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Strengthening Somali Governance Quarterly Progress and Performance Report (FY 2015 Q1)

As of January 30, 2015

Strengthening Somali Governance
FY 2015 Q1 PROGRESS REPORT

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The authors' views expressed in this report do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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Acronyms and Abbreviations

ACU	Aid Coordination Unit
AfDB	African Development Bank
AMISOM	African Union Mission in Somalia
ASI	Adam Smith International
BRA	Benadir Regional Administration
BFC	Boundaries and Federation Commission
CP	Child Protection
CRD	Center for Research and Dialogue
CSO	Bureau of Conflict & Stabilization Operations
CSO	Civil Society Organization
DfID	Department for International Development
EAFS	External Assistance Fiduciary Section
EISA	Electoral Institute for Sustainable Democracy in Africa
FGS	Federal Government of Somalia
FMIS	Financial Management Information System
GICA	Government Institutions Capacity Assessment
ICRIC	Independent Constitutional Review and Implementation Commission
JPLG	UN Joint Program for Local Governance and Decentralized Services
IDP	Internally Displaced Person
IEC	Independent Electoral Commission
ISWA	Interim South West Administration
JPLG	UN Joint Program for Local Governance and Decentralized Services
KII	Key Informant Interview
MoF	Ministry of Finance
Mol	Ministry of Information
MoI	Ministry of Interior & Federalism
MojCA	Ministry of Justice and Constitutional Affairs
MoPIC	Ministry of Planning and International Cooperation
MoPWR	Ministry of Public Works and Reconstruction
MoWHR	Ministry of Women and Human Rights
MoYS	Ministry of Youth and Sports
NDI	National Democratic Institute
OPM	Office of the Prime Minister
OoP	Office of the President
PESS	Population Estimate Survey for Somalia
PFM	Public Financial Management
PSG	Peace Building and State Building Goal
SFF	Special Finance Facility
SSF	Somalia Stability Fund
SSG	Strengthening Somalia Governance Project
TDR	Traditional Disputes Resolution
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNSOM	United Nations Assistance Mission in Somalia
USAID	United States Agency for International Development
WB	World Bank

I. **CONTEXT UPDATE (By Region)**

Mogadishu

Tensions between the President and the Prime Minister emerged in early September after Prime Minister Abdiweli Sheikh Ahmed dismissed one of the president's allies, Abdullahi Mohamed Ali, from his post as head of the National Intelligence and Security Agency (NISA). In late October 2014, the Prime Minister re-shuffled his cabinet and moved Farah Sheikh Abdulkadir from the Ministry of Justice and Constitution Affairs to the Ministry of Livestock. As one of the president's closest allies, the movement of Farah Sheikh Abdulkadir sparked a political crisis between the President and Prime Minister, culminating in a vote of no confidence that the Prime Minister lost on December 6, 2014. On December 17, 2014, the President announced a new Prime Minister, Omar Abdirashid Sharmarke. He was approved by the parliament on December 24, 2014.

The Parliament officially opened on September 20, 2014. On September 29, Prime Minister Abdiweli Sheikh Ahmed answered questions in front of the permanent/standing committee of the Parliament about the Sea Port contract awarded to a Turkish company. The Parliament approved the following bills:

- Bill on Fisheries – approved on October 25, 2014;
- Defense agreement between Somalia and Italy – approved on November 3, 2014;
- The UN Convention on the Rights of the Child – approved December 13, 2014;
- Bill on the Establishment of Federal and Border Commission – approved on December 21, 2014;
- Annual Budget of 2013 – approved on November 3, 2014;
- Budget of 2015 – approved on December 31, 2014.

In addition to this, the Ministry of Commerce and Industry have withdrawn the following bills that were at second reading stage:

- Bill for Foreign Investment in Somalia;
- Bill on Trademark;
- Bill on Import and Export License.

It is worth noting that the Bill for the Auditor General went through its first reading on October 22 and 25, 2014. Also, the bill establishing the National Independent Electoral Commission went through its first reading on December 3, 2014 and second reading on December 27, 2014.

South Central (Jubbaland and SW3)

In mid-September the Interim Jubba Administration was able to hold reconciliation conferences and the South Western State was formed on November 8, 2014. The SW3 President was inaugurated in Baidoa on December 3. The event, which was attended by the President and UNSRSG among other foreign diplomats, passed without any incident. However, multiple explosions rocked two busy hotels in Baidoa town two days afterwards. In the aftermath of both explosions, 20 people were killed and more than 50 others wounded. While all the victims were ordinary citizens, some sources revealed that the Bay Governor was the target of the second detonation.

In Baidoa, Sharif Hassan, a former Speaker of the Somalia Parliament, was elected President for the SW3 region encompassing Bay, Bakool, and Lower Shabelle regions on November 17, 2014. In the countdown to this election, it will be remembered that in a joint press briefing, the President, PM, and Speaker declared a ban on the SW3/SW6 parallel conferences and the election process. However, the flow of congratulatory messages from the Somali President, AU, and UN indicated otherwise. The SW6 faction is painfully at a loss now, with rumors of its presidential candidate warming up to the newly elected Sharif Hassan. Should the new leader consolidate his support and

assert his influence, it is likely to weaken Al-Shabaab's authority in light of their ample presence in the region.

Somaliland

In Somaliland (SL), the political disputes between the ruling party and opposition parties continue, albeit loosely. On November 29, Pro-Kulmiye supporters stoned the Crown Hotel in Hargeisa, targeting defectors to the Wadani party. Interestingly in Awdal region, the Gadabursi community's Sultan announced a secession intent in late November 2014. Subsequently, the former Mayor of Borama and the Sultan have been reportedly mobilizing Gadabursi clan militia. Preliminary reports suggest that this mobilization is a result of the negligence by the current government of Gadabursi inhabited areas in terms of development and employment. SL police arrested the former Mayor on November 30 and demonstration against his arrest broke out in Borama afterwards. The Sultan has reportedly crossed over to the Ethiopian side and the SL government has since deployed the army to hunt for the leader.

In November, tensions in Somaliland over the ouster of the Parliament Speaker led to serial demonstrations in Erigabo, Hargeisa, and Togdheer, with resulting deaths and injuries. The issue revolves around political supremacy between the ruling party Kulmiye and the opposition parties of Ucid and Wadani, the latter headed by the Speaker of the Somaliland parliament. Having previously raised some tensions, a reported intent of the current administration to extend their term in office has informed this chaos but has been at manageable levels on average.

The parliament of Somaliland approved the new Somaliland national electoral commission, six male and one female. One of the commissioners is also a former member of the previous election commission and a representative of the UCID opposition party.

II. EXECUTIVE SUMMARY

The majority of SSG's achievements during this reporting period have been start-up related, covering the first three months of the project. Additionally, assessments for each objectives 1 and 2 have been completed along with contractual deliverables including assessment reports for objectives 1 and 2, the first annual work plan, and the project performance and monitoring plan. Through the assessment process, many contacts were made and relationships initiated with the groups that are likely to become the project's key counterparts. This report includes details on each of these areas in the sections below. There have been a number of challenges during start-up, including difficulties in recruiting qualified personnel, key personnel changes, and challenges inherent to business operations in Mogadishu.

While quantitative achievements are not available this reporting period, we look forward to being able to include these in the next reporting period, based on anticipated activities during that time.

A. Key Narrative Achievements

During the SSG project's first three months, the majority of its achievements have been start-up related. The Mogadishu office is fully furnished, with nine local staff members hired and now working, in addition to the project's key personnel. Chemonics is registered in Mogadishu and has established an initial set of trusted vendors, two functioning bank accounts for operational redundancy, and is in the process of completing its first shipment of the rest of the office's needed IT equipment. Long-term expatriate staff were able to secure multiple entry visas valid for one year, as well as work permits.

Through the assessment process, the SSG team has made connections with a variety of individuals in key positions in Parliament and the ministries – two groups that will be major counterparts of the

project in completing its work. These include initial meetings with Speaker Jawari and Secretary General Buh. Key ministries met with and targeted for interventions include the Ministry of Interior and Federalism, Ministry of Finance, Ministry of Planning and International Cooperation, Ministry of Justice and Constitutional Affairs, Ministry of Public Works and Reconstruction, Ministry of Youth and Sports, and the Ministry of Women and Human Rights.

Finally, these first months of the project have also been a busy time for initial deliverables with drafts of all contractually required documents delivered. The assessments for objectives 1 and 2 have been completed, with only one draft assessment report still to be completed and sent for COR review. While revisions have been slower than expected at times, this is in part due to the emphasis being placed on raising the quality of the documents to ensure they meet expectations and remain useful over the life of the program.

B. Quantitative Highlights

As this report covers SSG's start-up period, the major M&E related activity was the drafting of an initial M&E plan, which is currently undergoing revisions.

C. Activity Administration

The current political gridlock and dismissal of the former Prime Minister represents one obvious challenge. At the very least, it is currently preventing Parliament from reviewing and approving pending legislation that is foundational to further progress towards the milestones agreed upon in the Vision 2016 framework and New Deal Compact.

Many institutions with which the assessment teams met reported needing support in areas of organizational development, but experience in Somalia has shown that an expression of interest in receiving that assistance does not always translate into sustained political will to commit the time and attention needed to genuinely build organizations based on sustainable structures. The recent average tenure of many Somali Ministers, Deputy Ministers, and Permanent Secretaries (PS) has been less than one year, and so the hard slog of building lasting institutions has not always taken priority, especially when they are under equal pressure to deliver on specific programmatic issues.

Security will certainly remain an ongoing consideration when designing activities, especially in Mogadishu as well as in field locations in South Central Somalia. The ability to gather stakeholders together and provide expert advisory support as required will need to be carefully managed given that security in many of these locations continues to be fluid. Activities may be delayed in the event of a major security incident.

D. Subsequent Reporting Period's Work Plan

In the next reporting period, the team will be working from completed and approved Activity Scopes of Work (ASOWs), in addition to having completed some agreed upon initial activities. These will be good sources for quantitative data as called for in our M&E plan.

III. KEY NARRATIVE ACHIEVEMENTS

Below, please find key achievements per each of SSG's three objectives. Common to all three objectives is the identification of initial activities intended to be conducted while the ASOWs await approval. Other achievements worth noting in this first quarterly report include:

Objective 1

Assessment Completed

Assessment Report Reviewed, Revised, and Resubmitted for Approval
ASOW Completed, Reviewed, with Revisions in Progress

Objective 2

Assessment Completed
Assessment Report Reviewed, with Revisions in Progress
ASOW in Progress

Objective 3

Assessment Ongoing
Assessment Report in Progress
ASOW in Progress

IV. PROGRESS AGAINST TARGETS

Given this report covers the start-up period for the SSG project, no quantitative descriptions of key achievements are available.

V. PERFORMANCE MONITORING

As this was the start-up period for the SSG project, our major performance monitoring activity was the drafting of our performance monitoring plan. The plan is now being revised per feedback from the SSG COR.

VI. LESSONS LEARNED

There is the need to approach every activity with several alternative plans in mind to make it successful. This could be done in a number of ways including ensuring thematic programming (e.g., elections related) has potential activities with the Parliament, ministries, their supporting secretariats and staff members, and civil society groups. Therefore, situations like the current political turmoil in Mogadishu would be less likely to derail programming, as the team could shift its focus to a different set of counterparts. Additionally, the team is focusing on broadening their contacts with government officials, to help ensure there is more than one person interested in helping formalize plans for SSG support with each major counterpart.

In addition, it is important to highlight the need for quick turn-around when windows of opportunity present themselves for activities to take place. This could be particularly important for travel approvals, as we may not have much advanced warning when the government is willing to schedule a training or other activity. The need to deploy short-term technical assistance quickly, and on short notice, is key.

VII. ENVIRONMENTAL MONITORING

The Initial Environmental Examination and Request for Categorical Exclusion for USAID/Somalia Peace and Security (PS) and Governing Justly and Democratically (GJD) assessment was for FY2010 through FY2015. All activities anticipated under the SSG contract are covered by the categorical exclusion issued in the IEE. The relevant text is included below for your reference:

The following activities are Categorically Excluded from initial environmental examination as no environmental impacts are expected as a result of these activities. These fall under the following citations from Title 22 of the Code of Federal Regulations, Regulation 216 (22 CFR 216), subparagraph 2(c)(2):

(i) Activities involving education, training, technical assistance or training programs except to the extent such programs include activities directly affecting the environment (such as construction of facilities, etc.); (ii) Activities involving controlled experimentation exclusively for the purpose of research and field evaluation and carefully monitored; (iii) Activities involving analyses, studies, academic or research workshops and meetings; (v) Activities involving document and information transfers; (viii) Programs involving nutrition, health care, or family planning services except to the extent designed to include activities directly affecting the environment (such as construction of facilities, water supply systems, waste water treatment, etc.); (xiv) Studies, projects or programs intended to develop the capability of recipient countries and organizations to engage in development planning.

VIII. PROGRESS ON LINKS TO OTHER ACTIVITIES

As this was the start-up period for the SSG project, no efforts were made to connect programmatically with other USAID activities. However, the start-up team members and staff made efforts to connect with other USAID implementers operating in Somalia as a means of gathering information about how to successfully operationalize a project.

IX. PROGRESS ON LINKS TO HOST GOVERNMENT

Host government agencies have been a primary focus of SSG's initial work as they were heavily consulted in the development of each of the assessments, as were Parliamentary leaders.

X. PROGRESS ON GENDER STRATEGY

As this was the start-up period for the SSG project, the team made considerable effort to ensure each of the three assessments incorporated appropriate consideration for gender. The gender expert who was part of the first assessment team has consulted with the other two teams to provide guidance and tools to ensure consistency in the gender analysis and activity suggestions across all three assessment reports and ASOWs.

XI. SUSTAINABILITY

As this report covers the SSG start-up period, the most notable achievement to date is ensuring that proposed activities included in the ASOWs keep sustainability in mind. To that end, activities incorporate not just politicians or their appointees, but also include the secretariats and other permanent staff members who support them and their respective parliamentarian's or ministry's work.

XII. UPCOMING REPORTING PERIOD'S WORK PLAN

As noted in recent conversations between the team and the COR, the political flux of cabinet members and changes in some commissions and ministries may necessitate changes to activities proposed in the ASOWs and/or assessment team reports.

XIV. ACTIVITY ADMINISTRATION

A. Constraints and Critical Issues

While not unexpected, the context for development work in Somalia, and in particular in Mogadishu, poses considerable challenges. Items we recognize as basic administrative aspects of our work, such as wire transfers and banking, procurement in compliance with USAID regulations, and recruitment and hiring have all posed unique challenges to the team. Additionally, the inability to get

modern, reasonably priced information technology equipment in-country has proven challenging as these items must be shipped from the US or brought in with travelers. For each of these challenges, the team has found ways to deal with the constraints that include planning ahead and trying to always think of multiple solutions to any challenge.

B. Personnel

Recruiting personnel has been challenging for a number of reasons. Highly qualified personnel often want salaries and/or compensation for benefits that are outside the standard policies and norms of both USAID contracting and Chemonics' policies and procedures. While candidates are told about benefits and salary parameters in advance, candidates still want to negotiate terms after receiving an offer which has often resulted in a lengthier than anticipated recruitment process that is ultimately not successful. Chemonics conducted an analysis of candidates' original salaries, offers made, and how their experience would rate them on the FSN scale and found no major discrepancies.

C. Changes in the Project

Security concerns necessitated adjustments in the locations for the Objective 3 Assessment, moving the base of activities from Mogadishu to Hargeisa. For future activity-related approvals, we may want to consider language that builds this flexibility into the request so quick changes can be made without necessitating a second approval process.

Additionally, while technically occurring after the December 31 reporting timeline, the resignations of the Chief of Party, and Objective 1 Team Leader, will present major shifts for the team. We anticipate a new Chief of Party arriving to the project in early March 2015. In the interim, support from the home office focused on moving initial technical activities forward, is in place. Recruitment for a new Objective 1 Team Leader is underway.

D. Contract, Award or Cooperative Agreement Modifications and Amendments

The first modification to the contract increased the obligation, adjusted some of the contract language, and approved a key personnel change for the Chief of Party position.

Annex II: List of Deliverable Products

1) List of Deliverables

1. Year 1 Work Plan
2. Objective 1 Assessment Report
3. Objective 1 ASOW Template
4. Objective 1 ASOW
5. Objective 2 Assessment Report
6. Objective 2 ASOW Template
7. Monitoring & Evaluation Plan
8. Grants Manual
9. Branding Implementation Plan and Marking Plan
10. December Success Story
11. December Weekly Updates (4)

2) Public Outreach Documents – Guidance and templates for the five types of public outreach formats can be found at [Transforming Lives \(Telling Our Story\)](#). In addition, please see the helpful hints on the next page.

- Snapshot
- First Person
- Before and After
- Photo & Caption
- Case Study