key Government Stakeholders

Another key aspect of the REFS project has been the strengthening of the institutional and technical capacity of various national and regional government bodies to develop and operationalize the

⁴³ In support of this work, the ICBF collected boundary related data based on the districts existing before 1991 in all FMS. It has also established a GIS laboratory to conduct studies, carry out mapping, collect and review historical cartographic information, geospatial data, designs, and print new maps reflecting Somalia’s territorial changes.

administrative framework of federalism and inter-governmental relations. This work has targeted the policy development and implementation capabilities of key institutions such as Federal Affairs and Reconciliation (MoIFAR); Office of the President South West State of Somalia (OOP-SWS); Ministry of Constitution and Federal Affairs-Jubaland State of Somalia (MoCFA-JSS); Office of the President - Hirshabelle State of Somalia (OOP-HSS); Ministry of Interior Federalism and Democratization - Puntland State of Somalia (MoIFAD-PLSS); Ministry of Reconciliation and Federal Affairs - Galmudug State of Somalia (MoRFA-GSS). Particular areas of capacity and skill improvement have included policy research, strategic communication, networking, partnership building, office management, project planning and management.

The REFS project has provided operational, infrastructure and human resources support to these government counterparts.

- Operational Support:** The REFS project has supported several key government institutions with much-needed human, financial and material resources that have sustained their operations. Main recipients of support have included the Office of the Prime Minister (OPM), Ministry of Interior, Federalism Affairs and Reconciliation of Federal Government of Somalia (MOIFAR-Federal), Office of the President for Hirshabelle and South-West States, Boundaries and Federalism Commission (BFC) and Ministries of Federalism and Reconciliation of Hirshabelle, Galmudug and Jubaland States, etc. A key contribution of the REFS project at the institutional level has been its support for the establishment of the Directors General Coordination Forum, an institutional mechanism for the coordination of inter-governmental relations at the horizontal/FGS level. This contribution included the adoption of a *“Roadmap on Improving Inter-Government Relations (IGR) at the Horizontal Level”*. This forum has provided director generals across the country with a platform to address gaps, overlaps, and duplications in the development and implementation of policies. The REFS project has also supported the organization of a consultative workshop on *“Developing Institutional Mechanism for the Effective Coordination and Management of Inter-Governmental Relations at FGS Level”* which was attended by the DGs of 27 FGS Ministries, including high-level representation from the Office of President and Office of Prime Minister. Further, the REFS project has supported Puntland in establishing a peacebuilding and stability department under MoIFAD to engage with clan elders and community leaders to support solving conflicts among community/clans and making peaceful reconciliation. The project has assisted with the provision of ICT equipment to the MOIFAR-Federal and the SWS-OOP.
- Infrastructure Support:** This work has included the rehabilitation and construction of a number of government premises, including new offices, rehabilitation of state house necessary infrastructure, provision of office equipment for state house, etc. The list of infrastructure projects supported by the REFS project is shown in the table below.

Region	Type of activity	Description of activity	Location	Period	Funding (USD)	Status
GALMUDUG	Construction work	MOIFAR office construction	Dhusamareb	2019	90,000	Completed and operating
GALMUDUG	Furnishing	Furnishing MOIFAR New offices	Dhusamareb	2019	24,960	Completed and operating
HIRSHABELLE	Construction work	OOP office construction	Jowhar	2019	90,000	Completed and operating
HIRSHABELLE	Furnishing	Furnishing OOP New offices	Jowhar	2019	12,000	Completed and operating
SOUTHWEST	Construction work	Rehabilitation of office remise for the Ministry of Interior Local Government & Reconciliation	BAIDOA	2020	69,264	Completed and operating
PUNTLAND	CONSTRUCTION AND REPAIRS	CONSTRUCTION OF MOIFAD NEW OFFICES	PUNTLAND	2020	74,991	Completed and operating

- **Human Resources Support:** The REFS project has supported partners institutions with the recruitment and remuneration of staff, who have performed key administrative, financial and clerical functions in national and regional institutions. In 2021, the project had paid for up to 43 government employees - all of them working for the respective government institutions. Project-supported government employees included specialists (advisors) and young graduates (interns). Interns have performed administrative, financial, and clerical functions in Federal and member state institutions. Advisors have provided professional and specialized technical and advisory support to Federal and member state bodies on matters such as reconciliation, federalism, and boundary and delineation-related technical and advisory supports.

The REFS project has focused on building the infrastructure and institutional capacity of key government partners at the FGS and FMS level. The project has spent significant resources on improving the human resource capabilities of government organizations – in particular, paying for adviser and intern salaries. There have also been important contributions towards the improvement of the governments’ physical infrastructure both at the FGS and FMS level. However, improved institutional and human resource capacities have not translated into significant governance improvements on the ground. A key reason for this, as was noted previously in this report, is the lack of political consensus on power-sharing which has hampered the consolidation of nascent federal structures. It should be noted here that these are factors which are outside the control of the project team especially given the way it was designed.

Another challenge in this area is the difficulty of measuring the project’s impact on capacity development because the project did not define in specific terms what “capacity development means” and did not identify clear metrics for measuring impact in this area. Furthermore, the project was envisaged to support the different levels of government to establish requisite administrative machinery geared towards improved service delivery for the Somali people. However, no specific activities related directly to “service delivery” were undertaken by the project team.

Strengthening Civic Engagement on Reconciliation and Federalism

Another contribution of the REFS project has been the strengthening of the capacity of non-state actors to engage in conflict mitigation, prevention, mediation and resolution. In several states, the project has supported the organization of trainings on a range of topics such as conflict management, reconciliation,

advocacy, networking, joint visioning, peacebuilding, state-building, federalism, etc. A total of 44 training events and conferences have been organized by the REFS project. Through these events, the project has promoted the engagement of traditional elders, women, youth in community-based reconciliation and conflict management. Also, the REFS project has improved the capacity of civil society as an agent of positive change at the community level. The project has engaged in various trainings and awareness-raising events representatives of policy think tanks, research institutes, universities, academia and media. The project has also strengthened the capacity of state structures to engage citizens and civil society in reconciliation and federalization processes.

With project support, ANPPCAN-SOM⁴⁴ established a “CSO Peace Panel” to improve CSOs' engagement and influence in the local peacebuilding and state-building. ANPPCAN-SOM convened a round table meeting with the Puntland Non-State Actors' Association (PUNSAA) staff and selected 11 CSOs from among PUNSAA's 99 member-CSOs to form the Puntland CSOs Peace Panel (six males and five females).⁴⁵ The CSO Peace Panel is expected to widen the space for CSOs to engage with and contribute their advice, policy recommendations, and policy options to the peacebuilding and state-building processes. Civil Society Networks on Reconciliation and Federalism were established at FGS, FMS and local levels. For example, with project support, ANPPCAN-SOM organized the national forum for peace in Garowe to broaden the participation in the debate on the ongoing peacebuilding and state-building. Intellectuals, religious leaders, clan elders, women-led peace activists, civil society organizations, political leaders, and media representatives, discussed the Somali peacebuilding and federalism processes.

In partnership with Switzerland and the Peacebuilding Fund (PBF), the REFS project engaged with the Puntland Development and Research Centre (PDRC) to support civil society-led peacebuilding in Somalia, including Somaliland. The partnership has promoted local-level peacebuilding in the disputed Sool and Sanaag regions. This intervention provides foundations for greater support under the PBF's new eligibility period and MPTF's forthcoming funding opportunities. Discussions are underway to develop a course on comparative federalism for Somali stakeholders. At the request of the OPM, consultations with the Forum of Federations have been initiated to develop a Master Class on IGR for the DG Forum at the FGS and FMS levels.

The project provided Low Value Grants (LVGs) to CSOs to implement high impact programmes on the advancement of civic engagement and public outreach on the ongoing processes of reconciliation and federalization in Somalia with geographical focus on Hirshabelle, Puntland, Galmudug, Southwest, Jubaland and Banadir Region.⁴⁶ The initiative's aim was to strengthen Somalia's Social Contract through Civic Engagement on Reconciliation and Federalism by engaging with the citizenry through civic engagement and public outreach campaigns, which are essential to create civic knowledge and enhance

⁴⁴ ANPPCAN-SOM is a non-government, not-for-profit and non-partisan organization concerned with status of children and women in general and those in need of protection in particular. It is affiliated with ANPPCAN, a Pan-African child rights organization with headquarter in Nairobi, Kenya.

⁴⁵ PUNSAA provided the new CSOs Peace Panel with office space, whereas ANPPCAN-SOM provided basic office furniture.

⁴⁶ The LVG Call for Proposals received 82 proposals across Somalia.

public participation in the processes of reconciliation and federalization.⁴⁷ The LVG initiative resulted in a deepened partnership with the engagement of five CSOs in Somalia's reconciliation and federalism processes, initiating a dialogue on the potential role of civil society informing and strengthening the social contract in Somalia.

The following were the five selected LVG initiatives:

- Mapping study of women peacebuilding actors
- Civic Education - Civic engagement and public outreach campaigns on reconciliation and federalization
- Civic Engagement - Enhancing civil society's engagement in peacebuilding, state-building, and reconciliation processes
- Enhancing youth engagement through cultural activities
- Capacity Building - Engaging 'community of elders' for conflict resolution at the local levels contributed to the success of downstream approaches in the results achieved.

The REFS project has also supported a range of awareness-raising activities focused in reconciliation and federalism. One key example of this is the organization of televised discussions of the NRP, which have improved participation and public understanding of the NRP. On the basis of received feedback, the NRP was adjusted. The discussions have also generated recommendations that will help the Somali Government deliver on its commitment to advancing genuine, comprehensive national reconciliation in Somalia for the Somali people.

In Southwest State, Galmudug, and Hirshabelle, the project, through engagement with civil society partners such as Somali Youth Vision (SYV), Galkayo University, and Institute for Federalism and Security Analysis (IFSA), has organized civic engagement workshops on reconciliation and federalism. The project has also supported the conduct of a comprehensive civic awareness campaign on the effects of conflict and the importance of peaceful co-existence among the communities.

* * *

In summary, the REFS project has made tangible contributions in output areas 1 and 3. In particular, the project was able to affect the resolution of the electoral crisis and reconciliation of several conflicts at the regional and local level. However, the effects of the project have been more “*preventive*” in nature, with a clear impact on the containment of political or community conflict, than sustained in nature resulting in the building of strong, sound, and accountable institutions that enjoy full legitimacy and autonomy. Despite the efforts of the project to strengthen FGS and FMS bodies through operational, infrastructure and human resources support, the consensus among Somalia’s researchers and observers, as well as most participants of this evaluation, is that Somalia has been unable thus far to consolidate the nascent federal structures. Output area 2 related to “federalism” has experienced significant challenges and limited progress. This area of work has been affected by the lack of political consensus by the country’s leadership on the division of powers and responsibilities across the various levels of government. In the absence of

⁴⁷ At the same time, cognizant of COVID-19, partner CSOs were expected to raise awareness on the threat and impact of the pandemic and mitigation measures.

political consensus on Somalia's federal arrangement, the project was unable to support several activities related to federalization. The key federalism issues that need more discussions, debates and consensus going forward are: (a) distribution of power, (b) distribution/allocation of resources, (c) revenue collection, (d) security sector governance (e) federal and state legislations, (f) power sharing, and (g) justice model systems.

4.4 EFFICIENCY

Despite several challenges, including difficulties to mobilize resources, CO-VID, and the overall political dynamic in the country, project plans were revised based on key priorities. Not all outputs could be achieved but progress was made towards outcomes and enhancing governance in Somalia.

The efficiency of the projects is rated as satisfactory.

4.4.1 PSP

The PSP project experienced several challenges that affected its efficiency.

- The National Federal Parliament (NFP) now consists of two separate Houses, the House of the People and the Upper House and this bifurcation introduced a new tension in the NFP that resulted in two centers of competing power and separate and more costly administrations
- Lack of cooperation between the two Houses of the Parliament (Upper House and the House of the People) and its respective Speakers, as well as mistrust between the federal government and federal member states are the major challenges in the smooth implementation of the project
- The project started off on a challenging note because of the political tensions at the federal level. There was an unusual standoff between the Speaker of Somalia's House of the People and the Prime Minister. Because of this conflict, the Speaker resigned, and a new Speaker was duly elected by the HoP
- The uncertain funding situation and funding gaps have led to a delay in implementation and the approval of work-plans causing disruptions, having negative impacts on the legislative process, and paralyzing ongoing institutional development of Somali parliaments
- The project experienced difficulties in mobilizing resources which resulted in being unable to undertake activities envisaged under three outputs. Sixty-two (62%) per cent of the resources were received from UNDP TRAC funds. Consequently, the activities under Output 2, 4 and 6 were not undertaken which resulted in a low budget execution rate in Year 1, 2018. The conflict between the Executive and the Legislature and the overall political dynamic in the country that affected work of the FGS institutions may explain the lack of donor interest and donor fatigue in supporting the NFP. Donors continued to support the project by supporting the work of the Oversight Committee as one of the main constitutional bodies involved in the constitution review process
- Anticipated funding from the Islamic Development Bank was reprogrammed at the donor's request to strengthen the government's capacity to co combat COVID
- Security remained a challenge to both UNDP and all parliaments, particularly in the emerging states. Challenges included limited secure options of venue, difficulty in accessibility for both counterparts and project staff

- COVID 19 delayed reconvening of the Parliament for almost 6 months and was one of the key issues which significantly impacted implementation of project activities.
- Talks between leaders of the FGS and FMS broke down in early April 2021 and in a short space of time the HoP adopted a “Special Law” abandoning a critical 17 September 2020 electoral agreement, thereby extending the mandates of current federal administration for up to two more years after which direct election would be organized. The unilateral extension of mandate fueled the political crisis and further undermined the fragile peace, stability, and security in Somalia
- Under intense internal and external pressure, President Farmajo requested the HoP to reverse the Special Law and empowered the PM to lead the federal government’s involvement in the electoral process
- Against this political backdrop, the National Consultative Council (NCC) meeting was organized from 22-26 May 2021 in Mogadishu and discussed at length how to find solutions for holding elections for the federal Parliament and related contentious political issues. The Somali leaders agreed to organize indirect elections setting an 8-point agenda. The leaders also agreed to implement the mid-term to long-term state building priorities based on the federal system, highlighting completion of the Federal Constitution as a matter of key importance.
- In 2021 the project was significantly impacted by ongoing indirect elections. Parliament did not function since April 2021 due to the preparation of indirect elections
- FMS capacity building trainings were delayed by the selection of the Senators of the Upper House of the Parliament which was organized by the FMS
- Pre-election period and the election for the Somaliland House of Representatives impacted implementation of project activities

Cognizant of COVID-19, UNDP in coordination with UNSOM explored options to secure continued functionality of key institutions. In line with the corporate programmatic and policy offer, UNDP reviewed its programmes to align them with the current context. Moreover, the Inclusive Politics Portfolio secured resources from the UNDP Rapid Resource Facility (RRF) as well as TRAC resources, which were used to procure communication technology (Zoom technology) and VTC sets to assist UNDP partners to virtually communicate with all the constituencies from the FGS and the FMS. In coordination with WB and UNSOM, UNDP also procured zoom subscriptions and VTC sets to the FP, enabling the FP to host virtual sessions and voting. In addition, UNDP and UNSOM jointly supported the FP to draft amendments of the Joint Rules of Procedures to enable both house of the FP to function notwithstanding COVID-19.

Throughout the challenging 2021, the project was closely coordinating with UNDP senior management, UNSOM and the national counterparts, to find the constructive way to engage, having in mind political dynamic and sensitivity. A set of activities was jointly prepared and delivered after completion of the Upper House Elections and the Somaliland Elections. This approach helped to re-establish the relationship with Puntland on the constitutional review process as Puntland had not participated in the process since 2019. The successful relationship led to the provision of trainings to the Puntland’s Parliament to draft their submission on the amended Constitution following the May 2021 National Consultative Conference agreement. The trust between UNDP and Puntland and continuous coordination and discussion with Puntland on various topics, particularly on the constitutional reform, led to the official request from the

Puntland Parliament to receive knowledge on the constitutional review. The request was also justified by the fact that Puntland's president accepted the NCC May 2021 agreement. The NCC was organized as a joint force between UNDP and UNSOM (CRSP, REFS and UNSOM). Looking forward, UNDP will build up on the delivered activity, strengthen its partnership with Puntland and scale up.

The table below shows the execution of the budget for the four years of project implementation. Project expenditure varied between 1 to 2.3 million USD in four years. Save and except for Year 1, budget execution rates were adequate and ranged between 83% to 94%. Budget execution in Year 1 amounted to only 65% which was a result of the lack of available funding. Security remained a challenge to both UNDP and all parliaments, particularly in the emerging states.

Table 4: PSP Budget Expenditure

Budget Execution by Outcome Area				
Year 2018				
1	Output 1	863,424.00	814,616.09	
2	Output 2	102,022.02	-	
3	Output 3	267,395.00	132,683.35	
4	Output 4	316,977.00	226,574.76	
5	Output 5	303,080.00	-	
6	Output 6	107,800.00	6,815.47	
7	Output 7	500,000.00	408,329.23	
8	Total	2,460,698.02	1,589,018.90	65%
Year 2019				
1	Output 1	1,163,424.00	1,156,532.64	
2	Output 2	-		
3	Output 3	367,395.00	348,599.87	
4	Output 4	530,000.00	522,603.54	
5	Output 5	88,037.24		
6	Output 6	20,000.00	16,995.28	
7	Output 7	323,984.00	303,992.71	
8	Total	2,492,840.24	2,348,724.04	94%
Year 2020				
1	Output 1	1,080,049.00	995,521.87	
2	Output 2	36,360.00		
3	Output 3	108,919.00	94,882.47	
4	Output 4	316,721.00	233,503.69	

5	Output 5	10,000.00		
6	Output 6	7,800.00	522.16	
7	Output 7	324,110.00	299,567.22	
8	Total	1,883,959.00	1,623,997.41	86%
Year 2021				
1	Output 1	326,047.00	257,429.77	
2	Output 2	36,360.00	-	
3	Output 3	150,800.00	144,255.83	
4	Output 4	342,233.00	274,144.33	
5	Output 5	16,760.00	-	
6	Output 6	5,000.00	-	
7	Output 7	375,226.74	358,474.10	
8	Total	1,252,426.74	1,034,304.03	83%
ALL YEARS				
1	Output 1	3 , 4 3 2 , 9 4 4	3,224,100.37	
2	Output 2	1 7 4 , 7 4 2	-	
3	Output 3	8 9 4 , 5 0 9	720,421.52	
4	Output 4	1 , 5 0 5 , 9 3 1	1,256,826.32	
5	Output 5	4 1 7 , 8 7 7	-	
6	Output 6	1 4 0 , 6 0 0	24,332.91	
7	Output 7	1 , 5 2 3 , 3 2 1	1,370,363.26	
8	Total	8,089,924.00	6,596,044.38	82%

The table below shows the Project's sources of financing and respective contributions. The project was only able to mobilize 38% from the UN Multi-Partner Trust Fund for Somalia (MPTF) with the remaining 62% coming from TRAC funding.

Table 5: PSP Project Financing

Sources of Financing	Amount in USD	Percentage
MPTF:		
Norway	520,103.68	8%
Switzerland	1,988,528.93	30%
UNDP:		
TRAC	4,091,179.64	62%
Total Financing	6,599,812.25	100%

4.4.2 CRSP

The CRSP has also experienced several challenges that have affected its efficiency:

- The major challenge to the CRSP was mistrust and tension between the federal government and federal members states and lack of cooperation between two Houses of Parliament (Upper House and the House of the People).
- CO-VID 19 and political tension between the FGS and FMS significantly impacted implementation of the CRSP annual work plan which particularly delayed organization of the second round of consultation process in Banadir Region and the Galmudug, Hirshabelle and South West States, consultations in Puntland and Jubaland or implementation of the outreach and civic education campaign
- CRSP implementation has been significantly jeopardized due to negotiation of the electoral framework. Some FMS (Puntland and Jubaland) did not want to engage with the FGS beyond the electoral framework and before representation on ICRIC was resolved and before some critical political/security issues in Jubaland are resolved (e.g. Ghedo issue)

The planned timelines for the completion of the CRP was set to be December 2019 as outlined in the joint roadmap for Constitution Review process but the political negotiations and consultations got delayed due to political disagreement between FGS and FM. The review process was extended to June 2020 to conclude on political negotiations and reach political settlement on the thematic areas of the constitution, carry out public consultations in all regions and adopt the amended constitution. The duration of CRSP had been aligned with the 2020 Mutual Accountability Framework (MAF) to which the FGS had committed to complete by 30 June 2020

- Realizing that the constitutional review process and MAF timeline would not be achieved, MoCA, OC and ICRIC requested to extend the Project until 31 December 2020 and prepared the Master Plan to finalize the review of the Constitution
- Subsequently UNDP commenced discussions with the donors to extend the CRSP in line with the newly proposed Master Plan
- At the CRSP Project Board Meeting held on 1 October 2020, the extension of the CRSP until 31 December 2020 was approved and adopted a 10-point *Strategy for taking forward the Constitutional Review Process*, aiming to safeguard the gains made thus far, following inclusive dialogue and consensus building between the federal government, all the member states and citizenry, at the same time ensuring full compliance of the federal Constitution with human rights conventions
- Though important milestones were achieved since 1 October 2021, due to political dynamic between the FGS and FMS, the 10-point strategy could not be implemented
- Puntland and Jubaland refused to participate in the constitutional review process and the political impasse between the FGS and the FMS could not be resolved.
- After the President of Somalia issued a decree on the 24 December 2020 directing that the constitutional review process is postponed until the formation of the 11th Parliament and noting the ongoing political dynamic between FGS and FMS, it was decided to close the project on 30 June 2021

The table below shows the execution of the budget for the four years of project implementation. Project expenditure has varied between 820,000 (in the year that the project was closed) to 4.4 million in these four years. Budget execution rates were almost 100% in three years, save add except in year 2020 which was the year when the COVID-19 pandemic occurred.

Table 6: CRSP Budget Expenditure

Year 2018				
1	Output 1	2,589,574.00	2,584,785.70	
2	Output 2	350,889.00	350,889.76	
3	Output 3	356,705.00	356,704.80	
4	Output 4	1,139,339.00	1,144,127.56	
6	Total	4,436,507.00	4,436,507.82	100%
Year 2019				
1	Output 1	2,564,606.00	2,553,218.08	
2	Output 2	169,508.00	169,508.27	
3	Output 3	412,704.00	412,704.31	
4	Output 4	960,251.00	971,636.64	
6	Total	4,107,069.00	4,107,067.30	100%
Year 2020				
1	Output 1	2,232,441.00	1,935,021.07	
2	Output 2	203,929.00	146,860.59	
3	Output 3	985,974.00	345,135.61	
4	Output 4	772,828.00	743,518.56	
6	Total	4,195,172.00	3,170,535.83	76%
Year 2021				
1	Output 1	557,236.00	617,857.02	
2	Output 2	24,711.00	13,219.62	
3	Output 3	152,444.66	44,614.79	
4	Output 4	131,084.00	144,989.69	
6	Total	865,475.66	820,681.12	95%
ALL YEARS				
1	Output 1	7,386,621	7,690,881.87	
2	Output 2	724,326	680,478.24	
3	Output 3	1,755,383	1,159,159.51	
4	Output 4	2,872,418	3,004,272.45	
6	Total	12,738,748.00	12,534,792.07	98%

The table below shows the Project's sources of financing and the respective contributions. The project was able to mobilize over 12 million USD of which 73% came from the UN Multi-Partner Trust Fund for

Somalia, 15% came from the Foreign, Commonwealth & Development Office (FCDO) and 12% from UNDP TRAC funding.

Table 7: CRSP Project Financing

Sources of Financing	Amount in USD	Percentage
MPTF:		
Norway	5,900,569.45	47%
Sweden	1,097,136.27	9%
Denmark	1,192,000.58	9%
Switzerland	994,264.47	8%
Total MPTF	9,183.970.77	73%
FCDO/DFID:	1,949,162.93	15%
UNDP:	1,457,231.87	12%
Total Financing	12,590,365.57	100%

3.4.3 REFS

Based on data provided by the REFS project, the total amount of resources mobilized under the project has been about 10 million USD, of which about 70% from the UN Multi-Partner Trust Fund for Somalia (MPTF) and about 25% from the United Nations Secretary-General's Peacebuilding Fund (PBF). The table below shows the project's sources of financing and the respective contributions. The amount of resources mobilized by the project has been in line with the expectations laid out in the initial Project Document.

Table 8: REFS Project Financing

Sources of Financing	Amount (US\$)
MPTF	7,324,811
PBF	2,598,133
UNDP FW	362,814
Total Financing	10,285,758

In the initial stages, the project was reported to have experienced difficulties in mobilizing resources to deliver the project's strategy/work plan. Project plans had to be revised on the basis of key priorities to make up for the shortfall in funding. For 2022, the project team and its counterparts agreed to use three-month LoAs to support a limited number of activities under outputs 1 and 2. They agreed to reduce HR costs and introduce delivery-based planning and management controls to improve advisors' and consultants' performance and accountability.

The table below shows the execution of the budget for the three years of project implementation. Project expenditure has varied between 2.2 to 4 million USD in these three years. Budget execution rates have been adequate – generally, above 80% for all outputs and years. As can be seen from the table, project management costs have been considerable, about 30% of all project costs – an indication of quite low

implementation efficiency. An explanation of this may be the high number of staff involved in the project, including the project's regional representation.

Table 9: REFS Budget Expenditure

No.	Outputs	Planned Expenditure	Actual Expenditure	Variance
Year 2019				
1	Output 1	1,234,154	1,274,959	103%
2	Output 2	700,000	686,794	98%
3	Output 3	150,000	131,886	88%
4	Output 4 (Project Mgt & Admin)	997,000	992,327	100%
6	Total	3,081,154	3,085,966	100%
Year 2020				
1	Output 1	654,314	622,652	95%
2	Output 2	562,896	502,772	89%
3	Output 3	425,147	355,639	84%
4	Output 4 (Project Mgt & Admin)	910,765	760,269	83%
6	Total	2,553,122	2,241,332	88%
Year 2021				
1	Output 1	1,218,992	1,118,706	92%
2	Output 2	1,459,167	1,452,357	100%
3	Output 3	199,829	199,113	100%
4	Output 4 (Project Mgt & Admin)	1,425,898	1,409,980	99%
6	Total	4,303,886	4,180,156	97%
ALL YEARS				
1	Output 1	3,107,460	3,016,317	97%
2	Output 2	2,722,063	2,641,923	97%
3	Output 3	774,976	686,639	89%
4	Output 4 (Project Mgt & Admin)	3,333,663	3,162,575	95%
6	Total	9,938,162	9,507,454	96%

The project has encountered some key external challenges that have affected its efficiency. The two most important external challenges that have been outside of the project's control have been the COVID 19 pandemic, the desert locust invasion and the tenuous security situation. All these challenges have limited the project's mobility.

The REFS project has experienced a number of challenges related to project management and execution that have affected its efficiency. As has been noted already, a key barrier to efficiency was the fact that REFS interventions were organized and carried out separately from the other two projects (CRSP and PSP). This has been influenced by the lack of political consensus on the country's form of federalism, which has certainly created limitations in how much the REFS project could contribute and work in harmony with the

CRSP project on the constitutional reform component. Nevertheless, greater cooperation between REFS and the other two projects could have taken place at the level of implementation (joint events, etc.).

In addition, there have also been delays in the completion of several project activities – some of which were reviewed in the previous sections of the report.⁴⁸ As has been noted, several activities are outstanding, and several key documents remain unapproved. Due to delays, the project obtained a no-cost extension from January to June 2022.

Another key weakness of the project was a lack of a strong results-based management system. The results framework has not been tracked and updated regularly to guide project assessment and implementation. The evaluation team had a hard time obtaining the updated results framework on a timely basis. The project would have benefited from a stronger M&E system, especially when it comes to the tracking of results. The evaluation also noted the need for a more effective documentation and inventORIZATION of products (documents, research papers, meetings notes and protocols, agreements, list of trainings and trainees, etc.). Several documents requested in the framework of this evaluation were not readily available, indicating the need for more adequate data management systems.

All three projects would also have benefitted from more effective communications, especially with donors and development partners. Development partners interviewed for this evaluation raised the need for more frequent communication, especially based on clear evidence grounded in the results framework.

4.5 SUSTAINABILITY

This section looked at the continuation and sustainability of the achievements of democratic governance after the completion of the projects and to what extent the institutional structures created through the three projects will be sustainable.

The projects' sustainability is rated as satisfactory.

4.5.1 PSP

The approach of the project was to consolidate initial skills development to strengthen the sustainability of human and institutional capacity. While MPs skills development is critical, these efforts need to be balanced by capacity development of the Secretariat staff, in recognition of the fact that the Secretariat staff is permanent and responsible for providing services to MPs in the longer term. This is recognized as a global good practice in parliamentary development, to ensure functioning of the Parliament in line with the constitutional and legal frameworks. However, there was limited interest in the donors to invest in the NFP or its secretariat.

The turnover of MPs is very high in all parliaments. It is anticipated that 70% of the MPs of the HoP will be new members; in Somaliland, 80 out of the 82 elected MPs were new; and in Puntland 50 out of 66 MPs were new members. The high turnover of MPs necessitates induction and continuous training to ensure that the MPs understand their roles and can fulfil their mandates. The high turnover of MPs is also

⁴⁸ The project was managed under UNDP's Direct Implementation Modality (DIM), so all procurement was managed by UNDP using established UNDP policies and procedures. There has been no direct funds transfers to FGS or FMS bodies under this project.

a significant risk to sustainability of human and institutional capacity. However, capacity building of Secretariat staff on the induction process, including the ToT, can make induction training sustainable. Stakeholders in the FMS emphasized the need for continuing support to the Secretariat to achieve long term goals. If the staff of the Parliament are capacitated, they will be enabled to serve the needs of MPs who in turn will be able to serve the people and ensure good governance in Somalia.

The assemblies from the emerging FMS need substantial and continuing support to ensure their very existence as there are no budgets from the FMS to support them. Several FMS assemblies are staffed with volunteers. UNDP support provides a lifeline to the FMS parliaments. Without UNDP support, the institutions would not be able to function, be effective, and be responsive to the needs of the citizens of Somalia. There is a continuing need to consolidate these nascent institutions. At this very basic level, sustainability is still not secured. One of the greatest risks to governance is a high turnover of staff in the secretariat due to, inter alia, lack of compensation

The PSP also supported the capacity building of the OC through administrative, logistics and transportation support. It recruited experts and young graduates to assist the OC including a legal advisor, constitutional expert and public relations and communications expert. With a new Parliament, a new OC will be constituted necessitating additional capacity building, operational, and technical support. Moving forward, support to all the constitution making bodies, including the FMS should be embodied in one project.

In summary, the beneficiaries of the PSP are fully dependent on continuing support from UNDP and the international community to be effective, inclusive, transparent, and accountable institutions thereby enhancing democratic governance in Somalia.

4.5.2 CRSP

Although the constitutional review process failed to produce a new Constitution, the CRSP was able assist MoCA, ICRIC, and OC to finalize a technical review of the Constitution. A joint strategy to take forward the constitutional review process was adopted by the UN, international partners and MoCA, OC and ICRIC aiming to safeguard results achieved during the 10th Parliament. Handover reports were prepared by MoCA and by OC and ICRIC. The handover report of MoCA contained various proposals on power sharing and resource allocation which were developed at the inter-ministerial meeting in February 2020 which was supported by MoCA and MOIFAR. OC also developed Rules of Procedure for the adoption of the Constitution and submitted them to the Federal Parliament's joint session and the RoP passed through first reading.

Moving forward future projects and future CRSP programming should include translating agreements reached during the constitutional review process into laws and constitutional text as opposed to only providing options to ensure sustainability; and future projects should also consider the development of a common FMS perspective on the constitutional review process to safeguard any consensus that could be arrived at among the FMS.

Initial consultations with stakeholders expressed concern that there was no guarantee that the constitutional review process would not restart again with the 11th Parliament as it did in 2016 with the

10th Parliament. While it is not certain that the results achieved to-date will be protected, it is important to note the following:

- UNDP and UNSOM assisted the OPM in the development of a Legacy Document to be presented to the new PM regarding progress made to-date on the constitutional review process et al.
- After the election of the President in May 2022, the President highlighted that his priorities included finalizing federalism and the completion of the constitutional review process
- The President also appointed advisors for, inter alia, federalism and the constitutional review process
- In June 2022, the NCC (the President, PM, and all five member states) once again confirmed federalism and the constitutional review process as priorities and recommended through its communique that all gains made to-date be protected

It should also be noted that while the CRSP engaged in an extensive civic education and public outreach to ensure inclusivity and ownership of the constitutional review process, there was limited engagement with the political leadership at the federal and state levels which did not yield results as well as limited engagement between the political leadership at federal and state levels. Greater coordination with CSOs will assist in enhancing the sustainability of the civic education and public outreach undertaken thus far.

However, what is important to note that engagement and commitment at the political level at the OPM on these issues has never before occurred.

The greatest risk to sustainability of the milestones achieved by the CRSP is the lack of a culture of continuity in Somalia

4.5.3 REFS

The assessment of sustainability focused on some key factors that are crucial for the durability of the results of the REFS project. These included Social Reconciliation with Involvement of Communities and Civil Society, Need for Engagement of Political Leadership, and Sustainability of Structures Established with Project Support.

Social Reconciliation with Involvement of Communities and Civil Society

A key positive feature for the sustainability of the reconciliation component of the REFS project has been its focus on not only on high-level institutional stakeholders, but also on social reconciliation. A weakness of previous reconciliation efforts has been their predominant reliance on the involvement of politicians and leaders from different clans in conferences, lacking a strong recognition of local-level grievances through a bottom-up process of reconciliation involving warring communities. To address this shortcoming, the REFS project has had a significant focus on social reconciliation based on an inclusive and community-based process. This approach has been an important feature for the sustainability of reconciliation outcomes on the ground.

The involvement of community members, especially elders, and civil society in the reconciliation process has been another positive feature of the REFS project. Elders are an important point of reference for

conflict resolution in Somalia, as they have been involved in the resolution of disputes for a long time and have played a key role in state-building. Furthermore, Somali CSOs have been a lifeline for the poorest and most vulnerable sectors of the population and have played a key role in the delivery of humanitarian and development programmes. When it comes to peacebuilding and reconciliation, local civil society actors are critical in promoting confidence and trust, encouraging cooperation, creating incentives for collective action, and ensuring that efforts are adapted to local and national contexts. Many international and local civil society organizations have been involved with and contributed reconciliation. REFS's support for the engagement of elders and civil society in the delivery of reconciliation interventions that better correspond to local needs and realities has been an important contribution to peacebuilding.

However, several risks remain outstanding. Firstly, national, and international initiatives – especially those grounded in international conferences – are perceived as counterproductive and not genuine if they have not originated from homegrown initiatives. Therefore, there is a need to build the capabilities of domestically driven peacebuilding processes and actors at the local level which are sustainable. In this context, there is a need for greater engagement of civil society organizations. Somali civil society still lacks strong engagement in the ongoing peacebuilding processes. Further, there is also a need for training of trainers, so that the reconciliation capabilities in the country can become sustainable. Judging from the trainings provided under the project, there seems to have been limited effort at the preparation of a cadre of competent trainers on conflict resolution and reconciliation.

Need for Engagement of Political Leadership

The REFS' project has engaged with a range of actors, including key line ministries of both Federal and Member State governments,⁴⁹ on the development and operationalization of interventions, institutional and regulatory mechanisms, technical tools, and executive instruments to effectively translate political/policy decisions/directions on federalism and reconciliation into demonstrable and functional governance frameworks. The wide range of stakeholders engaged has been a positive factor for the national ownership, and consequently the sustainability, of the project. However, a constraining factor for the sustainability of interventions has been the project's overreliance on the ministries of interior and the lack of direct engagement with the political leadership at the federal and state levels. As the federal entity mandated to lead the Somali federalism and reconciliation process, MOIFAR-Federal has an important responsibility in facilitating inclusive political dialogue, federalism, reconciliation, and development processes. State ministries of interior too are important institutions in the country's institutional setup, especially when it comes to security sector matters. However, these ministries lack the ability to make crucial political decisions and forge consensus on the distribution of powers among various stakeholders in the country. Therefore, the federalization process, as well the constitutional review, the organization of elections, the strengthening of the Parliament, have experienced significant challenges. As has been noted earlier in this report, the REFS project could have been designed to include a political component connected to the more technical activities involving the ministries of interior.

⁴⁹ The REFS project worked with line ministries in the Federal Government and the Puntland, Galmudug, Hirshabelle, Southwest, and Jubbaland States.

Sustainability of Structures Established with Project Support

The REFS' project has also contributed to the establishment of several institutional structures, such as the cadre of advisors and interns in the respective ministries, Inter-Governmental Dialogue Forum, conflict mapping, Oral Historiography for Peacebuilding and the development of the RRP. The question going forward is how these structures and instruments will be sustained and institutionalized to become an integral part of Somalia's institutional landscape. There are several challenges involved.

- First, it is not clear how these structures will be financed going forward. For example, who will pay for the advisers and interns currently supporting national institutions when the project comes to an end? Who will be responsible for the continued revision and development of RRP? Also, it is not completely clear how the training that has been made available through the project will be maintained. The REFS project needs an exit strategy that articulates in clear terms what will happen to the structures that were created and supported by the project. Ideally, a clear handover process should be organized with the respective state institutions, including clear commitments for continued financing from their budgets.
- There is also a need for a more effective tracking and monitoring of reconciliation plans, especially after the completion of the project. Who will be responsible for the implementation of these plans and how will that implementation be tracked over time? There are no systems in place for their implementation. In the remainder of its life, the REFS project should look into this issue and chart a clear path for the RRP, including a clear identification of responsibilities within national institutions for their implementation and monitoring.
- There is also a significant amount of research and studies that were undertaken in the framework of the REFS project, but which remain unapproved by the respective authorities. For example, the *"Formalization Report of Boundaries and Federalism Commission"* has still to be adopted by the Federal Parliament. Similarly, the *"Draft Framework of Functional Assignments on allocation of power"* remains unadopted due to political consensus. The question is what will happen to these products when the project comes to an end? Who will push forward these instruments in the absence of the project? Such roles and responsibilities will need to be identified in clear terms before the end of the project. The same applies to instruments that have not been developed yet by the project, but which are planned for this year – this includes the *"Somalia Reconciliation Index (SRI)"* and the *"Baseline study on the state of federalism"*.

Overall, the effects of the REFS project have been more *"preventive"* in nature, with a clear impact on the containment of political or community conflict, rather than sustained in nature resulting from the establishment of strong, sound, and accountable institutions that enjoy full legitimacy and autonomy. Despite the efforts of the project to strengthen FGS and FMS bodies through operational, infrastructure and human resources support, the consensus among Somalia's researchers and observers, as well as most participants of this evaluation, is that Somalia has been unable thus far to consolidate the nascent federal structures. In the absence of a political consensus on Somalia's federal modus operandi and amid persistent constitutional disputes between the Federal and member state governments over the distribution of powers and resources, the project's sustainability remains precarious. However, recent developments may be considered as a positive step contributing to sustainability of the interventions. As mentioned above, UNDP and UNSOM assisted the OPM to develop the Legacy Document to be presented

to the new PM regarding progress made to-date on the constitutional review process, federalism and other state building issues. After the election of the President in May 2022, the President appointed advisors for, inter alia, federalism and the constitutional review process highlighting that those issues are of key importance to his presidency. Conclusions of the last NCC meeting from June 2022 confirm that the constitutional review process and federalism are the crucial state building priorities.

4.6 GENDER CONSIDERATIONS

All three projects were allocated Gender Marker Score 2 (GM2): advancing gender equality was a significant objective but not the principal reason for undertaking the project. As such, GM2 projects require gender to be reflected in the Conflict Analysis, Implementation/Activities, the Results Framework, and the Budget. A GM2 project is a strongly gender mainstreamed project.

One of the most intractable challenges facing Somalia's state-building effort is achieving a shared vision at the level of society and among the political and economic elite on the contours of federalism. This vision includes a representative federalism that ensures both Somali women and men have the means and opportunities to build the Somalia they want to see. Women and minorities have been the most affected by clan and communal conflicts. Furthermore, despite the central role of Somali women as peacemakers and the significance of their contribution to conflict resolution and peacebuilding at the local and national levels, their contribution remains unnoticed and undervalued. Thus, gender equality is critical to the success of the reconciliation and federalism process as well as the constitutional review process.

At the outset, it should be recognized that the inclusion of women in the constitutional review process and in the reconciliation and federalism process is a challenging task due to structural factors like patriarchy, clannism, and the absence of instruments of equalization, which historically have led to the marginalization and exclusion of weaker segments of society. Moreover, given the Somali context and the ongoing conflict in Somalia, women's participation, gender equality, and protection of women are a secondary priority for the political leadership. The security challenge and issues of mobility have further precluded outreach to women and other marginalized groups. It is difficult to keep a constant focus on gender mainstreaming given the Somali context.

The PSP promoted the inclusion of marginalized and minority groups on the nation-building dialogue, particularly in what concerns the legislative and representation mandates to ensure that their rights and interests are reflected in the policies and programmes of the executive, as well as in the legislative process of parliaments. The project was making efforts to strengthen the promotion of women's rights as an overarching theme, to improve social cohesion and to ensure conflict sensitivity, peace, and state building.

Gender equality and reflecting women's aspirations is an essential component of the constitutional review roadmap and is a key aspect of sustainable peace and a more inclusive Somali society. The CRSP project envisaged the inclusion of women and representatives from women's organizations to actively participate in the meetings, forums, dialogues at federal and state levels to get inputs into the constitution review process, so that they would be able to play larger roles in political, social, and economic life of their country after the adoption of the constitution. Special efforts are made to include the voices of women and youth whose contribution to sustainable state and peacebuilding must be recognized at the highest political level. Project also aimed to support women's groups and women's advocates throughout the constitutional review process and develop capacity of women's advocates to participate in the review process.

The PSP supported gender mainstreaming with the following activities:

- **Annual Women Parliamentarians' Conferences:** The PSP project supported the second and third Annual Women Parliamentarians Conferences were held in Mogadishu in 2018 and 2019, respectively. The conferences brought together 300 participants from federal and federal member state women parliamentarians across Somalia to advocate for women's rights, equality, and empowerment, as well as to highlight priorities for women in the 2019-2020 election process. The aim of the conference was as follows:
 - a) to bring together women parliamentarians to strengthen their voices and harness their collective power and position to advance gender equality and women's empowerment; and
 - b) to provide a platform for parliamentarians to leverage their positions as legislators to promote gender sensitive legal forms.
- **Reviewing Legislation from Gender Perspective:** In 2019 training was provided to both houses of the Somali Federal Parliament. The training was attended by 17 participants (M12, W5) and focused on building MPs' abilities to identify gender gaps in legislation as well as formulate gender-responsive legislation
- **Support to Upper House Women's Caucus:** The Upper House Women's Caucus organized a consultative event regarding the first five chapters of the Somali draft constitution. The main agenda item of the meeting was to find out the best way to increase women representations in the legislative assemblies and to make efforts to ensure that the 30% quota for women be written into the Somali constitution. The meeting was attended by different women and women organizations, ICRC, OC, MoCA, and Women's Caucus of the HoP.
- **Parliamentary Committee Public Hearings:** In 2020, while debating on various laws, parliamentary committees conducted public hearings and consultations with various societal groups which included women's groups and activists. Women MPs from the Women's Caucus of the federal parliament were consulted on the Electoral Law, particularly on the section related to women's political participation, based on which the law was amended.
- **Identification of Women's Groups:** As part of the work to develop CSO partnerships with the NFP and other legislatures, the Project paid special attention to identifying women's groups for engagement and to support them with advocacy training to enable them to lobby parliaments

more effectively. The Project also aimed to facilitate connecting these women's groups with MPs and relevant parliamentary committees, especially during public hearings.

- **Women's Caucus Support:** Support was provided to parliamentary women caucuses of Somali federal parliament and women MPs in other legislatures and assemblies with a substantial number of women to establish women's caucuses and to provide specialized training to women MPs based on the unique challenges they are facing. Specifics of the support were not documented.
- **Somaliland HoR Consultation on Women's Political Participation:** In 2018, the House of Representatives (HoR) of the Somaliland parliament facilitated a public consultation meeting on how women and young people's political participation can be increased and discussed how to ensure a women's quota in the upcoming parliamentary elections is made a priority, as part of inclusive politics and gender equality. Unfortunately, the elections to the HoR which were held in May 2021 failed to elect any women parliamentarians.

It should be noted that annual Women Parliamentarians' Conference were regarded as major events on gender from the political perspective, the women's political participation perspective, and the women political leaders' perspective.

The CRSP supported gender mainstreaming with support of the following activities:

- **Participation of Women in Public Consultations:** Based on project's guidance, the national counterparts ensured participation of women in all implemented activities. For example, women participated in consultations on the constitutional review process, advocating for gender equality and women empowerment as reported by MoCA, OC, and ICRIC. The CRSP used capacity of the Joint Women Political Participation Project and the PSP to ensure participation of women leaders, activists, and women MPs in the constitutional review process. MoCA, OC and ICRIC on every occasion highlighted a necessity to include women's voices in all discussion on review of the Constitution. However, the particulars/evidence of the extent of the inclusion and participation of women and women's organizations in these consultations were not fully documented in the progress reports. Moreover, there were relatively few gender-specific consultations undertaken.
- **MoCA's Orientation Workshop for Engaging Women's Participation:** In October 2018 an orientation workshop for engaging women's participation in the constitutional review process was organized by MoCA and facilitated by UNDP. The objective of the workshop was to give women the opportunity and space to participate in the constitutional review to ensure that their constitutional rights were well protected in Somali constitution. The orientation session attended by 22 women from CSOs and women rights organizations.
- **MoCA and NIEC Joint Forum and Women's Quotas and Gender Equality:** In 2019, MoCA and NIEC organized a joint forum to discuss women's quotas and gender equality as well as promote women's political participation. MoCA and NIEC highlighted their efforts to encourage women's political participation in the electoral process and stressed the necessity for quotas to be included in the constitution, the electoral law and other laws to ensure women are given equal opportunities to participate in public life.

- **ICRIC Public Consultations:** In December 2018 ICRIC hosted public consultations with women's groups and religious leaders to ensure that all Somali sectors of have been consulted and their views put into the review process of the constitution. The consultations targeted two groups of society, women, and religious leaders. On Day One, ICRIC organized a consultative meeting with women's groups that was attended by 100 members from women's organizations from the Banadir region. In September 2019, ICRIC again held three different public consultations for women, youth, and religious leaders in Mogadishu. 117 women participants attended the consultations
- **Forum on Recognition and Promotion of Somali Women's Political Participation in Constitutional Review Process:** The Forum was attended by ICRIC, OC, women members of both House of Federal Parliament, women from civil society, Puntland, Jubaland, South- West, Galmudug, Hirshabelle and Banadir Regional Administration. The Forum discussed ways to promote women's participation in the political representation process, enhance women's participation in the constitutional review process to handle allocation of women quota, and how to create awareness among public on their rights and achieve gender equality. They also discussed strategies to enhance women's role in the constitution review process. The event was attended by 174 participants (M3, W171)
- **Seminar in Galmudug on Women's Participation:** In 2019, a seminar on Youth and Women Participation in the Constituional Review Process was organized in the Adado district in Galmudug. These series of workshops gave an opportunity to involve youth and women in the constitutional process; promote inclusion of Galmudug youth and women's rights in the proposed Constitution; and understand and appreciate the role of Galmudug women in the constitutional process.
- **Small Grants provided to CSOs, Women and Youth Organizations:** Small grants were provided to CSOs, women and youth organizations to implement awareness raising and outreach activities relating to the Constitution as well as participation in the constitution-making process. Approximately 965 participants (M:467, W:498) were reached through community gathering and social media in all regions – Banadir and FMS. The awareness campaigns enhanced the participation and knowledge of various groups including women, youth and CSOs on the constitutional review process
- **Analysis of Compliance with Human Rights Commitments:** In coordination with other UN agencies and international partners, an analysis of human rights compliance of the 2nd revised version of the Constitution, focusing particularly on the age of maturity issue, was undertaken. Article 29 of the Provisional Constitution defined a child as a person under 18 years of age; however, Article 28 of the revised Constitution defined a child as a person under 15 years of age. Rounds of consultations between the UN, international partners and MOCA, OC, and ICRIC were organized to ensure that the 3rd version of the constitution is fully compliant with human rights obligations and Somalia's international obligations and Article 28 was amended accordingly in the 3rd version.

In 2020, UNDP, UNSOM, MoCA, OC and ICRIC had agreed to organize further outreach and civic education activities, involving particularly women's organizations as implementing partners, focusing on collecting women's opinion and addressing issues of gender equality in the constitution review process. However,

due to political challenges between the FGS and the FMS and COVID-19, these activities could not be implemented.

It should be noted that while project reports do provide sex disaggregated data with respect to the attendance of women in workshops, etc., qualitative information is missing. The impact of women's participation in the constitutional review process has not been addressed by the project.

The REFS project also sought to promote the inclusion of women in the areas of reconciliation and federalism but results in the gender dimension were also limited. With UN REFS Joint Programme support, the following activities were undertaken:

- **MOIFAR Sessions:** MOIFAR-Federal has organized sessions whereby women groups, politicians, academics, civil society leaders, prominent Somalis, and elected senators discussed the Somali federalism process and demonstrated that women's political participation is integral to ensuring sustained peace and democratic development.
- **Draft Action Plan for Women's Participation in NRP:** Some progress has been made towards the formalization of women's role in the national reconciliation efforts; the MOIFAR-Federal helped develop a draft action plan for women's participation in the National Reconciliation Process/Plan (NRP) implementation. The project has organized women leaders' seminars that strengthened their awareness of the NRF and the NRP and improved their conflict mitigation, prevention, mediation, and resolution capacity. The conflict mapping exercises included variables designed to analyze gender dynamics of conflict (and any specific impact on women).
- **Low-Value Grant Agreements:** The project's low-value grant agreements have ensured that interventions reach the most marginalized population segments. The REFS project supported Creative Alternatives Now (CAN) - a development policy and research organization - to investigate how women peacebuilder groups work, organize, influence, and shape the peacebuilding and reconciliation process. Using case study research, the CAN research team conducted semi-structured interviews with 24 women peacebuilders (rural and urban peacebuilders) in Hirshabelle, Puntland, Galmudug, Southwest, and Jubaland and Banadir (areas the Somali Government controls) and surveyed the relevant literature. The findings provided improved insights into the realities of women peacebuilders in Somalia and suggested practical ways to support Somali women peacebuilders. Furthermore, the project's capacity-building and awareness-raising interventions have promoted human rights and protecting the most vulnerable groups. The representation of women and youth who attended reconciliation conferences in various locations was reported at 65 percent by the REFS project team, showing a positive result towards inclusivity.

Although efforts were made by the projects to enhance gender equality and women's political participation improved, more remains to be done to consolidate progress and promote Gender Equality and Women Empowerment. More extensive support to women's groups and CSOs could assist in the further engagement of women in future project activities. Support to women's groups and women's advocates, including developing their capacity to participate in the constitutional review process, was not undertaken. Emphasis should also be placed on ensuring a greater number of gender-specific activities in

the projects. While the PSP provided support to women parliamentarians and their caucuses, the caucuses remain weak and ineffective. One noteworthy achievement – to which can be attributed several factors – is the fact that in September 2020, the Somali President Farmajo and five regional leaders agreed on a revised election model for the 2020/21 polls, which retained the 30 percent quota for women. As a result, 54 Upper House seats were elected, of which 14 are filled by women, reflecting women's representation in the UH at 26%, which is a 2% increase compared to the 2016 election. However, the number of women elected to the House of the People was reduced from 24% to 20%.⁵⁰

At the implementation level, UNDP should, as a minimum, put in place systems that allow it not only to track and monitor the involvement of women in its activities, but also how women benefit from those activities, and how gender equality has been advanced as a result thereof. The project budgets did not disaggregate or highlight the monies dedicated to advancing gender equality. The aforesaid issues are execution features that are not affected significantly by the external environment. The system for data collection and tracking of gender considerations needs improvement. While the Projects intended to ensure the advancement of gender equality, it is difficult to assess whether the projects attained the GM2 marker.

There is also a need to engage more effectively with the Ministry of Women and Human Rights Development as a key institution in the country mandated with gender mainstreaming across public policies.

4.7 SOCIAL INCLUSION

Social inclusion regarding persons with disabilities (PWD) has not been a key consideration followed by any of the three projects as no data has been collected and made available on this dimension. While some of the activities regarding public consultations note that PWD were included in those consultations, there is no evidence to corroborate those statements. Also, interviews for this evaluation were not able to provide specifics about the consultations with PWD. There is also a lack of available data from UNDP on this dimension.

5. CONCLUSIONS

Somalia is emerging from one of the world's most complex and protracted conflicts. Over the past decade, the peacebuilding and state-building process have gone through significant obstacles and have taken place under persisting conflict and insecurity. The federalization process and the constitutional review process are arguably the main factors of political contestation. Simultaneously, Somalia needs to undertake two other very contentious political reforms - the revision of the provisional constitution and

⁵⁰ The Electoral law (2020) determines a 30% quota for the nomination of candidates but does not provide for 30% women seats in Parliament. The 30% threshold for women's representation in both Houses of Parliament is stipulated in the 17 September 2020 electoral agreement and confirmed in the 27 May 2021 National Consultative Council (NCC) Agreement, both of which derive legitimacy from the parliamentary decision to extend incumbent mandates until institutions are replaced through elections. In the absence of a legally sanctioned quota, candidates are currently elected through clan nominations.

the reforming of the electoral system to allow for “one person, one vote”. The achievements recorded thus far remain fragile, as many substantial challenges remain.

UNDP has supported inclusive democratic governance through these three projects in two primary focus areas: (i) enhanced democratic representation; and (ii) state and peace building. The projects emphasized strengthening inclusiveness and accountability and ensuring capacity to manage the state and peace building processes.

Despite the serious challenges described in the report, the following tangible contributions have been made by the three projects:

5.1 PSP

- The Project engaged with the federal parliament and other regional assemblies to enhance its legislative performance, provide technical and operational support, and deliver capacity building training to MPs and secretariat staff to strengthen parliament’s role as an effective institution. However, as previously noted, the activities envisaged by the project could not be implemented due to the inability to mobilize resources because of the political impasse between the Speakers of the NFP and the FGS and the FMS
- All Parliaments still need considerable technical and operational support to fulfill their mandated roles. The Assemblies of the emerging FMS are nascent and rely on the support of UNDP for their very existence. UNDP also played a strategic role in ensuring that NFP could perform the role that it did in strengthening the strategic and institutional capacities of the NFP. This was done by direct strategic and policy support to the new Speaker of the HoP who was elected in April 2018.

5.2 CRSP

- The project was successful in that it provided technical knowledge through strengthening coordination between MOCA, OC, and ICRC, knowledge sharing, analyzing constitutional issues, and providing recommendations to resolve these issues. Of the 157 reviewed articles, 18 articles related to federalism still require political negotiations. The project did not receive the necessary support from either the political leadership at the FMS or FGS. However, constitution making is a highly political process and the political dynamic should be factored properly in the project implementation and proactive political engagement should be agreed to ensure success of the strategy for taking forward the constitutional review process. A change in strategy and a new Theory of Change is required.
- The CRSP was successful in ensuring inclusivity of the constitutional process through civic education activities and the implementation of outreach activities not only through consultations with FMSs but also various segments of society, including women and youth. However, outreach alone was not sufficient to reach consensus on outstanding political issues
- Joint action between the FGS, the FMS, the UN, and international partners will be key to ensure that the 11th Parliament picks up where the 10th Parliament left off. However, there is no guarantee that the process will not restart again as it did with the 9th Parliament, given the lack of a culture of continuity in Somalia. However, as previously noted, the new President has indicated that both federalism and the constitutional review process will be part of his priorities

and he appointed special advisors for the constitutional reform and federalism; and the NCC at its meeting in June 2022 confirmed that completion of the constitutional review is one of the key priorities and recommended that gains made to-date be protected. During the interregnum between the two successive governments, MoCA, OC and ICRIC will need support to ensure a smooth transition and that the constitutional review process does not fall between the cracks. An additional push will be required to unlock the political impasse and prepare a successor program to take forward the constitutional process. This will include supporting dialogue on the remaining, politically challenging issues, among others.

5.3 REFS

- Thanks to support from a range of partners, but also the role of the REFS project, the political crisis resulting from the protracted dispute about elections did not escalate into a full conflict. With the support of REFS and other international partners, the NCC was able to break the federal and member state leaders' political deadlock by resolving the election-related controversies, reaching an agreement on the methods, procedures, and timetables for holding elections, enabling the successful election of the Upper House, and preventing the country from drifting towards political violence.
- With the help of REFS-supported advisors, federal and member state government counterparts have planned and implemented reconciliation activities, including but not limited to initiating systematized conflict mapping and regional reconciliation planning exercises. The project has facilitated interaction of government officials, civil society representatives, clan elders, and media to deepen inter-regional understanding and cultivated common grounds on contentious issues. As a result of this support, some conflicts on the ground have been reconciled.

These projects have had a significant focus and directed significant resources to the remuneration of advisors and interns in key ministries, committees, and commissions, as a way of capacity building for these institutions. While important for improving the infrastructure and institutional capacity of key institutions through strategic, operational, and technical support, this work has failed to translate into significant improvements in state-building and peace-building due to political disagreements and lack of political consensus. Where these projects have been unable to make any substantive contributions is in federalism, this is because the federalization process has faced intractable external challenges. Key political stakeholders have been unable to agree on a federal model for the country – especially, the distribution of legislative and fiscal powers between the Federal and member states. The World Bank has been providing support on fiscal federalism

Despite the challenges identified throughout this report, national stakeholders interviewed for this evaluation pointed out that there is still a need for continued support from the international community towards institution-building, including parliaments reconciliation, federalism, and the constitutional review process - key areas in which Somalia must make progress if the country wants to deliver something substantive to the people. UNDP should strive to continue its support in these areas in full coordination and with the support of development partners. However, such interventions in the future should be fully integrated into a package of activities that are fully coordinated and synergetic with each other.

6. LESSONS LEARNED

6.1 PSP

- It is of key importance that the project engages experienced legal experts/drafters to provide hands on support to parliaments and to analyze bills and laws from the perspective of Somalia's international commitments
- Following the adoption of the new CPD, the new programme on effective, accountable, and transparent institutions should be drafted to overcome the challenges that the PSP has faced since its inception, especially with resource mobilization
- All the parliaments need significant support to organize constituency visits to ensure engagement with the citizens as required by the Provisional Constitution, aiming to enhance accountability of the main state institutions. Consequently, it is important to strengthen partnerships between CSOs (especially CSOs representing women, youth, and persons with disabilities) in all parliaments in Somalia to ensure inclusivity, engagement, and transparency of parliamentary work
- Puntland as the oldest parliament among the FMS, having been established in 1998, is well positioned to contribute experiences and knowledge to other Parliaments and coordinate activities among the parliaments, including reinstating the highly successful Speakers' Forum and its accompanying Secretary-Generals' Forum

6.2 CRSP

- Political will is a critical requirement and depends on the joint efforts between the UN and the international partners. Reviewing an entire Constitution is a huge and difficult step. It is more often revolutionary. This is equally the case with political solutions. Consideration therefore must be given to reaching agreements incrementally while at the same time safeguarding agreements that have been made through legislation, et al.
- Although the project enjoyed better political ownership by the FGS than ever before, FGS needs to develop a perspective on the constitutional review and prioritize it as the key rule of law, democratization, and federalization tool. The international community should support UN efforts to bring in together FGS and FMS leadership and play an assertive role, albeit without being interventionist, continuing with the high-profile discussions with the Somali leadership to ensure that the constitutional review process stays as the country's top priority
- It is important to ensure inclusion of all segments of society through outreach and consultative processes to secure ownership, buy-in and create critical mass to support completion of the constitutional review process. Building the advocacy of the CSOs and ensuring their inclusion in their constitutional review process will also ensure outreach to segments of society which are still affected by ongoing conflict and preclude consultations due to the lack of security
- The CRSP was not linked to other important political processes such as the elections. Moreover, the CRSP was pushed aside because of the elections. Going forward, all those important processes should be considered complementary, to reinforce one another. Consideration should be given to merging existing projects supporting state building, such as REFS, CRSP, PSP, to provide a more comprehensive approach.

- There are outstanding constitutional issues that need political attention, such as power and resource sharing, fiscal federalism, governance structure, the status of the capital city, etc. These issues are linked to federalism but need to be finalized to complete the constitutional review process. Political dialogue is needed to advance both federalism and the constitutional review process
- While constitution making is inherently a political process, political roles and responsibilities have not been properly factored into the project implementation. Political risks and issues should have been regularly updated and the project ought to have adapted to existing realities to ensure completion of the review. As a political process, the constitutional review needs a collective voice or leverage. Thus, it was highlighted that collaboration, including timely communication, between the national partners, civil society, international partners, and the UN is of critical importance. It is also imperative that the Somali leadership assumes responsibility for the process.
- While the project managed to ensure inclusivity of the review process to a limited extent, the focus of the CRSP was the provision of technical support. The tri-entity was not able to retain their relationship with the FMS. It was highlighted that some informal networks and actors might be partnered with who could support the implementation of the activities to achieve more concrete results. Therefore, it is necessary to broaden the spectrum of partners focusing primarily on FMS, community leaders and civil society to provide the additional push to unblock the political impasse and ensure completion of the review process
- It was important to constantly update the risk matrix and conduct regular risk analysis (particularly political analysis) to identify mitigation measures. The project and the implementation methodology had to be objectively evaluated, with critical analysis of the activities being conducted, following the Do No Harm approach. Requests from national counterparts should have been thoroughly examined before accepting them. A coordination mechanism should be established ensuring participation of relevant national and international actors and representatives of civil society with the purpose of (i) identifying risks and issues in the review process and recommending mitigation measures (ii) identifying roles and responsibilities within this mechanism and (iii) tasking entities based on their comparative advantage. As a way forward, it is of critical importance to conduct a risk analysis to guide the continuation of the review process and broaden spectrum of supporters.
- Constitution must be compliant with human rights standards and conventions to which Somalia is a party.

6.3 REFS

- Reconciliation and federalization are interconnected and provide the foundations of the constitution, which underpins the formation of an inclusive, accountable, and enduring state. As such, interventions in all these areas should be seen and conceived in an integrated fashion. After all, the constitutional review process will need to incorporate the chosen federalist model in the new constitution. Furthermore, the reconciliation directly affects other key elements of state building - the constitutional review, federalization and inclusive elections and parliamentary representation directly benefit from dividends of reconciliation.

- Clannism is a corollary of conflict in the Somali society.⁵¹ As such, a bottom-up to reconciliation (so-called *social reconciliation*) and peacebuilding is crucial for Somalia. A concerted support to social reconciliation efforts has the potential to affect other key elements of state building, including the ongoing processes related to the constitutional review and cooperative federalization, which in turn have a direct bearing on the process of reconciliation at the political and societal levels. Thus, an integrated approach to peacebuilding and state-building necessitates the participation of all government institutions and political powerholders.
- Puntland has experienced relative peace and stability in comparison to other FMSs. Therefore, Puntland can share its experiences, insights, and lessons with other FMSS to inform their policies and strategies towards reconciliation and federalism. The REFS' project has not had an explicit focus on promoting the experience of Puntland among other FMSs. This is something that may be reviewed for the remainder of the project's lifetime, as local experiences of reconciliation and stability are more pertinent than international ones.

⁵¹ Long-standing and socially embedded clan conflicts revolve around revenge killings, resources, land, territory, water, power and identity.

7. RECOMMENDATIONS

Project Level Recommendations

Recommendation No. 1: Future programming for the PSP should include the following:

- Future PSP should focus on increased support to the FMS parliaments where donor interest is high and where the need for support is extremely high based on the lack of availability of funding from the budgets of the FMS
- The new NFP will also require induction support and continuous capacity building training for MPs; ongoing support to the secretariat of the NFP should also be scaled up
- Harmonize activities for NFP and FMS by organizing Secretary Generals' Forum to determine exact needs of the parliaments before kicking off new projects. The Forum could serve as a technical coordination meeting
- Future PSP should continue to focus on support to Somaliland and Puntland considering the recent elections and the progress that has been made over the years in enhancing democratic governance in both Somaliland and the Puntland State Parliament. Enhancement in democratic governance in Somaliland and PL State Government could pave the way for future programming in the other FMS. The Puntland Parliament is well placed to provide national support to other FMS in terms of capacity building, lessons learned and sustainability
- Support to the OC should be included in the CRSP to avoid duplication and overlap
- Careful consideration should be given to mitigate the risk of further possible tensions between the executive and legislature at the federal level

Responsible entities: UNDP, UNSOM, NFP, FMS, Somaliland Parliament, Puntland HoR

Recommendation 2: Future programming for the CRSP should include the following:

- Develop a Mutual Accountability Framework between the international community and the FGS (and the FMS) specifically targeted to the Constitutional Review Process to address donor fatigue and the lack of a culture of continuity in Somalia
- There are outstanding constitutional issues that need political attention, such as power and resource sharing, fiscal federalism, governance structure, the status of the capital city, etc. The new CRSP should facilitate political dialogue to advance the constitutional process. The political dialogue should be issue-based and focused on the sequencing of constitutional issues and a clear prioritization. This approach may safeguard the achievements made thus far by tabling articles ready for adoption.
- Future CRSP should include support to all constitutional bodies, MoCA, OC, and ICRIC, and FMS considering lessons learned with the last Parliament
- Regular consultations between the Federal Government and the FMS are critical. In this respect it is necessary to empower and build the capacity of the FMS to ensure that they can effectively and realistically negotiate the interest of the regions. The review of the federal constitution will

provide the legal architecture/foundation of the Somali federal state. The process is complex and requires appropriate and in-depth consideration from political, diplomatic, technical, operational points of view. CRSP should focus on increased support to the FMS institutions where donor interest is high and where the need for support is also extremely high

- The constitution has a crucial reconciliation peacebuilding function, as it defines a social contract between the state and society – the lack of which has been a key element in the civil war and failed reconciliation processes. Other platforms should be used to support the completion of the constitutional review process. Consideration should be given to merging existing projects supporting state building such as REFS, CRSP, PSP, etc. to provide a comprehensive approach
- Future CRSP programming should include translating agreements reached on non-technical issues during the constitutional review process into laws and constitutional text
- Inclusivity is critical to the CRP and has a crucial impact on peacebuilding and state-building. Without consensus the Constitution will not be seen as legitimate and continue to embrace a conflict prevention-based approach to identify and engage all key actors at the earliest stage possible. Project should continue to promote civic education and public outreach, including engaging CSOs in effective political dialogue and ensuring the inclusion of all segments of society, including women, youth, and persons with disabilities
- Careful consideration should be given to mitigate the risk of a further possible tensions between the executive and legislature at the federal level

Responsible entities: UNDP, UNSOM, FGS, FMS, OC, ICRIC, MoCA,

Recommendation 3: Future programming for the REFS project should include the following:

- Future work on Federalism should be based on the engagement of the high-level political leadership both at the federal and state levels.
- The simultaneous top-down and bottom-up approach to reconciliation should be maintained as an essential feature of reconciliation. Social reconciliation will continue to be an imperative of the Somali society for the near future. It will be important to further broaden the scope of this work to tackle violent extremism as part of the reconciliation process.
- UNDP should chart a clear path for the Regional Reconciliation Plans, including a clear identification of responsibilities within national institutions for their implementation and monitoring. UNDP should support national counterparts in establishing a more effective tracking and monitoring of reconciliation plans, especially for the period after the completion of the project. The system should identify responsibilities for the implementation of these plans and how will that implementation be tracked over time.
- UNDP should identify clear pathways for the adoption of the strategic and research documents that remain unapproved in all three projects.

Responsible entities: UNDP, UNSOM, FGS, FMS

Outcome Level Recommendations

Recommendation 4: UNDP should strengthen the sustainability of structures established with the support of its projects as follows:

- UNDP should identify clear action plans, as well as roles and responsibilities, for the completion of outstanding activities in all three projects.
- UNDP should develop an exit strategy that articulates in clear terms what will happen to the structures that were created and supported by the three projects.

Responsible entity: UNDP

Recommendation 5: UNDP should strengthen linkages between the PSP, CRSP and REFS projects at the conceptual and implementation levels. Focus should be placed on strengthening the coherence of implementation by enhancing joint coordination and implementation structures that bring project teams and stakeholders together on the regular basis and in a structured fashion.

Responsible entities: UNDP

Recommendation 6: UNDP should strengthen the projects' engagement with the country's political leadership at both the federal and state levels. Activities at the political level should be linked with activities at the technical level into a seamless package of interventions. This will enable UNDP and its partners to leverage technical support for results in terms of political consensus. Work at the political level should be coordinated very closely with UNSOM and other international partners.

Responsible entities: UNDP, UNSOM

Recommendation 7: UNDP should establish effective Monitoring and Evaluation systems for the implementation and monitoring of the projects. This should include the use of results framework which should be tracked and updated on a regular basis and made readily available to project stakeholders. UNDP should put in place systems that allow it to track and monitor the involvement of women in its activities and how they benefit from those activities. There is also a need for establishing strong systems of record-keeping and documentation.

Responsible entity: UNDP

Recommendation 8: There is a need for a stronger engagement strategy with external partners. Consideration should be given to expanding and enhancing partnerships with other UN and development partners. There is also need for greater engagement of civil society organizations and engagement of marginalized groups, including youth, women and PWD. Also, the interaction of such projects with UNSOM (and ATMIS) should be structured and executed more effectively. UNDP should improve communications for all three projects. This should be done based on a common communications platform that serves all projects – and perhaps, even other projects of a similar nature in the governance sector.

Responsible entities: UNDP, UNSOM, ATMIS

Recommendation 9: The experience of Puntland can be used more effectively in the context of Somalia to demonstrate the example of a state that has established a degree of peace and stability and that has a

long-standing parliament which is effective, transparent, accountable and addresses the needs of its citizens and provides an example of good democratic governance in Somalia.

Responsible entities: UNDP, Puntland State Parliament, FMS

ANNEX I: EVALUATION TERMS OF REFERENCE



Terms of Reference (ToRs)

Thematic evaluation on UNDP's Contribution to Democratic Governance in Somalia: In the Areas of Constitutionalism, Parliamentarism and Federalism and Reconciliation during The Implementation of Country Program Document 2018-2020

1. Introduction

This is the Terms of Reference (ToR) to contract two International Consultants to conduct an independent *Evaluation of UNDP support towards enhanced governance in Somalia in the areas of constitutionalism, parliamentarism and federalism and reconciliation*. Governance is one of the six key signature solutions under UNDP and is defined as “the exercise of economic, political, and administrative authority to manage a country’s affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences”. In the context of UNDP Somalia and for purposes of this evaluation, the definition of governance is covered by the operations of the UNDP Inclusive Politics Portfolio and its contribution to building democratic governance. The references for the evaluation will be the UNDP Country Programme Document (2018-2020) Outcome 1: Deepening federalism and state-building, supporting conflict resolution and reconciliation, and preparing for universal elections. However, the projects covered in this theme under the Inclusive Politics Portfolio will be Parliamentary Support Project (PSP), Constitutional Review Support Projects (CRSP) and Reconciliation and Federalization Support Project (REFS) in Somalia. In particular, the evaluation will assess how the projects contributed to building democratic governance in Somalia, in line with the projects’ requirements, UN programme documents and different policy papers agreed between the UN, donors and the Somali government.

2. Background

The United Nations system in Somalia has been supporting the government's efforts in effective implementation of the National Development Plan (NDP), which is aligned with the corporate Sustainable Development Goals (SDG), in collaboration with a wide range of stakeholders in Somalia. Following the NDP, the government's inclusive politics agenda comprises democratization, finalizing the constitution, decentralization, and implementing the federalization process. The relevant three UNDP projects were developed in response to and in alignment with the highest priorities of the NDP. They jointly contribute to the Inclusive Politics goal, i.e., Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable, and transparent democratic systems across all levels of government and governmental institutions." The projects concurrently support the priorities identified in the NDP Pillar Working Groups and the recently agreed Political Roadmap for Inclusive Politics. The projects also support Sustainable Development Goal (SDG) 16, recognizing the centrality of governance-informed development to ensure that societies' aspirations for higher access and quality of public services are achieved through core government functions that are effective, responsive, and inclusive.

Reconciliation and Federalism Support Project (REFS)

The purpose of this project is to support the Federal Government of Somalia (FGS) and the Federal Member States (FMS) to implement their chosen method of State Administration and Federalism process through need based political settlement, boundary delimitation and reconciliation process. The project aims to consolidate State formation efforts to build and harmonizes the emerging federal system in the FGS and the FMS, ensuring alignment with the objectives of the NDP. Ultimately the aim of the project is to support the government to establish administrative machinery that can begin to deliver improved services. The specific areas where the project provides technical assistance, financial, human resources and logistical support were set out in three outputs:

- Output 1. Reconciliation mechanisms established in support of Administrative Arrangements in the Federal context (regional outreach and inclusiveness, boundaries)

- Output 2. Federalism is Organised, Consistent and Coherent in all Federal Member States (organization, roles, responsibilities, powers) with the FGS
- Output 3. Federal administration is enabled to improve effectiveness and efficiency (operational support, small scale works to support infrastructure, transport, essential equipment)

PROJECT/OUTCOME INFORMATION		
Project/outcome title	Reconciliation and Federalism Support Project	
Atlas Award ID 00116524	Output: 00114169	
Corporate outcome and output	<p>The project contributes to the UN Strategic Framework Priorities:</p> <ul style="list-style-type: none"> • SP2: Supporting institutions to improve Peace, Security, Justice, the Rule of Law and Safety of Somalis; and • SP3: Strengthening accountability and supporting institutions that protect. 	
Country	Somalia	
Region	FGS and FMSs (Five regional member states) Puntland, Southwest, Galmudug, Hirshabelle and Jubbaland	
Date project document signed	3 January 2019	
Project dates	Start	Planned end
	01 Jan 2019	31 Dec 2021
Project budget	USD 10,911,342	
Project expenditure at the time of evaluation	01 Jan 2018-31 August 2021 USD 5,208,312.40	
Funding source	MPTF (Germany, Sweden, Norway, and Switzerland); GPCR-Funding Window and the PBSO;TRAC	
Implementing partner ^[1]	UNDP	

Constitution Review Support Project (CRSP)

The objective of the project was to support an effective, transparent, and accountable constitutional review process through strengthening inclusive political processes at all levels to develop a new social contract that meets the needs of Somali women and men, reflects political realities and is of good technical quality to foster equitable and sustainable development and peace. With this overarching objective in mind, the Project revolved around four entry points for integrated support to constitution-making under the overarching framework of fostering inclusive processes, namely (1) for the coordination of the constitutional review process in line with the national vision, particularly by accompanying and advising the work of the Federal Ministry of Constitutional Affairs (MOCA), Joint Oversight Committee of the Federal Parliament of Somalia (OC) and Independent Constitutional Review and Implementation Commission (ICRIC), and the FMS, (2) support for an extensive civic education process, (3) support for the public consultation and outreach activities of all actors involved in the constitutional review process, (4) technical support for the drafting of the constitutional text. This approach sought to complement the constitutional work of elected representatives, government officials and technical experts with broad based public participation. The Project's outputs are:

- **Output 1:** Effective participation on the constitutional review process resolves key contentious issues on all levels.
- **Output 2:** General population knowledge on the constitutional review process is enhanced.
- **Output 3:** Key actors implement outreach strategy and civil society engagement in the constitutional review and implementation process.

PROJECT/OUTCOME INFORMATION	
Project/outcome title	Constitution Review Support Project (CRSP-II)
Atlas Award ID 00099032	Output: 00108659
Corporate outcome and output	<p>The project contributes to the UN Strategic Framework Priorities:</p> <ul style="list-style-type: none">• SP1: Somalis, particularly women and youth, benefit from and participate in functional, inclusive,

	accountable, and transparent democratic systems across all levels of government and governmental institutions. <ul style="list-style-type: none"> • SP2: Accelerate structural transformations for sustainable development. 	
Country	Somalia	
Region	FGS, FMSs. ICRIC Parliamentary Oversight Committee)	
Date project document signed	27 February 2018	
Project dates	Start	Planned end 30 June 2021
	1 Jan 2018	
Project budget	12,735,114.68	
Project expenditure at the time of evaluation	01 Jan 2018-31 August 2021	
	USD 12,515,803.16	
Funding source	MPTF (Switzerland, Sweden, Norway, and Denmark), FCDO and UNDP	
Implementing partner ^[1]	UNDP	

Parliamentary Support Project (PSP)

The objective of the project is to foster Inclusive Politics through the strengthening of the effectiveness and accountability of Somalia's parliamentary institutions to be more responsive to the needs of Somali men and women in promoting participation in political processes, contributing to national peacebuilding, state building and development goals. To reach that overarching objective, UNDP proposed an integrated approach with objectives to a) Strengthen the Federal Parliaments House of the Peoples and Upper House's capacities and structures to become effective and representative institutions that promote transparency, inclusion and participation in political processes to progress state-building, peacebuilding, federalism and national development priorities, b) Strengthen the Somaliland and Puntland Parliaments as well as the Emerging State Assemblies' capacities and structures: c) Strengthen the vibrant civil society

to engage and participate to the parliamentary work d) foster the implementation of SDG 16 in strengthening the capacities for dialogue, research and analysis on inclusive politics in Somalia. The Project's outputs are:

- **Output 1:** House of the Peoples and Upper House capacities and structures become effective and representative institutions that promote transparency, inclusion, and participation in political processes.
- **Output 2:** The new federal network of legislatures and assemblies is strengthened
- **Output 3:** Capacities and structures of the Emerging State Assemblies are strengthened in support of peacebuilding, state building, federalism, and development
- **Output 4:** Capacities and structures of Somaliland and Puntland Parliaments are strengthened in support of peacebuilding, state building, federalism, and development
- **Output 5:** Various assemblies engage with and respond to needs of civil society, including the marginalized groups
- **Output 6:** Implementation of SDG 16 in Somalia is enhanced through strengthened capacities for dialogue, research, and analysis.

PROJECT/OUTCOME INFORMATION	
Project/outcome title	Building Inclusive and Accountable Parliaments for a Peaceful Somalia (PSP-II)
Atlas Award ID 00099031	Output: 00102267
Corporate outcome and output	<p>The project contributes to the UN Strategic Framework Priorities:</p> <ul style="list-style-type: none"> • SP2: Citizen Expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance • SP2.1: Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, incl. for peaceful transitions
Country	Somalia
Region	FGS and FMSs and Somaliland
Date project document signed	28 February 2018

Project dates	Start	Planned end
	01 Jan 2018	31 Dec 2021
Project budget		
Project expenditure at the time of evaluation	01 Jan 2018-31 August 2021 USD 6,133,921.68	
Funding source	MPTF (Switzerland and Norway) and UNDP	
Implementing partner ^[1]	UNDP	

Political dynamic and impact on the projects. Somalia is emerging from one of the world's most complex and protracted conflicts. Over the past decade, the peacebuilding and state-building process navigated through significant obstacles, maintaining a cautious positive trajectory. Nonetheless, the continued absence of an agreed revised Federal Constitution is a structural deficiency. Political developments in 2020 and 2021 jeopardized Somalia's progress towards peace and reconciliation and failure to reach a political agreement on the implementation of the electoral process, hampered progress on all other key national priorities, including constitutional review, justice and security sector reform, the degradation of Al-Shabab, stabilization, institution building, reconciliation, economic and financial reforms, provision of services etc. These challenges have undermined the consolidation of a foundation for a future peaceful Somalia as the key contentious issues have been left unresolved. Political tensions from 2020 continued through the first two quarters of 2021 including the short armed clashes in Mogadishu. Against this backdrop The National Consultative Council met in May 2021 and agreed on measures to hold indirect elections, following the 17 September Electoral model and associated Roadmap for Completing State-Building of Somalia, which gives a potential positive trajectory for the successor programmes.

Political developments and dynamic between the FGS and the FMS significantly impacted implementation of all three projects to support establishment of the inclusive governance. However, despite all the challenges REFS has been instrumental in current political environment and supported important reconciliation processes and high-level political discussions resulted in the agreements that paved the way to unblock political impasse. In addition, REFS managed to strengthen the institutional and technical capacities of national and regional counterparts to discharge their mandates effectively and efficiently on reconciliation and federalization in

Somalia. REFS also facilitated communal reconciliation efforts leading to the resolution of inter- and intra-clan conflicts. Civil Society Initiative was launched, initiating a dialogue to harness the potential role of civil society by informing and strengthening the social contract in Somalia. The Project also helped relevant government institutions on peaceful boundary delimitation between FMSes. CRSP was heavily impacted by the political dynamic between the FGS and the FMS and particularly by the decision of Puntland and Jubaland not to participate in the constitutional review process in 2020, due to unsettled disputes with the FGS. Still, the project managed to provide support to the constitutional review bodies and some FMS that resulted in the drafting of the 3rd version of the Constitution. However, after the President of Somalia issued the decree on 24 December 2021 directing that the constitutional review process is postponed until formation of the 11th Parliament and noting the ongoing political dynamic between the FGS and the FMS, it was decided to close the project on 30 June 2021. Finally, PSP was very effective in supporting particularly CRSP to achieve the results since the PSP directly supported the Joint Oversight Committee of the Federal Parliament to facilitate the constitutional review process, together with MOCA and ICRIC. However, the project has never managed to mobilize the needed resources for the implementation of the activities and has been heavily dependent on the internal UNDP resources. In addition, political disputes between the FGS and the FMS and dynamic between the Speakers of the UH and HOP impacted the project's operations. Still, the PSP managed to achieve some important results such as enabling Somali Federal Parliament to adopt priority legislations to deepen state building, federalism, democratic processes, and the quest for debt relief, such as Electoral Law, Public Financial Management Bill, Revenue Bill, Petroleum Bill, Health Professional Bill, Amendment of the Public Procurement and Concessions Bill etc. Also, the project-built capacity of 361 new MPs of Federal Member State Parliaments in Puntland, Galmudug, Hirshabelle, Southwest and Jubaland to enable them to fulfill parliamentary tasks. Finally, the project organized the Annual Somali Women MPs Conference that resulted in advancing of gender agenda to improve status of Somali women.

COVID-19. Outbreak of the pandemic additionally impacted implementation of the projects, particularly in the first two quarters of 2020. As an example, the Islamic Bank for the Development made a decision to reprogramme resources previously committed to the implementation of the PSP, to strengthen government's capacity to combat COVID. The representatives of the government for a few months operated through alternative work arrangements before they restarted working from their offices. Still the projects managed to support the national counterparts through provision of the technology to ensure their continuous communication with partners and citizens.

UNDP intends to hire two individual consultants to undertake an evaluation of the projects. One consultant will be focused on REFS and one of CRSP and PSP. However, the consultants will work collaboratively and come up with joint analysis, conclusions, and recommendations. The objective of the evaluation is to assess the impact of the projects so far (results, achievements, constraints) to the establishment of the inclusive governance in the areas of constitutionalism,

parliamentarism and federalism and reconciliation, to provide information on the effectiveness, relevance and value added of the support delivered to the national counterparts since 2018, and to receive recommendations for the design of a follow up projects for the period 2022-2025. The evaluation will also provide project donors with an assessment of the use of their resources.

3. Evaluation Purpose

The three projects that form part of the governance thematic evaluation are listed below:

1. Constitution Review Support Project (CRSP)
2. Parliamentary Support Project (PSP)
3. Reconciliation and Federalism Support Project (REFS) for Somalia

The overall objective of the thematic evaluation is to assess the contribution of UNDP towards improving governance in the areas of constitutionalism, parliamentarism, federalism and reconciliation during the period of 2018-2021. The evaluation will further investigate how Gender Equality and Women's Empowerment (GEWE) was emphasized and mainstreamed in this thematic area at this time.

The evaluation is aiming to consolidate lessons learnt and identify challenges, gaps and propose actionable recommendation for future programming related to governance and peacebuilding to the Somali counterparts at FGS and FMS levels, UNDP, UNSOM/PAMG and the donors as the key stakeholders of this evaluation.

4. Scope

The evaluation will determine the extent to which the activities and outputs of the three projects mentioned above have contributed to inclusive democratic governance and changes in the governance environment. In addition, the evaluation will assess the effectiveness of the implementation strategy and the results of the strategy.

The evaluation will also examine if the implementation methodology has been in line with the policy documents agreed between the UN, donors, and the Somali institutions, drawing upon the project's results framework as well as other monitoring data collected on the project outputs and outcomes.

The evaluation will be conducted at Federal, FMS and community levels (focusing on the processes and outcomes) with representatives of the national counterparts of the three projects, civil society organizations and citizens. It will include a review of the projects designed to achieve the theme and assumptions made at the beginning of the development process and assess the projects' management including the implementation strategies.

5. Evaluation criteria and key questions

The following key questions will guide the end of projects' evaluation:

i) Relevance/Coherence

- To what extent has UNDP contributed to governance, peace building and state building results at the policy and implementation level?
- To what extent did UNDP operationalize governance and peace building concerns in its programme/ project designs (results frameworks, theories of change) and identify indicators for projects to ensure "quality-at-entry" of governance interventions?
- Did the projects and implementation method continue to be relevant to the UNDP and Somalia's governance and peace building priorities?
- Facing the pandemic, have the projects been adapted to the new reality?
- To what extent did UNDP's engagement contribute to the UN integrated approach to inclusive politics/inclusive governance, including UNDP's role in the development context in country and its comparative advantage vis-a-vis other partners?
- Were the interests of beneficiaries considered during the project designs and implementation process (notably women, youth, persons with disabilities etc.)?
- Are the results and/or progress towards results aligned and contributing to Inclusive Democratic Governance? If not, what should have been done to ensure this is achieved?

- Has UNDP been influential in country policy debates and dialogues on Inclusive Democratic Governance and has it influenced country policies on governance reforms and human rights protection?
- To what extent is UNDP's support relevant to the achievement of the SDGs in the country?

ii) Effectiveness

- How effective has UNDP been in implementing governance to institutional change?
- To what extent have UNDP's projects and other interventions contributed to promoting governance that benefits women, youth, and other groups?
- What evidence is there that UNDP's support has contributed towards an improvement in country's capacity, including institutional strengthening?
- Is UNDP perceived by stakeholders as a strong advocate for improving Inclusive Democratic Governance effectiveness and integrity in the country?
- were the monitoring systems adequately capturing data on democratic governance results at an appropriate outcome level?

iii) Efficiency

- To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve democratic governance?
- Are UNDP's approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country?
- Have the outputs been achieved, and did they contribute to the democratic governance theme at an acceptable cost, compared with alternative approaches with the same objectives? If so, which types of interventions have proved to be more cost-efficient? If not fully achieved, was there any progress? If so, what level of progress towards outcomes has been made as measured by the outcome indicators presented in the results framework?

iv) Sustainability

- What measures, including national counterparts' capacity building have been taken to ensure the sustainability of the achievements of democratic governance?
- To what extent are the projects embedded in a larger coherent strategy directed at enhancing democratic governance?
- How do the experiences and lessons learned from projects at the country level

feed into UNDP's analytical framework, policy making and programme design?

- What markers or evidence is there to show that the results achieved so far will be sustained beyond the programme period?
- Are there national plans/ reforms to promote inclusive democratic governance in place or likely to be developed, approved, and implemented in the next few years? And beyond the programme period?

v) Impact

- Evaluate the extent to which the projects generated positive or negative, intended, and unintended effects that have implications to the Inclusive democratic governance goals of the country?

vi) Gender equality

- To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the projects?
- Are the gender markers assigned to the projects realistic?
- To what extent did the interventions promote positive changes in gender equality and the empowerment of women? Did any unintended effects emerge for women, men, or vulnerable groups?

vii) Disability

- Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?
- What proportion of the beneficiaries of a programme were persons with disabilities?
- What barriers did persons with disabilities face?

6. Methodology

The thematic evaluation will be conducted by the two independent evaluators contracted by UNDP under an individual consultancy contract. The Evaluation reference group including the projects stakeholders (executive, supplier, and beneficiary) shall guide and oversee the overall direction of the consultancy. The evaluators are expected to follow a participatory and consultative approach. The evaluation must provide evidence-based information that is credible, reliable, and useful. The evaluation will provide quantitative and qualitative data through but not limited to the following methods

- Desk study and review of all relevant projects' documentation including project documents, annual work- plans, project progress reports, project monitoring reports (from third party monitors) annual project reports, minutes of project board meetings, reports of consultancies and events.
- In depth interviews to gather primary data from key stakeholders using a structured methodology.
- Considering the effects of the COVID-19 pandemic, virtual focus group discussions with project beneficiaries and other stakeholders will be conducted.
- Interviews with relevant key informants (see annexed list of relevant institutions).

7. Expected products (deliverables) - process

The following deliverables are expected, including the process:

1. **Evaluation inception report.** The inception report should be reviewed by the evaluation manager, UNDP and the reference group and will have separate sections related to REFS and CRSP/PSP and one joint thematic section related to democratic governance hence, the consultants will work collaboratively, to prepare an integrated inception report.
2. **Evaluation debriefings.** Immediately following an evaluation, the evaluators will provide a debriefing to the same stakeholders, focusing on the main results and recommendations of the evaluation
3. **Draft evaluation report.** The evaluation manager, the reference group, UNDP, and key stakeholders in the evaluation should review the draft evaluation report and provide an amalgamated set of comments to the evaluators within one week, addressing the content required and quality criteria. NOTE: The evaluation report will have separate sections related to REFS and CRSP/PSP and one joint thematic section related to democratic governance. Hence, the consultants will work collaboratively, to prepare a draft of the evaluation report.
4. **Evaluation report audit trail.** Comments and changes by the evaluators in response to the draft report should be retained by the evaluators to show how they have addressed comments.
5. **Final evaluation report.** The evaluators will send the final evaluation report to the evaluation manager, the reference group, UNDP, UNSOM (PAMG) team and the key national counterparts after having received the consolidated comments on the draft report. The international consultants will be overall responsible for the preparation of the final report. NOTE: The evaluation report will have separate sections related to REFS and CRSP/PSP and one joint thematic section related to democratic governance. Hence, the consultants will work collaboratively, to prepare an integrated evaluation report.
6. **Presentations to** the evaluation manager, the reference group, UNDP, and UNSOM

(PAMG), donors and other key stakeholders.

Evaluation Products (Deliverables)

The key deliverables are summarized in the table below:

Deliverables	Content		Estimated Duration to Complete (days)	Target Due Dates	Review and approvals Required	% of total professional fee
	REFS (reconciliation and federalism) Evaluation Consultant	CRSP/PSP (constitutionalism and parliamentarism) Evaluation Consultant				
Inception Report	Prepare the inception report related to REFS Jointly with the CRSP/PSP consultant to prepare the joint thematic section related to democratic governance	Prepare the inception report related to CRSP and PSP Jointly with the REFS consultant to prepare the joint thematic section related to democratic governance	5	20 October 2021	Evaluation Reference Group	20%
	Description: The evaluators should prepare the inception report based on an understanding of the ToRs, initial meetings with the UNDP programme unit and the desk review. Inception report should include the following. 1. Background and context illustrating the understanding of the project/outcome to be evaluated. 2. Evaluation objective, purpose, and scope. 3. Evaluation criteria and questions. The criteria the evaluation will use to assess performance and rationale. The stakeholders to be met and interview questions should be included and agreed as well as a proposed schedule for field site visits. 4. Evaluability analysis. Illustrate the evaluability analysis based on formal (clear outputs, indicators, baselines, data) and substantive (identification of problem addressed, theory of change, results framework) and the implication on the proposed methodology. 5. Cross-cutting issues. Provide details of how cross-cutting issues will be evaluated, considered and analyzed throughout the evaluation. The description should specify how methods for data collection and analysis will integrate gender considerations, ensure that data collected is disaggregated by sex and other relevant categories, and employ a diverse range of data sources and processes to ensure inclusion of diverse stakeholders, including the most vulnerable where appropriate. 6. Evaluation approach and methodology, highlighting the conceptual models adopted with a description of data-collection methods, sources, and analytical approaches to be employed, including the rationale for their selection (how they will inform the evaluation) and their limitations; data-					

	<p>collection tools, instruments, and protocols; and discussion of reliability and validity for the evaluation and the sampling plan, including the rationale and limitations.</p> <p>7. Evaluation matrix. This identifies the key evaluation questions and how they will be answered via the methods selected.</p> <p>8. A revised schedule of key milestones, deliverables and responsibilities including the evaluation phases (data collection, data analysis and reporting).</p> <p>9. Detailed resource requirements tied to evaluation activities and deliverables detailed in the workplan. Include specific assistance required from UNDP such as providing arrangements for visiting field offices or sites</p> <p>10. Outline of the draft/final report as detailed in the guidelines and ensuring quality and usability (outlined below). The agreed report outline should meet the quality goals outlined in these guidelines and meet the quality assessment requirements outlined in section 6.</p> <p><u>The inception report will have separate sections related to REFS and CRSP/PSP and one joint thematic section related to democratic governance. Hence, the consultants will work collaboratively, to prepare an integrated inception report.</u></p>					
Data Collection and Analysis	<p>Collect data related to REFS</p> <p>Jointly with the CRSP/PSP consultant to collect data on democratic governance</p> <p>Description: Field data collection and all interviews, recording and analysis will be delivered to UNDP and remain the property of UNDP. The data from the field will be collected to the furthest extent possible through digital devices & remote surveys, virtual consultations conducted through video communication and audio conferencing and other IT collaboration tools to be used in a situation of remote work environment. Thus, UNDP will facilitate the online meetings with stakeholders.</p> <p><u>Besides project specific data, the consultants will collaboratively prepare tools, in coordination with UNDP IP Portfolio, to collect data on democratic governance</u></p>	<p>Collect data related to CRSP/PSP</p> <p>Jointly with the REFS consultant to collect data on democratic governance</p>	10	5 November 2021	Evaluation Reference Group	30%
A Draft Evaluation Report	<p>Prepare a draft evaluation report related to REFS</p> <p>Jointly with the CRSP/PSP consultant to prepare the joint thematic section related to democratic governance</p>	<p>Prepare a draft evaluation report related to CRSP/PSP</p> <p>Jointly with the REFS consultant to prepare the joint thematic section related to democratic governance</p>	5	20 November 2021	Evaluation Reference Group	20%

	<p>Description: A draft report informing all key stakeholders and describing the findings and recommendations for future intervention strategies, lessons learned and best practices.</p> <p><u>The draft report will have separate sections related to REFS and CRSP/PSP and one joint thematic section related to democratic governance. Hence, the consultants will work collaboratively, to prepare an integrated draft evaluation report.</u></p>					
Final Evaluation Report	<p>Draft final evaluation report related to REFS</p> <p>Jointly with the CRSP/PSP consultant to draft the joint thematic section related to democratic governance</p>	<p>Draft final evaluation report related to CRSP/PSP</p> <p>Jointly with the REFS consultant to draft the joint thematic section related to democratic governance</p>	15	10 December 2021	Evaluation Reference Group	30%
	<p>Description: Final evaluation report incorporating additions and comments provided by all stakeholders. The content and structure of the final analytical report will outline findings, recommendations and lessons learnt covering the scope of the evaluation and will meet the requirements of the UNDP Evaluation Guidelines. The evaluation report should be complete and logically organized. It should be written clearly and be understandable to the intended audience. The report should include the following:</p> <ol style="list-style-type: none">1. The title and opening pages should provide the following basic information: (i) name of the evaluation intervention; (ii) time frame of the evaluation and date of the report; (iii) Somalia as country of the evaluation intervention; (iv) names and organizations of evaluators; (v) name of the organization commissioning the evaluation.; (vi) acknowledgements.2. Project and evaluation information details on second page (as one page) A: Project Information i) Project title ii) Atlas ID iii) Corporate outcome and output iv) country v) Region vi) Date project document signed vii) Project dates (start/ planned end date), viii) project budget, ix) Project expenditure at the time of evaluation x) Funding source, xi) Implementing partner, xii) B: Evaluation Information xiii) Evaluation type (Thematic evaluation), xiv) Final/ midterm review/ other xv) Period under evaluation (start/ end), xvi) Evaluators name, xvii) Evaluator email address, xviii) Evaluation dates (start/ completion).3. Table of contents, including boxes, figures, tables, and annexes with page references.4. List of acronyms and abbreviations.5. Executive summary (four-page maximum): A stand-alone section of two to three pages that should: i) Briefly describe the intervention of the thematic evaluation ii) Explain the purpose and objectives of the evaluation, including the audience for the evaluation and the intended uses, iii) Describe key aspect of the evaluation approach and methods, iv) Summarize principal findings, conclusions and recommendations, v) Include the evaluators’ quality standards and assurance ratings.6. Introduction should include i) Explain why the evaluation was conducted (the purpose), why					

	<p>the intervention is being evaluated at this point in time, and why it addressed the questions it did, ii) Identify the primary audience or users of the evaluation, what they wanted to learn from the evaluation and why, and how they are expected to use the evaluation results, iii) Identify the intervention of the evaluation the project, iv) Acquaint the reader with the structure and contents of the report and how the information contained in the report will meet the purposes of the evaluation and satisfy the information needs of the report's intended users.</p> <p>7. Description of the intervention should provide the basis for report users to understand the logic and assess the merits of the evaluation methodology and understand the applicability of the evaluation results. The description needs to provide sufficient detail for the report user to derive meaning from the evaluation. It should: i) Describe what is being evaluated, who seeks to benefit and the problem or issue it seeks to address, ii) Explain the expected results model or results framework, implementation strategies and the key assumptions underlying the strategy, ii) Link the intervention to national priorities, UNSF priorities, corporate multi-year funding frameworks or Strategic Plan goals, iii) Identify the phase in the implementation of the intervention and any significant changes (e.g., plans, strategies, logical frameworks) that have occurred over time, and explain the implications of those changes for the evaluation, iv) Identify and describe the key partners involved in the implementation and their roles, v) Identify relevant cross-cutting issues addressed through the intervention, i.e., gender equality, human rights, marginalized groups and leaving no one behind, vi) Describe the scale of the intervention, such as the number of components (e.g., phases of a project) and the size of the target population for each component, vii) Indicate the total resources, including human resources and budgets, viii) Describe the context of the social, political, economic and institutional factors, and the geographical landscape within which the intervention operates and explain the effects (challenges and opportunities) those factors present for its implementation and outcomes, ix) Point out design weaknesses (e.g., intervention logic) or other implementation constraints (e.g., resource limitations).</p> <p>8. Evaluation scope and objectives. The report should provide a clear explanation of the evaluation's scope, primary objectives, and main questions, i) Evaluation scope. The report should define the parameters of the evaluation, for example, the time, the segments of the target population included, the geographic area included, and which components, outputs or outcomes were and were not assessed, ii) Evaluation objectives. The report should spell out the types of decisions evaluation users will make, the issues they will need to consider in making those decisions and what the evaluation will need to achieve to contribute to those decisions, iii) Evaluation criteria. The report should define the evaluation criteria or performance standards used. The report should explain the rationale for selecting the criteria used in the evaluation, iv) Evaluation questions define the information that the evaluation will generate. The report should detail the main evaluation questions addressed by the evaluation and explain how the answers to these questions address the information needs of users.</p>				
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	<p>9. Evaluation approach and methods. The evaluation report should describe in detail the selected methodological approaches, methods, and analysis; the rationale for their selection; and how, within the constraints of time and money, the approaches and methods employed yielded data that helped answer the evaluation questions and achieved the evaluation purposes. The report should specify how gender equality, vulnerability and social inclusion were addressed in the methodology, including how data-collection and analysis methods integrated gender considerations, use of disaggregated data and outreach to diverse stakeholders' groups. The description should help the report users judge the merits of the methods used in the evaluation and the credibility of the findings, conclusions, and recommendations. All aspects of the described methodology need to receive full treatment in the report. Some of the more detailed technical information may be contained in annexes to the report. The description on methodology should include discussion of i) Evaluation approach and ii) Data sources: the sources of information (documents reviewed and stakeholders) as well as the rationale for their selection and how the information obtained addressed the evaluation questions, iii) Sample and sampling frame. If a sample was used: the sample size and characteristics; the sample selection criteria (e.g., single women under age 45); the process for selecting the sample (e.g., random, purposive); if applicable, how comparison and treatment groups were assigned; and the extent to which the sample is representative of the entire target population, including discussion of the limitations of sample for generalizing results, iv) Data-collection procedures and instruments: methods or procedures used to collect data, including discussion of data-collection instruments (e.g., interview protocols), their appropriateness for the data source, and evidence of their reliability and validity, as well as gender-responsiveness, v) Performance standards: the standard or measure that will be used to evaluate performance relative to the evaluation questions (e.g., national or regional indicators, rating scales), vi) Stakeholder participation in the evaluation and how the level of involvement of both men and women contributed to the credibility of the evaluation and the results, vii) Ethical considerations: the measures taken to protect the rights and confidentiality of informants (see UNEG 'Ethical Guidelines for Evaluators' available at http://www.uneval.org/search/index.jsp?q=ethical+guidelines), viii) Background information on evaluators: the composition of the evaluation team, the background and skills of team members, and the appropriateness of the technical skill mix, gender balance and geographical representation for the evaluation, ix) Major limitations of the methodology should be identified and openly discussed as to their implications for evaluation, as well as steps taken to mitigate those limitations.</p> <p>10. Data analysis. The report should describe the procedures used to analyze the data collected to answer the evaluation questions. It should detail the various steps and stages of analysis that were carried out, including the steps to confirm the accuracy of data and the results for different stakeholder groups (men and women, different social groups, etc.). The report also</p>				
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	<p>should discuss the appropriateness of the analyses to the evaluation questions. Potential weaknesses in the data analysis and gaps or limitations of the data should be discussed, including their possible influence on the way findings may be interpreted and conclusions drawn.</p> <p>11. Findings should be presented as statements of fact that are based on analysis of the data. They should be structured around the evaluation questions so that report users can readily make the connection between what was asked and what was found. Variances between planned and actual results should be explained, as well as factors affecting the achievement of intended results. Assumptions or risks in the project or programme design that subsequently affected implementation should be discussed. Findings should reflect a gender analysis and cross-cutting issue questions.</p> <p>12. Conclusions should be comprehensive and balanced and highlight the strengths, weaknesses, and outcomes of the intervention. They should be well substantiated by the evidence and logically connected to evaluation findings. They should respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to the decision-making of intended users, including issues in relation to gender equality and women's empowerment.</p> <p>13. Recommendations. The report should provide practical, actionable, and feasible recommendations directed to the intended users of the report about what actions to take or decisions to make. Recommendations should be reasonable in number. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation. They should address sustainability of the initiative and comment on the adequacy of the project exit strategy, if applicable. Recommendations should also provide specific advice for future or similar projects or programming. Recommendations should also address any gender equality and women's empowerment issues and priorities for action to improve these aspects.</p> <p>14. Lessons learned. The report should include discussion of lessons learned from the evaluation, that is, new knowledge gained from the circumstance (intervention, context outcomes, even about evaluation methods) that are applicable to a similar context. Lessons should be concise and based on specific evidence presented in the report.</p> <p>15. Report annexes. Suggested annexes should include the following to provide the report user with supplemental background and methodological details that enhance the credibility of the report should include i) TORs for the evaluation, ii) Additional methodology-related documentation, such as the evaluation matrix and data-collection instruments (questionnaires, interview guides, observation protocols, etc.) as appropriate, iii) List of individuals or groups interviewed or consulted, and sites visited, if any, iv) List of supporting documents reviewed, v) Project or programme results model or results framework, vi) Summary tables of findings, such as tables displaying progress towards outputs, targets and goals relative to established</p>				
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	<p>indicators, vii) Code of conduct signed by evaluators.</p> <p><u>The final evaluation report will have separate sections related to REFS and CRSP/PSP and one joint thematic section related to democratic governance. Hence, the consultants will work collaboratively, to prepare an integrated final evaluation report.</u></p>				
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8. Evaluation team composition and required competencies

The independent thematic evaluation will be conducted by a team of two independent international evaluation consultants. As stated, one consultant will be specifically focused on REFS (reconciliation and federalism) and one on CRSP and PSP (constitutionalism and parliamentarism). However, the consultants are expected to work collaboratively to jointly address thematic topics related to democratic governance and draft an integrated evaluation report, as stated.

9. Evaluation ethics

Evaluation consultants will be held to the highest ethical standards and are required to sign a code of conduct upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the United Nations Evaluation Group (UNEG) 'Ethical Guidelines for Evaluations'.⁵² The consultants must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultants must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected.

The information, knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners. The evaluators must be free and clear of perceived conflict of interest and interested consultants will not be considered if they were directly or substantively as an employee or consultant in the formulation of UNDP strategies and programmes. In this regard each of the consultant is mandatory to sign a code of conduct and an agreement before they start working with UNDP.

⁵² Access at: <http://www.unevaluation.org/document/detail/100>

11. Institutional Arrangements

The Evaluation Consultants will report to the Evaluation reference group composed of project teams or members of other UNDP programme and projects and UNSOM PAMG, who will support the evaluation and give comments and direction at key stages in the evaluation process. An evaluation reference group ensures transparency in the evaluation process and strengthens the credibility of the evaluation results.

The UNDP Monitoring and Evaluation Specialist in UNDP Programme Oversight and Quality Assurance (POQA) will act as Evaluation Manager. He will be responsible for the oversight of the whole evaluation process and will provide technical guidance and ensure the independence of the evaluation process, and that policy is followed.

12. Duration of the work

The evaluation is expected to start in September 2021 for an estimated duration of 35 working days. During this period the consultants will carry out desk reviews, field work including focus group discussions, interviews, consultations, and report writing.

13. Duty Station

The consultancy will be home-based. Consultants shall set-up a schedule to engage with the project team through video conferencing or other remote communication tools. If travelling is requested, UNDP will bear the costs, following UNDP Rules and Procedures.

14. Qualifications of the Successful Individual Contractors

Evaluation Consultant – constitutionalism and parliamentarism (one position)

Academic Qualifications:

Master's degree in governance, political science, international relations, international development, social sciences, or other related field combined with capacity building work and institutional needs assessment.

Experience:

- At least 10 years of professional experience in areas of Results-Based Programme Evaluation and Quality Assurance. A strong record in designing and leading assessments/evaluations.
- Proven experience in conducting evaluations at programme and/or outcome levels preferably in the field of constitutionalism and parliamentarism or related fields with international organizations or UNDP.
- Technical expertise, including working experience in developing countries, in the field of governance, with the special focus on legal drafting, constitutionalism, parliamentary oversight and similar fields
- Extensive conceptual and methodological skills and experience in applying qualitative and quantitative research/ evaluation methods.
- Experience in gender analysis and mainstreaming in evaluation or research activities
- Excellent analytical and drafting skills; and IT literate, especially in Microsoft Package
- Experience of programme formulation, monitoring and evaluation.
- Fluent (written and verbal) in English. Working knowledge in Somali is an added advantage, but not a requirement.

Evaluation Consultant – federalism and reconciliation (one position)

Academic Qualifications:

Master's degree in governance, political science, international relations, international development, social sciences, or other related field combined with capacity building work and institutional needs assessment.

Experience:

- At least 10 years of professional experience in areas of Results-Based Programme Evaluation and Quality Assurance. A strong record in designing and leading assessments/evaluations.

- Proven experience in conducting evaluations at programme and/or outcome levels preferably in the field of reconciliation and federalism or related fields with international organizations or UNDP.
- Technical expertise, including working experience in developing countries, in the field of governance, with the special focus on community reconciliation, federalist governance structure and similar fields
- Extensive conceptual and methodological skills and experience in applying qualitative and quantitative research/ evaluation methods.
- Experience in gender analysis and mainstreaming in evaluation or research activities
- Excellent analytical and drafting skills; and IT literate, especially in Microsoft Package
- Experience of programme formulation, monitoring and evaluation.
- Fluent in English. Working knowledge in Somalia is an added advantage, and Excellent written and verbal communication skills in English.

Corporate Competencies:

- Demonstrates integrity by modelling the UNs values and ethical standards.
- Demonstrates professional competence and is conscientious and efficient in meeting commitments, observing deadlines, and achieving results.
- Promotes the vision, mission, and strategic goals of the UN/UNDP
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability with a demonstrated ability to work in a multidisciplinary team

Functional Competencies:

- Ability to work under pressure in a stressful environment and adapt to a rapidly changing and challenging work environment.
- Familiarity with the UN System and mandates,
- Ability to work with minimal supervision, taking own initiative and control to implement tasks
- Knowledge of issues concerning institutional/capacity assessment and organization development,
- Thorough knowledge of results-based management and strategic planning processes.
- Excellent communication skills (written and spoken English); good presentation skills (good public speaker); Excellent interpersonal skills and the ability to communicate with policy makers and counterparts.
- Ability to deal with multi-stakeholder groups.

- Strong interpersonal and managerial skills, ability to work with people from different backgrounds and evidence of delivering good quality assessment and research products in a timely manner

Standard templates that need to be followed are provided in the Annexes section. It is expected that the evaluators will follow the UNDP evaluation guidelines and ensure that all the required quality assessment criteria outlined in section 6 are addressed in the evaluation report.

In line with the UNDP's financial regulations, when determined by the Country Office and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid.

Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete it, due to circumstances beyond his/her control.

TOR Annexes

These provide links to supporting background documents and more detailed guidelines on evaluation in UNDP:

- ❖ Intervention results framework and theory of change.
- ❖ Key stakeholders and partners.
- ❖ Documents to be reviewed and consulted.
- ❖ Evaluation matrix template.
- ❖ Outline of the evaluation report format.
- ❖ Code of conduct forms.

All relevant documentation and literature will be given to the consultants in soft copy once the evaluation begins, including the following:

Project Documents

- ❖ Initial Project Document and revisions of project documents
- ❖ AWP for year 2018, 2019, 2020 and 2021
- ❖ Annual Progress reports for year 2018, 2019 and 2020
- ❖ MPTF HQ progress reports for year 2018, 2019 and 2020
- ❖ Project monitoring reports including TPM reports, spot checks and
- ❖ Audit Reports
- ❖ Project board and donors meeting minutes
- ❖ MPTF HQ newsletters for year 2018, 2019, 2020 and 2021
- ❖ UNCT annual reports
- ❖ UNDP Evaluation Guidelines 2019.

List of stakeholders and relevant institutions

Constitution Review Support Project (CRSP)

- ❖ Ministry of Constitutional Affairs- MOCA federal and MOCA Federal Member States
- ❖ Independent Constitutional Review and Implementation Commission (ICRIC)
- ❖ UNDP
- ❖ UNSOM/PAMG
- ❖ DONORS

Parliamentary Support Project (PSP)

- ❖ UNDP
- ❖ UNSOM/PAMG
- ❖ Federal Parliament – Upper House, House of People
- ❖ Somaliland Parliament – House of Elders, House of Representatives
- ❖ Federal Member State Parliaments
- ❖ Parliamentary Constitutional Review Oversight Committee
- ❖ DONORS

Reconciliation and Federalism Support Project (REFS) for Somalia

- ❖ United Nations Development Program (UNDP).
- ❖ United Nations Assistance Mission Somalia (UNSOM) / Political Affairs and Mediation Group (PAMG)
- ❖ Ministry of Interior, Federal Affairs and Reconciliation of the Federal Government of Somalia (MoIFAR-FGS)
- ❖ Office of the Prime Minister of the Federal Government of Somalia (OPM-FGS)
- ❖ Independent commission for Boundaries and Federalism (ICBF) Minister of Interior, Federal Affairs and Reconciliation "
- ❖ Office of the President South West State of Somalia (OOP- SWS)
- ❖ Ministry of Constitution and Federal Affairs Jubaland State of Somalia (MoCFA-JSS)
- ❖ Office of the President Hirshabelle State of Somalia (OOP-HSS)
- ❖ Ministry of Interior Federalism and Democratization Puntland State of Somalia (MoIFAD-PLSS)

- ❖ Ministry of Interior, Federal Affairs and Reconciliation Galmudug State of Somalia (MoIFAR-GSS)
- ❖ Peace Building Fund
- ❖ Simad University
- ❖ Galkayo University
- ❖ African Network for Prevention and Protection Against Child Abuse and Neglect – Somalia Chapter (ANPPCAN-SOM)
- ❖ Mogadishu University
- ❖ Creative Alternative Now (CAN)
- ❖ Somali Youth Vison (SYV)

Documents produced by donors and counterparts

Federal Government of Somalia:

- ❖ The National Reconciliation Framework (NRF) and National Reconciliation Process (NRP)
- ❖ Somali National Development Plan (2017 – 2019)
- ❖ Any other relevant documents

UN System:

- ❖ UNDP Country Programme Document 2018-2020
- ❖ United Nations Strategic Framework (UNSF) 2017-2020

Prepared by:

Nasra Barre

Signature: _____

M&E Officer, Inclusive Politics

Reviewer 1:

Dragan Popovic

Signature: _____

Portfolio Manager, Inclusive Politics

Reviewer 2:

Garikai Mabeza

Signature: _____

M& E Specialist, POQA

Reviewer 3:

Gloria Kiondo

Signature: _____

Head of POQA

Approved by:

Doel Mukerjee

Signature: _____

Deputy Resident Representative (P) OIC

ANNEX II: EVALUATION CRITERIA AND KEY QUESTIONS

Relevance/Coherence

- To what extent has UNDP contributed to governance, peace building and state building results at the policy and implementation level?
- To what extent did UNDP operationalize governance and peace building concerns in its programme/ project designs (results frameworks, theories of change) and identify indicators for projects to ensure “quality-at-entry” of governance interventions?
- Did the projects and implementation method continue to be relevant to the UNDP and Somalia’s governance and peace building priorities?
- Facing the pandemic, have the projects been adapted to the new reality?
- To what extent did UNDP’s engagement contribute to the UN integrated approach to inclusive politics/inclusive governance, including UNDP’s role in the development context in country and its comparative advantage vis-a-vis other partners?
- Were the interests of beneficiaries considered during the project designs and implementation process (notably women, youth, persons with disabilities etc.)?
- Are the results and/or progress towards results aligned and contributing to Inclusive Democratic Governance? If not, what should have been done to ensure this is achieved?
- Has UNDP been influential in country policy debates and dialogues on Inclusive Democratic Governance and has it influenced country policies on governance reforms and human rights protection?
- To what extent is UNDP’s support relevant to the achievement of the SDGs in the country?

Effectiveness

- How effective has UNDP been in implementing governance to institutional change?
- To what extent have UNDP’s projects and other interventions contributed to promoting governance that benefits women, youth, and other groups?
- What evidence is there that UNDP’s support has contributed towards an improvement in country’s capacity, including institutional strengthening?
- Is UNDP perceived by stakeholders as a strong advocate for improving Inclusive Democratic Governance effectiveness and integrity in the country?
- were the monitoring systems adequately capturing data on democratic governance results at an appropriate outcome level?

Efficiency

- To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve democratic governance?

<ul style="list-style-type: none"> • Are UNDP's approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country? • Have the outputs been achieved, and did they contribute to the democratic governance theme at an acceptable cost, compared with alternative approaches with the same objectives? If so, which types of interventions have proved to be more cost-efficient? If not fully achieved, was there any progress? If so, what level of progress towards outcomes has been made as measured by the outcome indicators presented in the results framework?
<p>Sustainability</p> <ul style="list-style-type: none"> • What measures, including national counterparts' capacity building have been taken to ensure the sustainability of the achievements of democratic governance? • To what extent are the projects embedded in a larger coherent strategy directed at enhancing democratic governance? • How do the experiences and lessons learned from projects at the country level feed into UNDP's analytical framework, policy making and programme design? • What markers or evidence is there to show that the results achieved so far will be sustained beyond the programme period? • Are there national plans/ reforms to promote inclusive democratic governance in place or likely to be developed, approved, and implemented in the next few years? And beyond the programme period?
<p>Impact</p> <ul style="list-style-type: none"> • Evaluate the extent to which the projects generated positive or negative, intended, and unintended effects that have implications to the Inclusive democratic governance goals of the country?
<p>Gender equality</p> <ul style="list-style-type: none"> • To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the projects? • Are the gender markers assigned to the projects realistic? • To what extent did the interventions promote positive changes in gender equality and the empowerment of women? Did any unintended effects emerge for women, men, or vulnerable groups?
<p>Disability</p> <ul style="list-style-type: none"> • Were persons with disabilities consulted and meaningfully involved in programme planning and implementation? • What proportion of the beneficiaries of a programme were persons with disabilities? • What barriers did persons with disabilities face?

ANNEX III: EVALUATION MATRIX

Evaluation Criteria	Key Questions and Sub-Questions	Indicators/Success Standard	Data Sources	Data Collection Methods/Tools
Relevance (Design and Focus): How do the objectives of the project relate to the main objectives of UNDP and to the development priorities of the Government of Somalia?				
Is the project relevant to UNDP priorities?	<ul style="list-style-type: none"> To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in the particular development context in Somalia and its comparative advantage vis-à-vis other partners? 	<ul style="list-style-type: none"> Priorities and work areas are incorporated 	<ul style="list-style-type: none"> United Nations Global Strategy UNDAF UNDP Country Action Plan for Somalia UNDP Strategic Plan 2018-2021 Project document National policies and strategies 	<ul style="list-style-type: none"> Document analysis UNDP website Interviews with UNDP and project partners
Is the project relevant to Somalia sustainable development objectives?	<ul style="list-style-type: none"> Was the design of the project adequate to properly address the issues envisaged in the formulation of the programme? <ul style="list-style-type: none"> What were the inherent assumptions in the original design Is the log frame still appropriate Should baselines be added and indicators adjusted Is the risk matrix still appropriate or 	<ul style="list-style-type: none"> Degree to which the project supports national objectives Degree of coherence between the project and national priorities Appreciation from national stakeholders with respect to adequacy of project design and implementation to national realities and existing capacities 	<ul style="list-style-type: none"> Project document National policies and strategies Key project stakeholders Partners 	<ul style="list-style-type: none"> Document analysis UNDP website Interviews with UNDP and project partners

	<p>should it be upgraded</p> <ul style="list-style-type: none"> - How are risks mitigated - Is the project country driven - What was the level of stakeholder participation in project design - How were women and other marginalized groups involved in the design of the projects - What was the level of stakeholder ownership in implementation - Does the project take into account national realities, both in terms of institutional capacity and legal and policy frameworks 	<ul style="list-style-type: none"> • Level of involvement of government officials and other partners in the project design process • Coherence between needs expressed by national stakeholders and UNDP criteria 		
Is the project internally coherent in its design?	<ul style="list-style-type: none"> • Are the activities and outputs of the programme consistent with the intended outcomes and effects? <ul style="list-style-type: none"> - Are there logical linkages between expected results 	<ul style="list-style-type: none"> • Level of coherence between project design and project implementation 	<ul style="list-style-type: none"> • Programme and project documents • Key project stakeholders • Project team 	<ul style="list-style-type: none"> • Document analysis • Key interviews

	(log frame) and the project design			
	<ul style="list-style-type: none"> To what extent has UNDP capacity building support contributed to influencing national policies/strategies focusing on effective public service delivery, gender equality and equitable sustainable development? 	<ul style="list-style-type: none"> Number of national policies focused on effective public service delivery Number of national policies/strategies focused on gender equality Number of national policies/strategies focused on equitable sustainable development 	<ul style="list-style-type: none"> Programme and project documents Key project stakeholder Project team 	<ul style="list-style-type: none"> Document analysis Key interviews
	<ul style="list-style-type: none"> To what extent was UNDP's selected method of analysis and delivery appropriate to the development context? 	<ul style="list-style-type: none"> Number of government and CSOs engaged in implementation 	<ul style="list-style-type: none"> Programme and project documents Key project stakeholders Partners 	<ul style="list-style-type: none"> Document analysis Key interviews with stakeholders and partners
Effectiveness (of management processes and their appropriateness in supporting delivery): To what extent have the expected outcomes and objectives of the project been achieved or has progress been made toward their achievement?				
<ul style="list-style-type: none"> Has the project been effective in achieving the expected outcomes and objectives? 	<ul style="list-style-type: none"> To what extent have project results/targets been achieved or has progress been made towards their achievement? 	<ul style="list-style-type: none"> Extent to which indicators in project document results framework and log frame have been achieved 	<ul style="list-style-type: none"> Project documents Project team and relevant stakeholders Data reported in project reports 	<ul style="list-style-type: none"> Document analysis Interviews
	<ul style="list-style-type: none"> What has been the contribution of other UNDP projects, partners, and other organizations to the 	<ul style="list-style-type: none"> Number of partnerships created Partners report better capacity due to support provided by project 	<ul style="list-style-type: none"> Project team and partners Data reported in project reports 	<ul style="list-style-type: none"> Document analysis Interviews

	project results, and how effective have project partnerships been in contributing to the project's work?	<ul style="list-style-type: none"> Partners report being more effective due to support provided by project 	<ul style="list-style-type: none"> Key stakeholders and partners 	
<ul style="list-style-type: none"> What lessons can be learned regarding effectiveness for other similar projects in the future? 	<ul style="list-style-type: none"> What were the positive or negative, intended or unintended, changes brought about by the project's work? 	<ul style="list-style-type: none"> Lessons learned from activities that have been implemented so far 	<ul style="list-style-type: none"> Data collected through the evaluation Work plans Monitoring and evaluation (progress reports) Project team Key stakeholders 	<ul style="list-style-type: none"> Data analysis Interviews
<ul style="list-style-type: none"> How effectively has gender been mainstreamed into the project? 	<ul style="list-style-type: none"> To what extent did the project benefit women and men equally? 	<ul style="list-style-type: none"> Sex disaggregated data Gender based analysis undertaken Number of activities with a gender focus or component Number of women/men directly engaged through activities Percentage of change in gender balance in key stakeholder/partner staffing 	<ul style="list-style-type: none"> UNDP Project team Other UN agencies Project partners Project documents NGOs CSOs 	<ul style="list-style-type: none"> Document analysis Interviews Survey
Efficiency (of programme implementation): Was the project implemented efficiently in line with international and national norms and standards?				
Was project support provided in an efficient way?	<ul style="list-style-type: none"> Has the project implementation strategy and approaches, conceptual framework and execution been efficient and cost effective? 	<ul style="list-style-type: none"> Availability and quality of financial progress reports Timeliness and adequacy of reporting provided Level of discrepancy between planned and 	<ul style="list-style-type: none"> Project documents Project evaluations (progress reports) UNDP Project team Key stakeholders 	<ul style="list-style-type: none"> Document analysis Key interviews FGDs

	<ul style="list-style-type: none"> Are they sufficiently sensitive to the political and development constraints of the country? 	<p>utilized financial expenditures</p> <ul style="list-style-type: none"> Planned vs actual funds leverage Costs in view of results achieved compared to costs of similar projects from other organizations Adequacy of project choices in view of existing context, infrastructure and cost Quality of results-based management reporting (progress reporting, monitoring and evaluation) Occurrence of change in project design/implementation approach (i.e. Restructuring when needed to improve project efficiency) 		
	<ul style="list-style-type: none"> Has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outputs? 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Project Document Progress reports Program reports Work plans Project staff Stakeholders 	<ul style="list-style-type: none"> Document analysis Key interviews FGDs
	<ul style="list-style-type: none"> To what extent were quality outputs delivered on time and 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Project Document Progress reports Program reports 	<ul style="list-style-type: none"> Document analysis Key interviews FGDs

	how did they benefit women and marginalized groups?		<ul style="list-style-type: none"> • Work plans • Project staff • Stakeholders 	
	<ul style="list-style-type: none"> • Could a different approach have produced better results? 	•	<ul style="list-style-type: none"> • Project Document • Progress reports • Program reports • Work plans • Project staff • Stakeholders 	<ul style="list-style-type: none"> • Document analysis • Key interviews • FGDs
	<ul style="list-style-type: none"> • How is the project management structure operating 	•	<ul style="list-style-type: none"> • Project Document • Progress reports • Program reports • Work plans • Project staff • Stakeholders 	<ul style="list-style-type: none"> • Document analysis • Key interviews • FGDs
	<ul style="list-style-type: none"> • To what extent did monitoring systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly? • Did the project collect and produce disaggregated information (by gender and other vulnerability characteristics)? • Did it help ensure effective and efficient project management and accountability of results? 	<ul style="list-style-type: none"> • Lessons learned from activities implemented so far 	<ul style="list-style-type: none"> • Project Document • Progress reports • Program reports • Work plans • Project staff • Stakeholders 	<ul style="list-style-type: none"> • Document analysis • Key interviews • FGDs

SUSTAINABILITY (of project's general implementation structure, modalities and processes in the longer term): What is the likelihood of the continuation and sustainability of the programme outcomes and benefits after the completion of the project?				
What is the sustainability of the project? What are the major factors which will influence the achievement of sustainability of the project?	<ul style="list-style-type: none"> What indications are there that the project results will be or have been sustained, e.g. through requisite capacities (systems, structures, staff, etc.)? 	<ul style="list-style-type: none"> Involvement of government institutions in project implementation Government support of the project Number /quality of analysis done to assess local capacity potential and absorptive capacity Proportion of expertise utilized from international experts compared to national experts 	<ul style="list-style-type: none"> Program documents Project staff Key stakeholders NGOs 	<ul style="list-style-type: none"> Document analysis Key interviews FGDs
	<ul style="list-style-type: none"> To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented? 	<ul style="list-style-type: none"> Number /quality of analysis done to assess local capacity potential and absorptive capacity Capacity development trainings developed Capacity development trainings implemented 	<ul style="list-style-type: none"> Program documents Project staff Key stakeholders NGOs 	<ul style="list-style-type: none"> Document analysis Key interviews FGDs
	<ul style="list-style-type: none"> To what extent are regulatory frameworks in place that will support the continuation of benefits? 	<ul style="list-style-type: none"> Number of regulatory frameworks drafted/initiated Number of regulatory frameworks implemented 	<ul style="list-style-type: none"> Project Staff NSO MoJ 	<ul style="list-style-type: none"> Document analysis Interviews
How will gender and social inclusion be	<ul style="list-style-type: none"> How will concerns for gender equality, human rights and 	<ul style="list-style-type: none"> Sex disaggregated data 	<ul style="list-style-type: none"> Project staff Key stakeholders Partners 	<ul style="list-style-type: none"> Document analysis Interviews

mainstreamed by primary stakeholders?	human development be taken forward by primary stakeholders?	<ul style="list-style-type: none"> • Data disaggregated by other relevant social categories • Gender indicators • Social inclusion indicators • Gender-based analysis plus undertaken 	<ul style="list-style-type: none"> • NGOs 	
Partnership Strategy: What is the process and result of the establishment of partnerships and collaborative relationships developed by the project with local, national and international entities?				
What is the partnership strategy for the project?	<ul style="list-style-type: none"> • To what extent were partnership modalities conducive to the delivery of outputs? 	<ul style="list-style-type: none"> • List of partners • Number of partners involved in contributing to project outputs 	<ul style="list-style-type: none"> • Progress reports • Project staff • Key partners 	<ul style="list-style-type: none"> • Document analysis • Interviews
	<ul style="list-style-type: none"> • Are there current or potential complementarities or overlaps with existing partner programmes? 	<ul style="list-style-type: none"> • Number of existing partner programmes • Number of UNDP projects or partners contributing to project results 	<ul style="list-style-type: none"> • Progress reports • Project staff • Key partners 	<ul style="list-style-type: none"> • Document analysis • Interviews
	<ul style="list-style-type: none"> • How have partnerships affected the progress towards achieving the outputs? 	<ul style="list-style-type: none"> • Number of outputs being achieved • Number of partners involved in contributing to outputs 	<ul style="list-style-type: none"> • Project document • Progress reports • Project staff • Key partners 	<ul style="list-style-type: none"> • Document analysis • Interviews
	<ul style="list-style-type: none"> • Has UNDP worked effectively with partners to deliver on this current initiative? 	<ul style="list-style-type: none"> • Examples of supported partnerships • Specific activities conducted to support the development of cooperative arrangements between partners 	<ul style="list-style-type: none"> • Progress reports • Project staff • Other UN and development partners • Key stakeholders 	<ul style="list-style-type: none"> • Document analysis • Interviews

		<ul style="list-style-type: none"> • Types/quality of partnership cooperation methods utilized 		
	<ul style="list-style-type: none"> • How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote evidence-based service delivery to the country? 	<ul style="list-style-type: none"> • Number of CSOs engaged in planned activities • Number of private sector partners positively engaged in planned activities 	<ul style="list-style-type: none"> • Project staff • CSOs • Private sector 	<ul style="list-style-type: none"> • Document analysis • Interviews
Cross Cutting Issues: To what extent were cross cutting issues taken into consideration in design, implementation and monitoring of the project?				
How was gender mainstreamed into the design, implementation and monitoring of the project?	<ul style="list-style-type: none"> • To what extent has gender been addressed in the design, implementation and monitoring of programme interventions? • Is gender marker data assigned this project representative of reality? 	<ul style="list-style-type: none"> • Gender sensitivity of surveys undertaken • Gender marker data • Sex-disaggregated data 	<ul style="list-style-type: none"> • Project document • Progress reports • Data collected throughout the evaluation • Project staff • Partners • NGOs 	<ul style="list-style-type: none"> • Data analysis • Interviews
	<ul style="list-style-type: none"> • How were gender issues implemented as a cross-cutting theme? • Did the project give sufficient attention to promote gender equality and gender-sensitivity? 	<ul style="list-style-type: none"> • Gender issues identified • Review of project documents undertaken through a gender lens • Trainings on gender mainstreaming 	<ul style="list-style-type: none"> • Project document • Progress reports • Project staff • Key stakeholders • NGOs • Partners 	<ul style="list-style-type: none"> • Document review • Interviews

	<ul style="list-style-type: none"> • To what extent did the project pay attention to effects on marginalized, vulnerable and hard-to-reach groups 	<ul style="list-style-type: none"> • Marginalized and vulnerable groups identified 	<ul style="list-style-type: none"> • Project document • Progress reports • Project staff • Data collected throughout the evaluation • Key stakeholders • NGOs • Partners 	<ul style="list-style-type: none"> • Document review • Interviews
	<ul style="list-style-type: none"> • To what extent was the project informed by human rights treaties and instruments? 	<ul style="list-style-type: none"> • Human rights treaties and instruments identified and applicable 	<ul style="list-style-type: none"> • Project document • Project staff • Key stakeholders • NGOs • Partners • Other UN agencies 	<ul style="list-style-type: none"> • Document review • Interviews
	<ul style="list-style-type: none"> • To what extent did the project identify the relevant human rights claims and obligations? 	<ul style="list-style-type: none"> • Human rights claims and obligations identified 	<ul style="list-style-type: none"> • Project document • Data collected throughout the evaluation • Project staff • Key stakeholders • NGOs • Partners 	<ul style="list-style-type: none"> • Document review • Interview
	<ul style="list-style-type: none"> • How were gaps identified in the capacity of rights-holder to claim their rights, and of duty-bearers to fulfill their obligations, including an analysis of gender and marginalized and vulnerable groups, and how the design and implementation of the 	<ul style="list-style-type: none"> • Gender gap analysis undertaken • Other marginalized and vulnerable groups gap analysis undertaken • Number of gender gaps identified • Number of other marginalized and 	<ul style="list-style-type: none"> • Project document • Progress reports • Data collected throughout the evaluation • Project team • Key stakeholders • Other UN agencies • NGOs • Partners 	<ul style="list-style-type: none"> • Document review • Interviews

	project addressed these gaps?	vulnerable groups identified		
How did the project consider the plight and needs of the vulnerable and disadvantaged?	<ul style="list-style-type: none"> • How did the project consider the needs of the vulnerable and disadvantaged to promote social equality, for example, women, youth, and disabled persons? 	<ul style="list-style-type: none"> • Sex disaggregated data • Data disaggregated by relevant social categories • Special needs of vulnerable and disadvantaged identified • Number of households surveyed with vulnerable and disadvantaged person(s) 	<ul style="list-style-type: none"> • Project document • Progress reports • Data collected throughout the evaluation • Project staff • Key stakeholders • NGOs • Partners 	<ul style="list-style-type: none"> • Document analysis • Interviews

ANNEX IV: KEY STAKEHOLDERS

CRSP	PSP	REFS
<ul style="list-style-type: none"> Ministry of Constitutional Affairs- MOCA federal and MOCA Federal Member States Independent Constitutional Review and Implementation Commission (ICRIC) National Federal Parliament CSOs UNSOM DONORS 	<ul style="list-style-type: none"> National Federal Parliament Puntland Parliament, Somaliland Parliament Jubaland State Assembly Galmadug State Assembly South-West State Assembly Hir Shabelle State Assembly Parliamentary Constitutional Review Oversight Committee UNSOM DONORS 	<ul style="list-style-type: none"> Ministry of Interior, Federal Affairs and Reconciliation of the Federal Government of Somalia (MoIFAR-FGS) Office of the Prime Minister of the Federal Government of Somalia (OPM-FGS) Independent commission for Boundaries and Federalism (ICBF) Minister of Interior, Federal Affairs and Reconciliation " Office of the President South West State of Somalia (OOP-SWS) Ministry of Constitution and Federal Affairs Jubaland State of Somalia (MoCFA-JSS) Office of the President Hirshabelle State of Somalia (OOP-HSS) Ministry of Interior Federalism and Democratization Puntland State of Somalia (MoIFAD-PLSS) Ministry of Interior, Federal Affairs and Reconciliation Galmudug State of Somalia (MoIFAR-GSS) Peace Building Fund Simad University Galkayo University African Network for Prevention and Protection Against Child Abuse and Neglect – Somalia Chapter (ANPPCAN-SOM) Mogadishu University Creative Alternative Now (CAN) Somali Youth Vison (SYV) UNDP UNSOM/PAMG DONORS

