



UN Multi-Partner Trust Fund for Somalia

QUARTERLY REPORT

1 October – 31 December 2015



Dear colleagues, dear partners,



I am pleased to share with you the first quarterly report of the UN Multi-Partner Trust Fund (UN MPTF). The report provides a wealth of information on the MPTF's operations, its finances, and perhaps more importantly, the results achieved and the challenges faced. Much remains to be done, but I hope you will agree that we have also collectively achieved quite a lot.

As many of you know, following the establishment of the SDRF structures in late 2014, we dedicated most of our energy last year on making these structures work, and on ensuring that they could deliver tangible results to the people of Somalia and to the country's transition. It has been difficult, and slow at times, but I believe that the process was worth the effort, and that the SDRF has become an essential and effective mechanism for policy dialogue and coordinated delivery.

And thanks to your support, the UN is now implementing nine joint programs through the UN MPTF. As you will see in this report, all nine are delivering results. For example, the Programme on state formation has been instrumental in assisting state level reconciliation and in supporting the establishment of the Federal Boundaries Commission. Meaningful progress on the revision of the provisional Constitution was facilitated by the MPTF, while our Programme on Electoral support was instrumental for the National Consultative Forum. The Rule of Law Programme has supported mobile courts, the High Judicial Council, and a range of new legislative efforts. One-stop youth centers have been established with support from the Youth Employment Joint Programme and 4,650 short-term jobs have been created. The Programme on Institutional Capacity Development has delivered concrete outputs in the area of increased human resource capacity, installation of essential bureaucratic systems and Civil Service Law reform.

The UN MPTF is the centerpiece of the UN's support to the New Deal; as such, it has become an important driver of UN coherence, including between UN agencies and UNSOM. I am also very happy to report that the UN MPTF is now equipped with robust monitoring, risk management, and communications capabilities. All three elements are fundamental for the context we operate in, to ensure that donor resources are used effectively, efficiently and transparently.

While this report will help us take stock of progress made, it is also now time to look ahead. In 2016, we will continue our efforts to implement, implement, and further implement, including through an increased use of the UN MPTF's National Window. In parallel, we want to intensify a strategic dialogue with the government and donors on the future of the fund and on the pipeline, to ensure that this instrument is put to its most optimal use, one that is firmly embedded in the new aid coordination and national plans currently under discussions. Throughout, I want to continue the extremely close and vibrant collaboration with the World Bank; from risk management to analytical processes and portfolio coordination, this relationship covers many areas, and is one of the strongest both institutions have developed around the world.

These close partnerships will be essential in the coming months, given the upcoming milestones and the stakes at hand. In the highly tumultuous and unpredictable phase that Somalia is now entering, the UN MPTF, and the SDRF more broadly, are more than funding instruments; they now constitute reliable and trusted platforms for inclusive engagement, policy development, and mutual accountability.

Thank you again for your support to, and trust in the UN MPTF.

Kind regards,

A handwritten signature in blue ink, appearing to read 'Peter de Clercq'. The signature is fluid and cursive, with a small dot at the end.

Peter de Clercq,
Deputy Special Representative of the Secretary-General,
Resident and Humanitarian Coordinator for Somalia

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GENERAL UPDATES

Overview

Established at the end of 2014, the UN MPTF became fully operational in 2015, with a number of programs designed, endorsed and implemented through the SDRF architecture in support of the Somali Compact:

- The fund has \$123.2 million in committed resources from nine donors, including the Peacebuilding Fund;
- The Fund now hosts the Joint Programme on Local Governance (JPLG), bringing over \$187 million of resources under the oversight and coordination of the Somali New Deal architecture;
- The UN MPTF has a National Window for government-implemented projects. The Peacebuilding Fund has provided \$2 million for small scale, local infrastructure projects. More resources will be redirected to this mechanism, in order to support the use of national systems;
- The UN MPTF supports interventions across all five PSGs.

UN MPTF 2015 Highlights

- The UN, in collaboration with the FGS, the World Bank, and donors developed and implemented the SDRF Trust Fund Risk Management strategy. This strategy allows for the identification and analysis of, and response to, a range of risks that may affect the Trust Funds' operations.
- The UN MPTF launched its Monitoring and Communication strategies, designed to highlight the Fund's contribution to the New Deal priorities, and ensure accountability of all stakeholders, including the UN as Trust Fund Administrator.
- A Joint Programme on Enablers was also developed and brought under the SDRF structure. This Programme covers the activities and funding of the UN's security, coordination and risk management services, which enable the UN and international partners to deliver on their respective mandates throughout Somalia.

SDRF-Endorsed MPTF Projects

State Formation Process	Active
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Constitutional Programme	Active
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Electoral Support Programme	Active
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Parliament Support Programme	Active
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Rule of Law Programme	Active
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Youth Employment Programme	Active
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Institutional Capacity Development	Active
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Joint Programme on Local Governance and Decentralized Service Delivery (JPLG)	Active
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UN Enablers	Active
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UN MPTF Projects in the Pipeline









Sustainable Charcoal Reduction and Alternative Livelihoods	Endorsed by SDRF Steering Committee
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Public Works Project	Strategic Review (PSG4)
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Joint Programme on Women's Leadership and Empowerment	Endorsed by SDRF Steering Committee
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Small Infrastructure project (National Window)	Under development
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Donor Contributions, US\$ millions

		<i>Paid In</i>	<i>Committed</i>
	Denmark	2.5	18.4
	DfID	10.7	13.4
	EU	28	35.3
	Italy	0.7	2.9
	Norway	4.7	10.4
	SDC	2.3	6.4
	SIDA	13.1	24.9
	PBF	11.2	11.2
TOTALS		73.2	123.2

Includes only signed commitments.

UN MPTF Secretariat

The UN MPTF secretariat is housed in the Resident Coordinator's Office (RCO). All essential functions are now in place, and they include:

- Management
- Government (ACU) Liaison
- Donor Outreach
- Communications
- Monitoring and Reporting
- Risk Management
- Programmatic Support

Unlike many other UN Multi Donor Trust Funds put in place in other countries, the UN MPTF Secretariat has not been established as a separate, dedicated unit, and its costs are not covered by donor contributions to the Fund. Instead, the Secretariat is supported by a range of existing RCO functions, and funded by other sources and modalities. We are particularly grateful to the Peacebuilding Fund and the UNDP New Deal Facility for providing resources for the Risk Management and Monitoring functions respectively.

MPTF monitoring and reporting

The UN MPTF monitoring and reporting framework has been designed to assess performance at three levels:

1. **Fund level performance:** this level tracks measures of fund efficiency, fund management, including communications and risk management, and overall adherence to UN principles, notably in the area of gender and human rights. Indicators therefore combine elements of Fund Administrator performance, donor behavior, and programmatic obligations. The full set of indicators is provided in section 3.
2. **Portfolio results¹:** this level tracks the contribution of the Fund, above and beyond individual Joint Programme results. At this time, this contribution is not framed as 'impact' since impact can often only be measured years into implementation; and the absence of a comprehensive Compact M&E framework further complicates any robust assessment of the Fund's aggregate contribution to national priorities.
3. **Joint Programme Results:** this level tracks results (contribution to outcomes, outputs) for each Joint Programme funded under the UN MPTF, as articulated in respective Results Frameworks, and as endorsed by the SDRF Steering Committee.

¹ The UN MPTF Secretariat is currently developing a set of proxy indicators that will measure the added value of the instrument, as a platform for coherence, efficiency and accelerated delivery. Reporting at this level will begin in May 2016.

UN MPTF Fund Performance Assessments

Fund performance analysis is based on the following data (Tables 1 and 2).

Table 1: Time between JP approvals to funds transfer

Joint Programme	Date of SDRF approval	First disbursement	Time difference (months)	2015 Allocated (\$)	2015 Delivered (\$)
State formation	March 2015	Aug 2015	5	6,631,289	2,307,056
Constitutional review	March 2015	Sep 2015	6	1,390,902	1,214,440
Electoral process	March 2015	Aug 2015	2	2,612,522	2,629,347
Inclusive institutions of Parliament	Ongoing (Mar 2013)	Nov 2015	---	959,055	951,934
Rule of Law	March 2015	Sep 2015	6	2,094,151	1,153,968
Youth employment	September 2015	Oct 2015	1	3,019,545	431,092
Capacity Development	March 2015	Sep 2015	6	2,344,377	2,046,258
Local governance	Ongoing (Jan 2013)	Aug 2015	---	26,522,132	19,713,505
Enabling services	October 2015	Nov 2015	2	850,000	332,484
TOTALS				46,423,973	30,780,084

Table 2: Donors' Delivery on Commitments

Donor	Total Committed (\$) (2015-2018) (a)	Date SAA or Addendum signed (b)	Funds Received in MPTF Account (c)	Date of Deposit (d)	Ratio (c/a) %
EU	7,832,221	23 Sep 2015	7,439,435	05 Oct 2015	85%
	27,480,919	20 Nov 2015	20,511,544	04 Dec 2015	
Sweden	24,897,791	09 Jul 2015	5,898,924	14 Aug 2015	53%
			7,250,401	17 Dec 2015	
Denmark	18,398,024	16 Jun 2015	947,877	21 Jul 2015	13%
	141,804	14 Dec 2015	1,533,090	03 Aug 2015	
UK	13,550,654	16 Jul 2015	5,356,750	30 Apr 2015	79%
			3,815,140	30 Jul 2015	
			1,428,786	03 Dec 2015	
			150,693	08 Dec 2015	
Norway	10,409,115	19 Jun 2015	4,677,360	30 Jun 2015	45%
Switzerland	6,435,206	12 Jun 2015	1,817,375	24 Jun 2015	36%
			505,101	30 Dec 2015	
Italy	400,000	29 May 2015	400,000	18 Jun 2015	24%
	300,000	30 Nov 2015	300,000	23 Dec 2015	
	2,192,982	04 Dec 2015			
PBF	11,200,000	May 2015	2,317,795	May 2015	37%
		June 2015	1,805,605	June 2015	
		July 2015	7,076,600	July 2015	
Total	123,238,716		73,232,564		53.6%

Quality of operations

Category	Indicator	Target	Status	Rating
Disbursements and volume	Total UN MPTF annual disbursements to PUNOs	> \$30 m	\$46 m	
	Disbursement ratio of active programmes $\left[\frac{\text{Total expenditures}}{\text{2015 Allocations}} \right]$	> 90%	66.3%	
	Number of Joint programmes developed for approval	5 / year	7	
	No. of JPs received funding within 3 months of SDRF approval	All (7)	3 out of 7 ²	

UN MPTF management

Category	Indicator	Target	Status	Rating
	Adherence to reporting timelines (Up-to-date reporting as per MOUs)	100%	First report 29 Feb	
Communication	Number of UN MPTF donor briefings	Monthly	Briefings held monthly except in December 2015	
	MPTF Newsletter published	Quarterly	One in Dec 2015; Next one by end of March 2016	
Risk management	Implementation of robust risk management systems	Regular RMG meetings and risk reports produced for SDRF SC	3 RMG meetings held in 4 th quarter of 2015; No reports produced for SDRF SC	
Coordination	Fund administrator coordination	Quarterly portfolio coordination meetings	One meeting held (with WB, AfDB, and MoF) in September 2015	

Donor engagement

Category	Indicator	Target	Status	Rating
Earmarking	% of un-earmarked contributions	50%	7.2%	
Availability of funding	Average time taken to disburse funds after SDRF SC approval	3 months	4 months ³	

Crosscutting issues

Category	Indicator	Target	Status	Rating
Human rights	% of JPs with explicit HRBA in design, implementation and monitoring)	D – 100% I – 100% M – 100%	D – 100% I – 100% M – 100%	
Gender	Average gender marker score	2 a	2 a	

² 3 Joint Programmes received funding after 6 months of approval³ 4 (out of 7) JPs in fact received funding more than 5 months after approval

Conflict sensitive	% of JPs with explicit inclusion of conflict sensitivity and do-no-harm	Still to be developed		
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NOTE: The cross cutting indicators do not yet provide the level of relevance and precision required. They will be further refined for the next Quarterly Report (May 2016).

■ On-target or achieved
 ■ In progress or partially achieved
 ■ Off-target or not achieved

Effectiveness on Progress towards Programmatic Results

PSG 1: Inclusive Politics			
Joint Programme	PSG Milestones	Progress achieved to date	Status
State formation	Inclusive consultations on establishment of Federal Member States in South and Central Regions underway, with Interim State Administrations established	<ul style="list-style-type: none"> - Galmudug Interim Administration established in July 8 2015 - Agreement for establishment of last regional administration for Hiraan and Middle Shabelle regions signed in August 2015, process on-going 	
Constitutional review	Finalize and adopt a Federal Constitution by December 2015.	<ul style="list-style-type: none"> - Capacity of key institutions developed, - Procedures for key processes still pending consensus to proceed 	
Inclusive institutions (Parliament)	Parliaments established and fully functional at Federal level and in Somaliland and Puntland	<ul style="list-style-type: none"> - Capacity of Secretariat staff enhanced - Members of Parliament outreach and public accountability strengthened - Legislation debated and passed 	
Electoral process	Prepare for credible elections by 2016	<ul style="list-style-type: none"> - National Independent Electoral Commission (NIEC) established and functional - Supported consultation on the 2016 electoral model - Key legislation still pending 	
PSG 2: Security			
Joint Programme	PSG Milestones	Progress achieved to date	Status
Rule of Law (Police)	Capacity and accountability of state security institutions to provide basic safety and security strengthened	<ul style="list-style-type: none"> - Somali Police capacity strengthened through training opportunities, including gender mainstreaming and human rights - Stipend payment system not completed due to underfunding, which undermined some police operations 	
PSG 3: Justice			
Joint Programme	PSG Milestones	Progress achieved to date	Status
Rule of law Courts and Corrections	Somalis have access to fair and affordable justice	<ul style="list-style-type: none"> - Legal aid system established - Mobile courts established and strategy developed - Justice sector's capacity enhanced to perform their functions 	
PSG 4: Economic Foundations			

Joint Programme	PSG Milestones	Progress achieved to date	Status
Youth employment	ERP on short-term labour intensive employment and demand-driven skills development developed and implemented and begin to generate jobs.	- Implementation started in October, with initial results focused on analysis and one-stop youth centres, and initial job creation	
PSG 5: Revenue and Services			
Joint Programme	PSG Milestones	Progress achieved to date	Status
Local Governance	<ul style="list-style-type: none"> - Government at all levels better able to manage financial resources; - Enhance transparent and accountable revenue generation - Increase provision of and access to public services 	<ul style="list-style-type: none"> - Overall expansion of provision of public services due to strengthened capacity - Administrative devolution on track but capacity for financial devolution still a concern - Sustainability of expanded service delivery in doubt due to government's budget limitations 	
Crosscutting			
Joint Programme	PSG Milestones	Progress achieved to date	Status
Capacity building	Enable governments to fill critical capacity gaps in the civil service and strengthen capacity of key ministries and agencies to perform core government functions.	<ul style="list-style-type: none"> - Critical legislative outputs (civil service Law, etc.) developed but not finalized - Civil service classification and revised pay and grading structure 	
Enabling services	Crosscutting support services	<p>RMU</p> <ul style="list-style-type: none"> - On-line risk management tool launched - Three in-class trainings to local and international NGOs and to government officials organized - Risk management strategy for the SDRF, Trust Funds launched, in collaboration with the World Bank - Fraud management guidance provided to donors, NGOs and UN agencies through the Multi-Party Risk working group <p>UNDSS</p> <ul style="list-style-type: none"> - Medical Emergency Teams across Somalia, including in Dollow, maintained - Replacements for security vehicles secured - On-going support to the Airport Road security arrangements (through NISA) 	

Portfolio-level Results

The UN MPTF Secretariat is currently developing a set of proxy indicators that will measure the added value of the Fund portfolio, and it was agreed with the donors that reporting at that level will begin in May 2016.

Highlights of Joint Programme Results

Joint Programme on Support to the Federal State Formation Process

The overall objective of the Joint Programme is to contribute towards achieving a stable and peaceful federal Somalia through inclusive political processes, and to establish effective, functioning and constitutional Federal Member States. Through this Programme, the UN provides assistance to the Federal Government of Somalia (FGS) to form interim regional administrations (IRAs), as well as direct support to the new (interim) Federal Member State administrations. The Programme was endorsed by the Somalia Development and Reconstruction Facility (SDRF) in March 2015 and formally signed by the Ministry of Interior and Federal Affairs (MOIFA) and the United Nations (UN) on 17 June 2015. Total allocations for 2015 were US\$6,631,289 of which US\$4,399,228 (66.4%) were from the UN MPTF, and US\$ 2,232,061 (33.6%) from UN Peacebuilding Fund (PBF).

Highlights of key achievements

The Galmudug Interim Administration (GIA) was established with election of President and Deputy on 4 July 2015 with support of the JP. The elections were held by secret ballot with live television coverage.

Charters for the Jubbaland Administration (IJA), Interim South West Administration (ISWA) and GIA were developed. The Charters establish a basis for a coherent constitutional framework in the new State.

On 8 August 2015 an agreement was signed to establish the remaining regional administration of Hiraan and Middle Shabelle. Consultations are ongoing towards formation of the state administration.

The Joint Programme has also supported six (6) reconciliation conferences in ISWA, GIA and Middle Shabelle and Hiraan. 41% of the participants in these reconciliation processes/forums were women. The Boundaries and Federation Commission (BFC) was established and all nine Commissioners (one female) commenced work on 7 July 2015. The BFC was provided with prefab offices and conference hall at Villa Somalia, and all Commissioners received office equipment and furniture. In September 2015, all nine Commissioners received training on boundary and federalism process framework and policies in Nairobi.

Key constraints and challenges

Among some of the key challenges was the high cost of delivery, which included safe places (usually hotels) for BFC Commissioners and chartered flights to ensure adequate and appropriate participation at reconciliation forums. These costs were endorsed by the Project Board in December 2015, along with a 3-month extension of the first phase to 31 March 2016. By 31 December 2015, expenditures were \$2,228,410 (101%) of total MPTF budget of US\$ \$2,205,047; while expenditure on the PBF component was only \$78,646 (6%) of total PBF budget (\$1,318,381) due to delays in the transfer of funds.

Joint Programme on Constitutional Review

The Joint Programme supports the Ministry of Constitutional Affairs (MoCA), the Independent Constitutional Review and Implementation Commission (ICRIC) and the Parliamentary Oversight Committee (OC) to build consensus around a range of outstanding constitutional issues that are to be addressed through a revision process. The Joint Programme was signed on 17 June 2015 with projected end date of 30 April 2016. As of 31 December 2015, three tranches totaling US\$1,390,902 had been transferred to the Joint Programme and total expenditures were US\$1,214,440 (87%).

The Joint Programme supported establishment of a Technical Expert Support Working Group (TESWG) to lead and complete the technical review, drafting and revision of the provisional constitution by the end of 2015. The Joint Programme also funds three International Constitutional Experts to advise the TESWG and provide technical support to the Prime Minister, Speaker of Parliament and relevant line Ministries on constitutional issues.

Highlights of key achievements

The TESWG completed the review of four chapters. The original intention was to complete all eight chapters and submit them to Parliament by end of 2015. The Joint Programme also provided operational support to: (a) the Ministry of Justice and Constitutional Affairs (MoJCA) by funding 17 posts (2 senior advisors, 5 constitutional experts and 10 legal interns); (b) capacity building, logistical and administrative needs of the ICRIC; and (c) secretarial and support staff for the OC.

At the regional level, with technical support provided by the Joint Programme, the Jubba Constitutional Drafting Committee completed its review process, culminating with the adoption of the Jubba Constitution by the Jubba Constituent Assembly comprising of 300 persons, including civil society representatives and clan elders. Technical support for the development of a draft Constitutional Chart was also provided to the constitution process in Kismayo, resulting in the establishment of a Drafting Committee representing all the clans.

Key constraints and challenges

One of the Joint Programme's main outcomes was that the constitutional review process would be completed by end of 2015. However, progress has been stalled due to lack of agreement among national stakeholders on some of the key issues, including agreeing on procedures for civic education, and public consultation, as well as on Regional and Dialogue National Conferences. The Somali institutions involved in the implementation of the constitutional review process have also not yet agreed on the date and format of Master Plan Retreat, even though the Joint Programme supported the development of a draft proposal by an international expert.

This phase of Joint Programme was to be completed originally within the six months period ending in December 2015. However, due to the implementation delays noted above, the Project Board decided at its meeting on 9 December 2015 to grant a 'no cost extension' of the current Programme by four months until the end of April 2016.

Joint Programme for Support to the Electoral Process in the Federal Republic of Somalia

The overall objective of the Joint programme is to “prepare for and hold credible elections by 2016”. It was signed on 17 June 2015, with an initial duration of six months and a budget of US\$ 2,612,522, with expenditures of \$2,629,347 (101%)⁴ as of 31 December 2015.

Since the FGS decided in 2015 that ‘one person – one vote’ elections were not yet feasible in Somalia, the Joint Programme’s goal was modified into a twin-track approach comprising (i) support to the “electoral process” in 2016, and (ii) preparations and development of the country’s capacity to conduct universal elections and referendum in due course.

Highlights of key achievements

The NIEC was established on 6 July 2015 with the appointment of nine Commissioners (two women) by the Federal Parliament. The Commissioners were sworn in before Parliament on 21 July 2015, and started operating from facilities provided by the Joint Programme in August.

The JP supported four separate workshops on electoral principles, electoral management and strategic planning for the NIEC, as well as two international elections study tours to Tanzania and Turkey. NIEC now has a Strategic Plan and an Action Plan.

In November, the Ministry of Interior and Federal Affairs (MOIFA) conducted a stakeholder consultative workshop on the draft Law on Political Parties in preparation for its presentation to Parliament. The Joint Programme also supported translation of six traditional Somali laws on elections from Italian to English.

The Joint Programme organized a three-day introductory BRIDGE⁵ workshop on Strengthening Democratic Processes for 22 staff of MOIFA.

Note: Building Resources In Democracy, Governance and Elections (BRIDGE) is an internationally recognized electoral training course.

In October 2015, The Joint Programme facilitated a meeting of NIEC with partners and donors in Nairobi. The NIEC presented its Strategic Plan and fielded questions from different development partners.

This additional output was endorsed by the Programme Board on 10 September 2015. The Joint Programme facilitated a high-level meeting in September leading to establishment of National Consultative Forum on 20 October. A series of national and regional consultative forums were held from October - December, with delegates from the different existing and emerging federal states, Somalis in the diaspora, and civil society members.

Key constraints and challenges

The main constraint is the uncertainty surrounding the 2016 electoral process. The Programme Board approved on 10 December the Work Plan for Q1 2016, in anticipation of a full programme document.

⁴ The difference is not significant and could be explained by exchange rate fluctuations.

⁵ Note: Building Resources In Democracy, Governance and Elections (BRIDGE) is an internationally recognized electoral training course.

Joint Programme on Support to Building Inclusive Institutions of Parliament in Somalia

The Joint Programme contributes to *'advancing inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities'*. The Joint Programme started in March 2013 and is projected to end in December 2016. The total budget for 2015 was US\$959,055, with expenditures of \$951,934 (99%) by the end of 2015.

Highlights of key achievements

Through technical support from the Joint Programme, several bills have been drafted and passed, such as the Public Procurement, Concession & Disposal Bill (12 December 2015) and the Anti-Money Laundering & Counter-Financing Terrorism Bill (26 December). Support included desk review on bills tabled, and technical advice on drafting amendments for these bills.

A total of 829 Members of Parliament, Parliamentary staff and staff from relevant ministries (698-men; 131-women) were trained on different topics, including business processes, Codes of conduct for MPs, legislative drafting, and outreach and communication skills for MPs. The Joint Programme also supported the Young Graduates Programme of the Federal Parliament. The programme has been so successful that Parliament will fund it from the State budget from 2016. The programme was also extended and implemented in two of the newly formed parliaments in Galmudug and Jubaland.

The Joint Programme promoted and supported the accountability of parliamentary representatives to their constituents. In Somaliland, the House of Representatives (HoR) undertook seven constituency visits by end of third quarter of 2015; in Puntland, MPs and parliamentary Committees undertook constituency visits and oversight missions to five regions; while the Federal Parliament conducted seven outreach visits.

The first ever Puntland HoR website went online on 5 October 2015, with support from the Joint Programme. In addition, the website of the Federal Parliament, which had been inaccessible for several months was redesigned in line with the International Parliamentary Union (IPU) Guidelines for Parliamentary Websites and is now fully accessible at www.sfp.so. The new design accommodates three languages - Somali, English and Arabic – and the Joint Programme is supporting recruitment of translators.

Key constraints and challenges

Available financial resources are not sufficient to implement all of the activities included in the 2015 Annual Work Plan (AWP) and hence the project has sought additional funding resources through the UN MPTF.

Joint Programme on Support to the Rule of Law

This Joint Programme was signed in June 2015 with an expected end date of 2016. The Joint Programme is implemented in the three regions including the Federal Level, Puntland and Somaliland with focus on public services in the justice, corrections and police sectors. A total of US\$2,094,151 was transferred from MPTF to the programme budget for 2015, with expenditures of US\$1,153,968 (55%) as of 31 December 2015.

Highlights of key achievements

The Joint Programme has undertaken catalytic work to strengthen the justice sector, including supporting the review of existing and drafting new legislation. Examples include: (a) the review of the Political Parties Draft Bill, (b) the draft policy paper for licensing advocates in Somalia, (c) the review and amendments of the Constitutional Court Establishment Bill, and (d) the review the National Legal Aid Draft, which is now ready for consultation.

The Joint Programme also supported operations of the Mobile Courts and produced the handbook for the Mobile Courts. Through an agreement with the Supreme Court, the Mobile Courts are expected to become operational in the first quarter of 2016. In Puntland, the Mobile Courts adjudicated 413 cases in 16 districts and villages (158 criminal, 255 civil); 158 of these were women-assisted, and 117 judgments were successfully endorsed.

Survey data undertaken in the last quarter of 2015 indicates that high proportion of the population [Adaado 68%, Burao 52%, Galkayo 36%] believed that there had been an improvement in performance of formal courts during 2015.

With Joint Programme support, the Puntland judicial system is now fully operational, with regular oversight activities being undertaken. The High Judicial Council (HJC) inspected 12 courts and 2 offices under the Attorney General (prosecutors) in the regions (Bari, Ayn, Mudug, Nugal).

At the Federal Level, the Traditional Dispute Resolution (TDR) policy is undergoing consultations by the Ministry of Justice with support from the Joint Programme and the International Development Law Organization (IDLO). In Puntland, 672 cases, ranging from family disputes, to minor injuries, land and monetary disputes were handled by traditional justice actors,. According to a UNDP Third Party Monitoring report (August 2015), *'ADR/TDR project beneficiaries are all very positive about the project, and majority of respondents preferred ADR from legal system and traditional arbitration because it is cheap to convene, saves time, fairly adjudged and is based on religious values of the community'*.

The Joint Programme also supported capacity building for the police and Corrections services. 30 student Police Officers, eight of them female, received scholarships through the University of Hargeisa Faculty of Law in Somaliland. A draft recruitment and training agreement was developed to support the recruitment and a three-month training for 150 women from across the regions to become police officers. The Somali Police Force (SPF) formally established a Gender Unit at central level in December 2015, and the Joint Programme further supported establishment of a Gender Unit in relevant rule of law Ministries within the FGS and Puntland.

Key constraints and challenges

Some activities at the Federal Level were delayed because of the non-establishment of the Judicial Service Council (JSC). There is also reluctance and resistance by officials to appoint females in senior positions, including as Station Commanders, which is affecting some of the planned activities.

UN Joint Programme on Youth Employment

The Joint Programme for Youth Employment was formally launched at an inaugural programme Steering Committee meeting on 29 September 2015, with an allocated budget of US\$3,019,545. Expenditures as of 31 December 2015 were at \$431,092 (14.3%). The Joint Programme is implemented by four UN agencies (FAO, ILO, UNDP and UN Habitat) across all regions.

The Joint Programme seeks to improve the long-term potential for growth, productivity, and employment through the development and implementation of relevant productive value chains, the support to long-term employability of youth in sectors with high growth and employment potential, and the rehabilitation of productive infrastructure through labour-intensive methods.

Highlights of key achievements

Following secondary and primary studies, three productive value chains were identified for further development - marine fisheries, sesame, and dairy. Some of the studies were undertaken in collaboration with the Somalia Agricultural Technical Group (SATG). Based on these findings, the Joint Programme is now providing support for the establishment of Technical Vocational Education Training (TVET) centers in Mogadishu, Baidoa, Kismayo, Beletweyne, Berbera, Bosasso, and Abudwaq.

The first phase of the One-Stop Youth Centre at the Annagraph site in Shingani was launched on 14 January 2016, with participation of 187 youth. The process involved a rapid market assessment to identify construction materials sectors with a high potential for youth employment creation and economic development.

Infrastructure rehabilitation works involving 18 water catchments and 2,450 households are ongoing in Kismayo, Cabudwaq and Bosasso, while also 6 water catchments and 13 canals were approved for rehabilitation targeting 840 households in Beletweyn. In Bosasso a detailed assessment for the rehabilitation of mangrove sites is underway and is expected to involve approximately 200 households.

The Joint Programme also supported and facilitated the 'Mogadishu Clean-up Campaign' which was completed in December 2015, creating a total of 2,000 short-term (one month) jobs. Approximately 14 km of urban roads were cleared and 7,860 metric tons of waste was collected and disposed of.

Community consultations were conducted in Berbera and Baidoa districts to identify critical urban infrastructure needs, and as of January 2016, 500 youth had started work in Berbera district although some delays were experienced in Baidoa.

Key constraints and challenges

Cooperation between international agencies and donors supporting value chain development approaches to employment and economic growth is still embryonic and there is a significant danger of duplication and overlap as major programmes including YES, SCORE (World Bank), GEEL (USAID) and PIMS (DfID) continue to work in parallel.

Another challenge is the frequent failure of new incumbents to honour commitments made by their predecessors, which presently is the case with the Mogadishu One-Stop Youth Centre following appointment of the new mayor.

Joint Programme on Institutional Capacity Development

The Joint Programme aims at ‘strengthening Institutional Performance’ (SIP) of the Federal Government of Somalia (FGS) and State of Puntland through (a) capacity injection by supporting short-term technical and advisory positions, (b) strengthening civil service management, by supporting development of a comprehensive human resources management framework, and (c) supporting the development of the new national development plan and associated capacity including M&E, aid coordination, and gender mainstreaming’. The Joint Programme was formally signed by the FGS and the UN on 17 June 2015, with a total budget of US\$12,974,918, to which \$2,344,377 were allocated in 2015, with expenditures of \$2,046,258 (87%) as of 31 December 2015.

Highlights of key achievements

With delays in implementation of the the Capacity Injection Mechanism, the Joint Programme has supported six posts at the Federal MOPIC, covering different portfolios including, Finance, Statistics, ICT, Data Management, International Cooperation and Monitoring and Evaluation (M&E).

Several outputs were delivered through these positions, including (i) installation and operationalising of the accounting and financial management software – QuickBooks, (ii) developing and installation of a biometric security system for office access, and (iii) launch and implementation launch the Consumer Price Index (CPI) survey resulting in regular reporting of the CPI by the Statistics Unit. In Puntland, a total of 15 short-term advisors were fielded in several ministries.

A zero draft of the Civil Service Law was produced by the FGS, which is now pending review and endorsement. In Puntland, an analytical review of civil service regulatory and policy frameworks, including Civil Service Law no.5 and Civil Service Management decree no. 150 were undertaken, resulting in the formulation and issuance of two Advisory Notes on (a) civil service regulatory and policy frameworks and (b) civil service management arrangements.

The M&E draft policy for the FGS was developed and is pending Cabinet approval. In Puntland, two policy guidelines - M&E Framework and Statistics Policy - were developed and submitted to Puntland Cabinet on 12 November 2015 for approval.

In December 2015, the Puntland Development Forum (PDF) was established to enable stakeholders to engage internally on key strategic issues, including development planning and aid coordination. The PDF will also facilitate Puntland’s participation in the SDRF and PSG working group meetings and in the formulation of the 2017-2019 PRSP and NDP for Somalia.

Key constraints and challenges

One of the major constraints was the abrupt relocation of the Aid Coordination Unit (ACU) from MOPIC to the Office of the Prime Minister (OPM) office in the third quarter of 2015. The ACU had earlier been moved from Ministry of Finance in early 2015, and these shifts unduly interrupted work with implications on accountability, management of assets and general coordination.

In addition, the inability of the FGS to pay staff salaries has also resulted in high turnover, including resignation of two female advisors in the Ministry of Planning in the third quarter of 2015.

UN Joint Programme on Local Governance and Decentralised Service Delivery (JPLG)

Five UN agencies (ILO, UNCDF, UNDP UNHABITAT and UNICEF) are involved in the Joint Programme with an overall objective of supporting decentralized service delivery in Puntland and Somaliland.

The Joint Programme started in January 2013 with a total budget of US\$ 145,608,918 funded through the MPTF JPLG. The UN Somalia MPTF started funding the Joint Programme in 2015 with an allocation of \$9,187,983. Total expenditures for 2015 were \$19,713,505 (74%) from a total allocation of \$26,522,132.

Highlights of key achievements

The Joint Programme's approach in 2015 was to focus on implementation of the decentralization policies and roadmaps adopted in 2014. An assessment and review of the policy was conducted for Somaliland, with participants from sector ministries, IMC secretariat and the IMC Decentralisation and Governance Working Group. The assessment concluded that implementation of the decentralization policy and roadmap was successful, but required:

- A harmonized legal review process of the four Local Governance related legislation,
- A detailed roadmap that clarifies roles and functions of the respective sector ministries and district governments, and
- The devolution of additional roles and responsibilities in other sectors accompanied with the devolving of finances and authorities.

As a follow up, the Joint Programme developed and presented drafts of Local Government Finance Policy and Procedures Manual to the Governments of Somaliland and Puntland. The draft policy contains comprehensive financial aspects at local government level and how they are linked to the central government broader Public Finance Management (PFM) strategy and priorities.

The Puntland Cabinet has since approved the Urban Regulatory Framework (URF) which includes provisions for physical plan formulation and adoption process to be devolved to local government as stipulated in the Decentralization Policy, and guiding framework for development of Puntland urban land management law.

Other notable results include (i) the adoption of Solid Waste Management (SWM) and Bio-medical Waste Management (BMWM) by-laws by the District councils of Qardo and Bossaso, (ii) the establishment of a Task Force for the harmonization of social sector planning in Somaliland on 28 December 2015, (iii) the development of the Somaliland Local Government Audit Manual, and (iv) the provision of civic education on roles and responsibilities of local governments and citizens (1,156 individuals of which 446 were women, participated in the consultations with local government across 17 districts of Banadir; and 160 participants in the district of Baidoa).

Key constraints and challenges

The major constraint is about changes in the political leadership, including frequent reshuffling of key staff in government institutions. The programme has to continuously provide awareness induction for the new national counterparts.

The change of UN financial regulations to the new financial management system 'UMOJA' also affected disbursements to local civil society organizations and partner local governments.

UN Joint Programme on Enabling Services

The Joint Programme was established to bring together three critical enabling functions provided by the UN to the aid community in Somalia. These functions are designed to accelerate the provision of assistance throughout the country, in a coordinated, safe and risk informed manner. They are performed by the Resident Coordinator Office (RCO), the UN Department of Safety and Security (UNDSS), and the Risk Management Unit (RMU) respectively. Total expenditures as of 31 December 2015 were \$331,952, out of an initial allocation during that period of \$850,000.

The report provided for the last quarter of 2015, only covers the results and activities of UNDSS and the RMU, as the RCO did not receive MPTF resources during that period. In addition, on January 2015, the Joint Programme was amended to include a number of UN Women executed activities on gender analysis and mainstream gender focus into UN and international assistance in Somalia. The next quarterly report will include information on results achieved by both the RCO and UN Women.

Highlights of key achievements

The last quarter of 2015 saw the completion of RMU's repositioning as a provider of risk management public goods and services to the entire aid community in Somalia. With the launch of the on-line risk management tool and the organization of three in-class trainings to local and international NGOs and to government officials, RMU significantly expanded its outreach beyond UN agencies.

The RMU also officially launched the risk management strategy for the SDRF Trust Funds, in collaboration with the World Bank. This strategy provides for a comprehensive analysis of all risks that may affect the operations of the Trust Funds, and presents treatment measures as appropriate. The RMU also provided Fraud Management guidance to donors, NGOs and UN agencies through the Multi-Party Risk Working Group, which met twice during the reporting period.

With UN MPTF support, UNDSS was able to maintain Medical Emergency Teams across Somalia, including in Dollow, where a number of UN agencies and international staff operate, and to secure replacements for security vehicles. On-going support to the Airport Road security arrangements (through NISA) was ensured, which significantly reduced the likelihood of incidents and attacks on the international community in the area.

Key constraints and challenges

The extent to which RMU's clients use risk management products continues to vary; UN agencies in particular are making limited use of RMU's risk assessment service, and participation in the UN Risk Working Group (RWG) has been poor, leading RMU, in December 2015, to discontinue regular meetings. As a result, while mostly all of RMU's targets have been achieved, the overall impact of its work remains suboptimal, especially on the UN side. In addition, RMU's ability to conduct monitoring missions in the field (as opposed to desk based) has remained limited, due mostly to deteriorating security conditions (and limited UN agency requests, aside from OIOS).

For UNDSS, a major constraint for the MERT was the lack of adequate compound facilities in Dollow, which should be resolved by the end of the second quarter of 2016.

UNDSS's overall operations also continue to be under significant financial stress, resulting in inadequate contractual arrangement for critical UNDSS staff (including MERT), which may increase the risk of high staff turnover and/or undermine UNDSS capacity to recruit highly qualified personnel.

MPTF Communications

In 2015, the UN MPTF developed and launched a communications strategy to support sustained information flow and visibility at both the MPTF level and at the Joint Programme level. The strategy is based on the 'UN-EU Communications and Visibility Plan', which was also drafted in 2015 and which triggered the need for the development of visibility guidelines to ensure that donors' contributions are adequately recognized. The implementation of the strategy is coordinated by the MPTF Secretariat, with regular involvement and cooperation with the programme teams and donors as required.

As a key element of the communications strategy, a MPTF Newsletter was first launched in December 2015 and will be updated and shared quarterly. The Newsletter includes an introduction by the DSRSG/RC/HC, highlights of developments on MPTF level, portfolio updates and selected highlights from the Joint Programmes.

The MPTF guidance document, which was first published in July 2015, contributes to informing UN agencies and partners on the MPTF, its portfolio, its structures and funding mechanisms. It is updated and shared each time significant changes are introduced (portfolio, new features, etc.)

Monthly MPTF donor briefings, coordinated and chaired by the Resident Coordinator's Office, constitute a communication platform for donors to engage directly with UN partners and address questions, interests and concerns. The briefings include general updates, discussions on the strategic portfolio and select topics, such as reporting structures and risk management. The meetings have been held regularly since April 2015, with very positive feedback from donors.

The communication strategy also includes online media, including social media, with over 20 stories on MPTF joint programmes shared, which can be found on Twitter (@UNdeClercq) Facebook (UN in Somalia) and the UNCT Website (so.one.un.org).

Finally, on request, the MPTF Communications team supports specific Joint Programme events. In October 2015, the RCO Communications Officer assisted in the delivery of a 'Training of Trainers' workshop for youth under the Youth Employment Somalia Joint Programme (YES), followed by the design and production of a short booklet on the workshop outcomes, and on its relevance for the entire Joint Programme.

MPTF Risk Management

In 2015, the UN MPTF finalized and launched a risk management strategy, in collaboration with the World Bank's Multi Partner Fund, and with the FGS and donors. By its scope, rigor and depth of collaboration with the World Bank, this risk management strategy is the first of its kind for the UN. It provides for a comprehensive analysis of all the factors that may affect the Fund's operations, and proposes potential treatment options. The risks have been classified under three broad categories:

- Context: risks deriving from the broader context (political, security, environmental shocks, etc.)
- Governance and Strategy: risks deriving from the Funds' architecture and from the decisions and behavior of its various stakeholders
- Programs and Operations: risks deriving from the programs funded by the Funds, and by the Funds' internal operations

The strategy uses a Risk Dashboard, designed by the UN's Risk Management Unit (RMU) and the World Bank. For each risk, the Dashboard specifies roles, responsibilities and frequency for analysis and treatment (some risks need to be analyzed and reviewed more frequently than others).

The implementation of the strategy is supported by the two Fund Administrators, the FGS and two donors (currently UK and Sweden), who convene as the Risk Management Group (RMG) on a regular basis. Launched in September, the RMG met three times in 2015, to review the following risks:

- Alignment of funding decisions / approvals with Fund strategy (under Governance and Strategy)
- Quality of security management systems to support Fund operations
- Likelihood of aid diversion
- Status of Public Financial Management

All four risks were assessed for their likelihood and (potential) impact on the Funds, and treatment measures – and their owners - were identified. Many of these measures concern the Fund Administrators and are currently being implemented.

As of 1 March, the UN MPTF will have a dedicated Fund Risk Manager, funded by the Peacebuilding Fund (PBF) and housed in the Risk Management Unit (RMU) to lead the implementation of the strategy. Two key objectives for 2016 will be to intensify the frequency of the analysis, and secure greater engagement of the SDRF Steering Committee in the review of the analysis and in the implementation of relevant treatment measures.

By the end of the year, the UN MPTF will explore the feasibility of an external review to capture lessons learned from this innovative approach, and inform, as pertinent, the global policy discussions on fund and risk management.

Looking Forward

This report has highlighted the range of results and achievements made possible through the UN MPTF with the generous support of many partners. It paints an uplifting picture of what can be achieved through greater synergies, greater UN coherence, and greater unity of purpose under the Somalia Compact.

Following the Fund's establishment in late 2014, last year was all about operationalization. It was important to demonstrate that the Fund could work, and could provide tangible benefits to the people of Somalia and its institutions. Building the plane as it took off, the Fund also established a number of systems designed to ensure that donor funds would be used effectively and transparently.

Yet, more remains to be done, and the imperative now is to define a longer term vision for the fund and accelerate delivery, based on clear priorities and a shared understanding amongst partners, of the Fund's contribution to upcoming milestones, including the National Development Plan.

The UN would like in particular to move forward along the following tracks:

- An *enhanced strategic dialogue* with partners on the pipeline, and how to make the best use the UN MPTF to support the implementation of the Compact and the National Development Plan
- An *increased use of the National Window*, following the initial investment from the Peacebuilding Fund, to encourage greater use of country systems and put the design, funding, and implementation of critical priorities squarely under government lead
- A *greater reliance on risk management* instruments, to increase ownership of risks and treatment options by the Fund's stakeholders, and accelerate the impact of funded interventions

Looking forward to a new pipeline

As the centerpiece of the UN's support to the Compact, it is important for the UN MPTF to continue to support flagship, large scale programs, rather than small, fragmented and disjointed projects. In addition to its current portfolio, the UN MPTF could offer a meaningful contribution to the following initiatives:

- *Support to the political transition*, with a focus on reconciliation, inclusiveness and participation
- *Youth empowerment*, through a combination of political and socio-economic initiatives
- *Durable solutions for IDPs*, based on greater links between humanitarian assistance and the design of longer term responses that allow IDP participation in the country's future
- *Food security*, via the restoration of vital market infrastructure and stronger institutional and policy frameworks
- *Community recovery and extension of state authority*, throughout the country, in places where populations have never fully experienced the presence of a responsive and accountable state

While these initiatives may not all result in programmatic requests to the UN MPTF, they should nonetheless inform pipeline discussions, whereby the Fund is seen as the means, rather than the end, in our support to national priorities. And should they translate into concrete funding requests, we should explore to what extent they can be implemented by national actors, through the National Window.

Looking forward to the National Window

The National Window is a rather unique feature for UN funds. While this may explain why it was only recently operationalized, it is now time to accelerate its use. New programs should be designed to apportion at least several components to this window, while current programs should be reviewed to see if, where relevant, various components could be shifted under the mechanism. Our hope is that the Peacebuilding Fund's initial funding will allow, on the basis of experience gained, other donors to increase their investments, and that, over time, the UN MPTF's two windows are equally capitalized.

Looking forward to Managing Risks

The country is entering a critical year, with many milestones that will determine the country's path for years to come. In such a volatile and uncertain environment, it will be essential to make full use of the Funds' risk

management instruments, and ensure that the SDRF Steering Committee in particular takes full ownership of the risks and their treatment measures.

The risk management strategy must be seen not just as a means to avoid the worse, and protect the Funds, but also as a means to enhance impact; that it is, to make better informed decisions and design more effective interventions.

Conclusion

The UN MPTF, and the SDRF structures more generally, have now proven that they are more than mere instruments to disburse resources, they constitute a platform for coordination, policy dialogue and meaningful engagement. The United Nations is proud to have embedded the UN MPTF in the Somalia's New Deal architecture. As such, the Fund is itself a state building and peacebuilding measure. It should remain so as Somalia progresses towards stability and development.

For any questions and clarifications please contact the following focal points:

Marc Jacquand, Head, RC Office: marc.jacquand@one.un.org

Richard Chiwara, M&E Advisor: richard.chiwara@one.un.org

Aleksandra Risteska, Communications and Research Officer: aleksandra.risteska@one.un.org

Annexes:

- I. JP on Support to the Federal State Formation Process
- II. JP on Constitutional Review and Implementation Support Project Initiation Plan
- III. JP for Support to the Electoral Process in Somalia
- IV. JP on Support to Building Inclusive Institutions of Parliament
- V. JP on Support to the Rule of Law
- VI. JP on Youth Employment
- VII. JP on Institutional Capacity Development
- VIII. JP on Local Governance and Decentralised Service Delivery
- IX. JP on Enabling Services