

# **ADDENDUM TO OBJECTIVE 1 ASSESSMENT**

**STRENGTHENING SOMALI GOVERNANCE**

**September 9, 2015**

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## ACRONYMS

AMISON	African Union Mission in Somalia
ASOW	Activity Scope of Work
AU	African Union
AWEPA	Association of European Parliamentarians with Africa
CDCS	Country Development Cooperation Strategy
CSO	Civil Society Organization
DFID	Department for International Development
FGS	Federal Government of Somalia
ICT	Information and Communications Technology
IGAD	Inter-governmental Authority on Development
INGO	International Nongovernmental Organization
MP	Member of Parliament
NDI	National Democratic Institute
NGO	Nongovernmental Organization
PL HoR	House of Representatives of the Puntland State of Somalia
PMP	Project Monitoring Plan
PSG	Peace and Security Goal (in the Somalia Compact)
PWD	Persons with Disabilities
ROP	Rules of Procedure
SG	Secretary General
SNA	Somalia National Army
SOW	Scope of Work
SSG	Strengthening Somali Governance Project
TFG	Transitional Federal Government
UNDP	United Nations Development Programme
UNISOM	United Nations Operation in Somalia
WB	World Bank

## EXECUTIVE SUMMARY

The Strengthening Somali Governance (SSG) Project is designed to support the development of more effective and accountable Somali government institutions, by supporting both the Federal Government of Somalia (FGS) as well as state and local administrations in their efforts to meet the New Deal Framework and their commitments to develop sound government institutions. SSG activities include support for developing the capacity of governance institutions (primarily their respective parliaments and civil society institutions) in Somaliland, Puntland, and Jubaland, as well as other entities that emerge as legitimate government structures that are ready for, and in need of, assistance. The activities are designed to improve the reach of government; systematize opportunities for representation and inclusion of citizen interests in the political process; increase the legitimacy of government institutions and representative bodies; and support women's empowerment and leadership. SSG focuses on three overarching objectives, which are designed to:

- 1) improve the legislative, representative, and oversight functions of Somalia's federal and state (including Somaliland and Puntland) deliberative bodies;
- 2) improve the ability of targeted government institutions to carry out essential functions; and
- 3) increase citizen awareness of and engagement in government decision-making.

### **Addendum to the Objective One Assessment**

This addendum to the already existing assessment report of Objective 1 of SSG focuses on the legislative bodies in Puntland. The goal is to capture the needs and situation at the House of Representatives of the Puntland State of Somalia (PL HoR).

Assessments for Objectives 2 and 3 of SSG will be conducted soon. At the same time, because the three objectives of SSG are designed to be interrelated and complementary to one another, this assessment report also considers cross-objective opportunities for engagement.

### **Structure and Purpose of the Report**

The Methodology section of this report outlines how the assessment was conducted and provides brief information on assessment team meetings. Section II provide a general overview of the PL HoR, including its current operating context and priorities, an overview of parliamentary capacity across the institution, and more detailed information on the parliamentary committees. The section then provide a mapping of support being provided by other donor-funded organizations, and conclude with proposed activities that could be supported by SSG.

## I. METHODOLOGY

This additional assessment for the SSG Objective 1 was carried out in April and June 2015 to further analyze the situation in Puntland. Previously, an assessment had taken place in Somalia, Somaliland, and in Puntland, but without visiting Garowe. The assessment was to identify key priorities for assistance to these respective legislative assemblies. The assessment team included: Team Leader Erik Landemalm and Institutional Capacity Expert Jawad Risheq. They began with a desk study of relevant material about the PL HoR. After reading through the information, meetings were planned and conducted with key stakeholders, both in Garowe and Nairobi. The list of in-person meetings conducted can be found in Annex A.

The assessment process was designed to identify current needs and priorities of the Puntland HoR and followed the same methodology that had been used for the first legislative assessment. The assessment team looked into the needs expressed by the Parliament and what donor assistance was already being provided to address these needs. The assessment team then looked into gaps in donor assistance and the potential role SSG could have in filling these. To identify these areas, the assessment team incorporated the following principles into its process:

- *Light touch*: to build partnerships and responsive interventions, the assessment sought to identify existing donor-funded parliamentary support projects and locally led civil society activities that could be leveraged to enhance support for federal and state parliaments.
- *Local ownership*: to be responsive to stakeholder priorities and build local capacity, the majority of in-person interviews were conducted with members of parliament, with a focus on committee chairs and committee members. The assessment team also spoke with parliamentary staff to learn more about their current functions and capacity building needs.
- *Strategic focus*: to add value and maximize impact, suggested activities that come out of the Objective 1 assessment focus on priority needs that are not being addressed by other donors and that work to maximize the legitimacy of the new governance structures in the short and long term.
- *Do no harm*: to promote a truly inclusive government that does not perpetuate existing monopolies or existing inequalities, the assessment aimed to gather information from a diverse group of project stakeholders to get a more complete understanding of current capacity and future needs.
- *Gender equity and women's empowerment*: to promote greater gender equity within the Somali government and to support the government in protecting and promoting women's rights, the assessment process incorporated questions on women, as well as other marginalized groups, including youth and persons with disabilities. The process focused on the role of women and other marginalized groups, both as participants in the governance process as well as citizen beneficiaries of a stronger government.
- *More than training*: to maximize the capacity building support provided, the assessment encouraged key informants to think creatively about the types of short-, mid-, and long-term technical assistance that would be most useful to strengthen the function of their respective legislative bodies, including development of governance systems that could increase the institutional capacity. It could also include building capacity by selective

provision of equipment to help the legislative bodies conduct their jobs in a more efficient way.

Prior to starting on-the-ground meetings in Puntland, the team leader met with the USAID COR for SSG, Leslie Schafer, to confirm the assessment team's methodological approach, timetable and other logistical matters, and to gain a preliminary overview of USAID's intended goals for the assessment report.

During the field work portion of the assessment, the Puntland team participated in an introductory meeting with the Secretary General (SG) and different committee chairpersons from the PL HoR. During the course of the Garowe-based field work, the assessment team interviewed 7 of the 10 parliamentary committees, representatives from the secretariat and representatives from the other donor funded organizations working with the Parliament.

## II. STATE PARLIAMENT OF PUNTLAND

This section summarizes the operating context and existing capacity of the PL HoR, located in Garowe. The assessment team was welcomed by the leadership of the Parliament, which had hired a local translator to assist them in meetings, when needed.

The assessment team spent five days in Puntland and planned to stay for an additional five to seven days. Unfortunately, a suicide attack outside of the compound where the assessment team was staying killed nine people and due to security concerns, the assessment team returned to Nairobi.

By the time of the attack, the assessment team had finalized most of the interviews, except for interviews with three of the committees and some staff members.

### A. General Overview and Context

Following the collapse of the Somalia central government and the protracted conflicts that followed, Puntland was founded as a regional state of Somalia in 1998. Sixteen years after its establishment, Puntland's fifth elected government is now in place. In December 2013, a new PL HoR, consisting of 66 members, was selected by traditional elders on the basis of clan distribution. Of the 66 members, 32 are returning from the previous parliament and 34 are new. The position of women within the parliament is very weak. There are currently two female MPs out of the 66 MPs of the HoR and women are equally underrepresented in the parliamentary administration.

In January 2014, the newly formed parliament selected MP Said Hassan Shire (from Sanaag region) as the Speaker, following three rounds of voting in which he eventually won with 40 of the 66 votes. During the session, parliamentarians also chose MP Abdihamid Sheikh Abdisalam (from Bari region) as the First Deputy Speaker and MP Haji Hussein Dirie (from Sool region) as the Second Deputy Speaker. A few days later, the PL HoR also elected Puntland's new President, Abdiweli Mohamed Ali, and Vice-President, Abdihakin Abdullahi Haji Omar Amey. The term of the current parliament is five years, after which (provided the Constitution is implemented) direct, secret, and free elections by the citizens of Puntland state will choose the next Parliament. On October 25, 2014, the 34<sup>th</sup> session of the Puntland Parliament convened.

In May 2014, the PL HoR participated in a strategic planning workshop, attended by a parliamentary committee chaired by the Speaker and consisting of the First and Second Deputy Speakers, 13 additional MPs, and six parliamentary staff, which resulted in a Strategic Plan covering the period 2014 – 2018. The PL HoR Strategic Plan articulates a vision, mission, and values for the PL HoR, with the mission described as follows:

*The mission of the PL HoR is to represent the people of Puntland and address and serve their needs through various outreach activities; to make laws and exercise its legislative duties in consultation with the public; and to exercise such oversight functions of the government by engaging stakeholders to ensure that the government is accountable, transparent and accessible to the people.*

According to the Strategic Plan, a strength of the current PL HoR is that based on its almost 10-year existence, it has put in place basic processes of decision-making, which ensures a certain degree of inclusiveness and functionality. The Strategic Plan cites the Standing Committee as its most influential decision-making body. The Standing Committee comprises the Speaker, the First and Second Deputy Speakers, and the 10 Parliamentary Committee chairs. The 10 Parliamentary Committees are described later in detail.

## **B. Overall Capacity and Needs**

Although some progress has been made towards establishing the PL HoR, Parliament still is in need of much support. In the initial meeting with the Secretary General (SG), the assessment team explained the focus and aims of SSG and the SG mentioned very clearly that the SSG proposed soft support is welcomed, but that hard support is what is prioritized for the PL HoR. The SG stated that other donors such as the National Democratic Institute (NDI), United Nations Development Programme (UNDP), and Association of European Parliamentarians with Africa (AWEPA) had provided the PL HoR with many theoretical and practical training courses, but currently the PL HoR is suffering from the lack of the infrastructure and he emphasized the immediate needs of a new building, updated office equipment, new office furniture, a Hansard system, research center, and a training center. He stated *“We want all the necessary support to equip our parliament and make it functional and operational, just like any other parliament in the world.”*

The assessment team noted that the PL HoR is housed in one small building with two floors. The first floor was partly funded from the 2008 presidential election (where each candidate had to pay a fee of \$5,000 USD) and the second floor was fully funded by AWEPA. The plenary hall lacks necessary equipment such as microphones, cameras, recording equipment, and comfortable chairs. UNDP has planned to assist the PL HoR with some of these items. Every two committees share one office (roughly 10ft x 10ft) and 2 out of the 10 committees do not have their own offices, so they meet and work from the plenary hall. All interviewees told the assessment team that additional office space is needed for the leadership, the committees, and the departments of the secretariat. Poor physical infrastructure and limited ICT capacity are critical challenges the PL HoR faces.

Administratively, the SG mentioned that all staff members have job descriptions and the operational manual for the directorate is available, but very poor. Therefore, currently all the directors of departments including the SG, are working on a new manual with help from a local consultant.

Funding is one of the main problems facing the parliament, leading to low salaries and difficulty in recruiting qualified staff members. Qualified staff need to be compensated with benefits, allowances, acceptable salary, and retirement plan, something the PL HoR cannot offer, but that NGOs and some private companies offer. Lack of funding has also lead to challenges for the leadership to operate as it wishes to, due to lack of office space and material, as well as funding to implement activities.

The MPs ability to reach out to their constituencies and undertake their mandate of representation is hampered by the lack of a physical presence in the regions. There are no constituency offices. Moreover, there is limited communication between the PL HoR and the public. The UNDP plan for 2015 has certain activities that will be implemented during this year, to strengthen the relations between the MPs and their constituencies.

Limited resources and facilities impede the Parliament from establishing an effective committee system. In addition, despite the fact that each committee has terms of reference, the committees are not fully operational and few responsibilities are executed as a result of limited financial resources, poorly trained staff and lack of infrastructure. There is a lack of effective oversight of the Executive.

There are currently just two female MPs out of the 66 MPs of the HoR. Women are equally underrepresented in the parliamentary administration, especially in leading positions.

The PL HoR considers its five-year Strategic Plan to be the main reference document for needed support and activities. In addition, the Strategic Plan states that while each parliamentary committee has its own terms of reference, some of the committees are not fully operational as a result of limited financial resources and inadequately trained staff and infrastructure.

The Strategic Plan articulates four strategic directions for the PL HoR:

- 1. To strengthen the institutional capacity of HoR.** Focusing on improving the physical infrastructure of the HoR to create a conducive, modern environment; on improving the administration of the HoR to make it efficient and effective and provide a high level of support to MPs to carry out their duties; and empowering MPs by increasing the capacity and performance of individual MPs.
- 2. To improve the legislative process in Parliament to ensure enhanced scrutiny and quality of legislation.** The legislative process is the core activity that all Parliaments share. The legislative function of the HoR is embodied in the Constitution of the Puntland State of Somalia and is one of the three core responsibilities of a member of Parliament.
- 3. To improve the capacity of Parliament to provide effective oversight.** A core function of the HoR is to provide oversight and control of the Government and the Executive/Council of Ministers. Oversight can be affected in a multitude of ways; the basis for oversight provisions can be found in the Constitution and are usually supplemented by the Rules of Procedure. In addition, a major function of Parliament is to authorize the spending and raising of public monies and approve the national budget.
- 4. To develop the outreach work of Parliament and to strengthen the representative role of MPs.** Apart from their legislative and oversight responsibilities, according to the Constitution MPs represent the people of Puntland as a whole. Consequently the representative function is another core function of the HoR. In addition, the HoR has an important educational role in terms of educating citizens on the role of the HoR and informing them of the latest developments and activities in the HoR.

Finally, and perhaps most importantly for the purposes of the assessment, the Strategic Plan lists specific short-term priorities and action items for each of the strategic directions. These serve as a useful guide in informing SSG's possible entry points to support the PL HoR.

## Parliamentary Committees

During the assessment team's stay in Garowe, seven of the ten committees were interviewed and assessed after the SG had assisted with setting up the meetings. The ten committees are mentioned in the Rules of Procedure (RoP), Chapter four, Article 18 and each committee has a chairperson, deputy chairperson, and 4-5 members. Most of the committees do not have designated support staff and the committee members themselves conduct the secretarial work. Committees lack basic equipment such as copiers, computers, and printers.

All chairpersons interviewed requested technical consultants to assist them on committee specific subjects. Below is a summary of the results coming from the interviews with seven of the ten Chairmen.

### **1. Legal and Justice Affairs Committee**

*Met with chairperson, deputy chairperson, five members, and two designated support staff (both without legal background).*

The legal committee prepare draft bill, with support from local lawyers and local NGOs and CSOs. Usually local CSOs participate in drafting any law. Needs urgent support in revising and amending laws according to the constitution. The committee has limited capacity to review the draft bills drafted by the Executive, which causes delay in the review and approval process. Therefore, the committee requests a qualified consultant to enhance the skills of the support staff. The committee also requests support in facilitation of the review process. The committee would like to have a booklet that explains the review process of draft laws prepared by the Executive.

### **2. Social and Cultural Affairs Committee**

*Met with chairperson, deputy chairperson and five members.*

The committee lacks qualified staff and secretariat staff. Committee members do all the work with no assistance. The committee meets regularly with its ministry counterpart and works in close relation with many local CSOs and NGOs. The committee's participation in the regions is very weak due to distances between the regions, absence of offices, and lack of needed funding and transportation. The chairperson told the assessment team that he would prefer to have a budget for each committee so that he could plan activities, but the current financial situation does not allow for this.

### **3. Economy and Public Accounts Affairs Committee**

*Met with chairperson, deputy chairperson and five members.*

According to the chairperson, the committee does not have any qualified economists or members with any expertise in budgeting matters. The committee does not have any staff, but staff from the secretariat assist the committee on general issues. The committee would like a practical approach to systematically monitor and scrutinize the budget submitted by the government, but this requires a qualified, experienced local consultant who is familiar with the governmental

accounting and economic systems. If the committee would have that, the chairperson believes the committee could build up a good M&E system for the Parliament.

#### **4. Policy, Planning, and International Relations Affairs Committee**

*Met with chairperson, deputy chairperson and five members.*

The chairperson requested the assessment team to highlight the need of specific trainings for the MPs of the committee. The MPs need to strengthen their capacity and knowledge in how to work with media, write speeches, and how to draft bills. The committee also needs to strengthen its functions and responsibilities toward its constituencies and this could be helped if the committee members knew more about how to use media to get their message out to constituents.

#### **5. Public Works, Commerce, and Infrastructure Committee**

*Met with chairperson, deputy chairperson, and four members.*

The chairperson has been serving as chairperson of the committee for seven years and stated the committee is heavily involved with line ministries. The committee's prioritized needs are to establish regional offices and to facilitate the MPs' movements to interact with their constituencies. The chairperson stated to the assessment team that more attention should be given to the public and that the committee wants to listen to their needs and also to create awareness for the public about the work of the committee and the Parliament.

#### **6. Ethics and House Affairs Committee**

*Met with chairperson, deputy chairperson, and four members.*

This committee does not interact with the Executive but with the Attorney General in Puntland. The chairperson stated that his committee had already received all necessary training from NDI, UNDP, and AWEPA but that the committee may need some specific advanced training at a later time. He said there is no need for trainings now and it would be better to provide the committees with technical support and consultants when it will be needed. The chairperson stated the current needs are: support in building trust with constituencies, support in oversight and bill drafting, and reviewing legislative and amendment processes.

#### **7. Environment, Conservation, and Natural Resources Committee**

*Met with chairperson, deputy chairperson, and five members.*

The committee lacks support staff and has practically no office equipment. The chairperson emphasized that the committee did not receive training, much due to the lack of experienced consultants in the field of environment and natural resources in Puntland. He requested a long-term consultant to assist committee members in their daily work. The committee is ready to participate in any training, seminars, and workshops. The committee coordinates properly with several ministries in collecting data and information, and conducts meetings and field visits with local NGOs and CSOs in the country. The chairperson also requested assistance to enhance the committee members' knowledge about environmental policy and natural resources by receiving training on the main functions and duties of this committee, and asked for a proper mechanism of coordination with concerned parties to be developed.

Due to the previously mentioned suicide attack, the planned meetings between the assessment team and three of the committees (Environment and Natural Resources Committee, the Human Rights, Family Affairs, and Women's Development Committee, and the Security and Peace

Committee) did not take place. The assessment team had however met with representatives from the committees in group meetings.

**Preliminary information gathered from the committees  
(figures provided by the PL HoR secretariat)**

No.	Committees	Total	Male	Female	Committees Manual	Mandate	Budget
1.	Legal and Justice Committee	7	7	0	N/A	Available	N/A
2.	Social and Cultural Affairs Committee	7	6	1	N/A	Available	N/A
3.	Economy and Public Accounts Committee	7	7	0	N/A	N/A	N/A
4.	Policy, Planning, and International Relations Committee	7	7	0	N/A	N/A	N/A
5.	Public Works, Commerce, and Infrastructure Committee	6	6	0	N/A	Available	N/A
6.	Committee of Ethics and House Affairs	6	6	0	N/A	Available	N/A
7.	Interior, Local Government and Rural Development Committee	5	5	0	N/A	Available	N/A
8.	Committee of Environmental and Natural Resources	7	7	0	N/A	Available	N/A
9.	Committee of Human Rights, Family Affairs, and Women's Development	7	6	1	N/A	Available	N/A
10	Security and Peace Committee	7	7	0	N/A	Available	N/A

The Legal and Justice Committee has two pending bills (one needed to amend the local tax law and a new law governing the taxes for employees of NGOs) that have been pending for some time due to the absence of expertise in taxation matters. The Environment and Natural Resources Committee requested an expert to assist the committee in amending the Sea Law and the Environment Policy.

The specific needs expressed by committee members are summarized below:

No	Committee	Received Support and Training	Specific Needs
1	Legal and Justice Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>• Training/consultants to assist in bill-drafting process, review and amendment of bills</li> <li>• Consultants to assist in reviewing and amending the tax law, assist in amending the local tax of employees and employers</li> </ul>
2	Social and Cultural Affairs Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>• How to prepare a budget</li> <li>• Advanced computer training</li> </ul>
3	Economy and Public Accounts Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>• Budget preparation process, analyses, and execution</li> <li>• Local financial consultant to support the chairman and members during the review process and to strengthen the monitoring and oversight functions; develop a plan and assist them in technical and administrative matters</li> <li>• Study tour</li> </ul>

			<ul style="list-style-type: none"> <li>Local financial expert to work with the committee members on governmental accounts and loans</li> </ul>
4	Policy, Planning, and International Relations Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>Support committees in bill drafting and pending laws</li> <li>Specific training for MPs on media, protocol, and communication</li> <li>Develop a strategy to strengthen and enhance relationships with international NGOs, NDI, AWEPA, UNDP, AU, EU, IGAD, and other regional organizations</li> </ul>
5	Public Works, Commerce, and Infrastructure Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>Consultancy to assist the commission in seaport issues</li> </ul>
6	Ethics and House Affairs Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>Exchange visits with Mogadishu parliament are welcomed</li> <li>Committee manual and committee budget</li> <li>Provide training on budget preparation</li> </ul>
7	Interior, Local Government, and Rural Development Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>Expert to assist the committee in the daily work of the committee, oversight, relationships with constituencies, and develop a manual and budget plan</li> </ul>
8	Environmental and Natural Resources Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>Special training on environmental policy, natural resources, and training for the environmental commission on how to run the committee</li> </ul>
9	Human Rights, Family Affairs, and Women's Development Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>Amend the constitution to provide for reserved seats for women</li> <li>Ensure that the democratization process includes consultation with women, women's groups, and women NGOs</li> </ul>
10	Security and Peace Committee	UNDP, NDI, and AWEPA	<ul style="list-style-type: none"> <li>No information was collected</li> </ul>

## Parliamentary Administrative Staff Capacity

The PL HoR staff is divided into seven departments:

Administration and Finance Department	4 staff	0 female / 4 male
Plenary and Protocol Department	2 staff	1 female / 1 male
Archive, Research and Library Department	1 staff	1 female / 0 male
ICT and Publications Department	3 staff	1 female / 2 male
Public Relations and Communications Department	3 staff	1 female / 2 male
Planning and Human Resources Department	2 staff	0 female / 2 male
Committee Service Department	2 staff	0 female / 2 male
<b>Total:</b>	<b>17 staff</b>	<b>4 female / 13 male</b>

All seven departments share the same basic structure, with directors who reports to the SG. The assessment team however noted that the only department with a female director, is the one department that does not have any staff below the director.

In general the departments are understaffed, especially when it comes to provide services to the MPs and the committees on top of also providing services to office of the Speaker and the two Deputy Speakers.

Currently, due to the shortage of recruited staff at the PL HOR, there are no committee clerks to assist the committees and there are no specific qualified staff assigned to work with each committee.

Each staff member has more than one job description with more than one position or post. The PL HoR staff members are overburdened in terms of responsibilities and deliverables. At the time of the assessment, staff members still did the accounting and filing manually before typing it into a computer, something that takes long time and the assessment team could not find out whether there was any use of any databases.

The staff confirmed that there has been some training provided to them from AWEPA and NDI, but that the critical problem is the lack of resources available to implement what they have learned, both due to finances and lack of staff. There is also a need to ensure the trainings address the practical situation for staff, rather than theoretical training.

### Cross-Objective Functionality: Civic Engagement

The PL HoR has been able to create good relationships with local NGOs and CSOs through social events and official meetings and conferences where MPs and their committees have taken an active role. This is also mentioned in the Strategic Plan. The level of collaboration between civil society and the Parliament is improving, according to the chairpersons and staff at the PL HoR, and the Parliament often relies on CSOs and NGOs when it comes to drafting bills, as well as reviewing and amending existing laws. It was not clear, however, to the assessment team whether CSOs and NGOs were invited to plenary sessions at the Parliament.

### Cross-Objective Functionality: Women, Youth, and Marginalized Groups

Women, youth, and marginalized groups are all underrepresented in Puntland politics. There are two female members of the 20 member cabinet: the Minister of Constitution, Federalism, and Democracy and the Minister of Women's Affairs. Out of the 66 MPs in the PL HoR, there are only two women.

Since the MPs are selected on clan basis, it was explained by one of the interviewees that it is difficult for women to become their respective clan's candidate and succeed in a male-dominated society.

According to interviews with staff of the PL HoR, young people in Puntland find it hard to engage in politics not just because of existing laws but mainly due to the cultural norms. The assessment team was told that young people who speak English and have computer knowledge can take advantage of opportunities that were formerly closed, such as advisory and directorial positions within the government. However, any statistics to prove this could not be given.

The assessment team could not find any information or any guidance from the interviewees in regard to who represented people with disabilities. One interviewee said that the government had limited resources to assist and suggested that assistance would most likely come from civil society.

### Cross-Objective Functionality: Executive-Legislative Relations

According to the chairpersons of most committees the assessment team spoke with, the relationship between the Parliament and the Executive is neutral, with a good level of understanding. Committees interact with ministries mainly when they collect information to present to the Plenary, and it is common that MPs and committees exchange visits with line ministries and call ministers for questioning if needed. Some MPs have strong relations with government officials due to their clan's relations, which can be both good and bad, according to the chairpersons.

### **C. Gap Analysis**

For the last few years, support to the PL HoR has mainly come from three organizations, AWEPA, NDI, and UNDP. The assessment team previously met with representatives from all three organizations and during this visit requested the PL HoR to provide lists of the support that had been given to-date, as well as planned support.

#### **Association of European Parliamentarians with Africa (AWEPA)**

AWEPA has provided the following services for the PL HoR (unclear to the assessment team when this has taken place):

- Equipped six committees with office desks, chairs and desk tops
- Provided all committees with sector training according to their functions
- Provided the Secretariat with a printer and eight laptops for the staff
- Provided the PL HoR with library equipment, shelves, furniture and six laptops
- Oversight training for the budget committees
- Trained all committees on how to work with line ministries
- Trained committees on how to interact with CSOs
- Trained all staff on report writing, archiving and minute taking during sessions
- Trained all new staff and MPs on their functions
- English language course for interested MPs and staff for three months
- Computer training for interested MPs and staff
- Trained committees on legislative process
- Trained committees on bill drafting

During 2015, AWEPA has not provided any support according to the PL HoR's Secretariat, and it is unclear whether AWEPA's program is going to continue supporting the PL HoR.

#### **National Democratic Institute (NDI)**

During 2015, NDI has provided the PL HOR with a copier, a video camera for the Plenary, an overhead projector, and multiple laptops (unclear how many).

In 2014, NDI conducted several seminars, workshops, and training courses for the leadership, chairmen of committees, committee members, and senior staff from the Secretariat. The NDI coordinator stationed in Garowe, Absher Jama, mentioned some previous training courses provided during 2014, such as:

- Orientation on the functions of parliaments
- Training of all MPs on oversight
- Trained all MPs on constituency relations
- Trained MPs on accountability and transparency
- Trained MPs on how to interact with the Executive
- Trained MPs on the functions of committees
- Support to successfully developing the five-year Strategic Plan

In February 2014, following the selection of the new Parliament that resulted in the replacement of 34 MPs in the 66-member PL HoR, NDI held a workshop for 57 MPs and 14 staff, including three women (two MPs and one staff). The workshop was an orientation session for the new MPs of the PL HoR. During the workshop, MPs were trained on the function of Parliament, the administration of legislatures, developing legislative priorities, and the process of developing a strategic plan for the institutional development of Parliament

### United Nations Development Program (UNDP)

UNDP has signed a Letter of Agreement with the PL HoR, and the work plan for 2015 has been finalized, and implementation began around the first week of May 2015. The assessment team received a copy of UNDP's 2015 work plan, which includes the following activities.

- Puntland Rules of Procedure (RoP) reviewed, revised, and printed
- Provide technical advice and training to parliamentary Budgetary and Finance Committee
- Provide technical advice and training on gender-sensitive budgeting
- Support the Parliament to conduct oversight mission
- Support the refurbishment of Parliament offices and upgrade the Parliament conference hall
- Provide technical advice on development of the PL HoR website
- Support the strengthening of ICT infrastructure
- Improve PL HoR procedures and staff capacity to manage human resources, procurement and finances
- Support the organization of a 3-day training for women representatives on policy, advocacy, and identification of legislative priorities on gender issues
- Support two study tours/participation for the MPS and staff to international events related to good governance and democratization
- Workshop to elaborate strategy for long-term sustainability of PL HoR
- Conduct five constituency visits to Puntland regions
- Support Parliament to engage in resolution of local disputes
- Training of MPs, outreach material, and workshops with CSO and media
- Advise on training of guard force

Previously UNDP has conducted a three-day training course for all Secretariat staff on the new RoP. During December 2014, UNDP consultants trained secretariat staff on finance, human resources and procurement procedures. UNDP also organized a study tour to Tunis for two

female parliamentary candidates (one MP and one staff member) from the Secretariat. They attended a five-day workshop on election and gender. UNDP also provided one international consultant to the PL HoR to review and amend the RoP and to compare it with other regional and international RoPs.

#### **D. Proposed Priority Focus Areas and Outputs**

The assessment team notes that the support from SSG to the PL HoR will primarily be soft support (i.e. training and providing technical advisory support etc.), while it may also provide limited room for some hard support (provision of highest priority equipment and possibly light renovation of offices). SSG should focus on providing technical assistance for both staff and committees before any hard support will be provided. For example, SSG should not support the need of constituency outreach offices but instead provide assistance in training the committees in different ways to reach their constituencies. The assessment team suggests the activities will increase gradually after commencement, during Year 2 and Year 3. Capacity building for MPs should be on committee specific topics, while the trainings for staff should focus on practical assistance.

The concept of using short term consultants could be efficient and a great approach to delivering technical support, as long as the methodologies of the consultants are practical and based on transferring their experiences, skills, and knowledge. The consultants should delegate responsibilities to local staff and/or a working group to do the job. The consultant's role is to plan, supervise, control, advise, and direct staff and possibly also MPs on how to implement and then evaluate their performance. This consultancy approach will leave positive impact and tangible results with the beneficiaries.

Due to the limited availability of local trainers and consultants in Garowe, something told to the assessment team by other implementing partners, it will not be an easy task for SSG to allocate local trainers and/or qualified experienced consultants in Garowe, but the assessment team recommends SSG to establish a business relationship with the Puntland State University, located in Garowe, and use their local expertise to provide trainings for MPs and the secretariat. SSG could also use the facilities and equipment of the University when international experts have been hired to conduct trainings for the Parliament.

The assessment team also suggests SSG assist the PL HoR with development of a database for the secretariat of the PL HoR, and especially for the Human Resources Department. This is critical to keep the Parliament sustainable, efficient, and transparent. The assessment team recommends SSG provide the Parliament with a local expert to develop a userfriendly database using Microsoft Access software that could be upgraded in the future; at this point a sophisticated database with servers and network is not recommended due to the lack of qualified specialists to operate it properly. The team also recommends SSG provide training for the ICT department within the PL HoR, to enable the staff to take part in the development of the desired database and to be in charge of it when it's completed. For this to take place, some equipment including desk tops, printers, and scanners will be needed since much of the equipment currently being used is outdated. Without this, it will prove difficult for the administration and committees to put their training to use.

The assessment team also recommends SSG form and train a TOT team within the PL HoR Secretariat to assist in training issues and to be a first step toward establishing a training center within the Parliament. As part of the sustainability, SSG could assist the HOR in establishing the training center in terms of organizational structure, responsibilities, training plans, methodologies, and TOT programs.

It is the role of the public relations department within the PL HoR to promote the importance of women in the work of parliament. SSG could assist the PL HoR with support to enable the PL HoR to start internships programs for female students only. Public awareness workshops, roundtable discussions, and events organized between the Parliament and civil society could get more women interested in becoming MPs or staff. However, the assessment team understands there are other mechanisms that may make this impossible, but since SSG is working with the Federal Parliament, female role models, such as female MPs in Mogadishu, could be approached to conduct trainings for CSOs in Puntland working with women’s empowerment and share their story. By creating awareness of the obstacles and how others have been able to overcome these in real life, new ideas may arise that SSG then will be able to support through its partners. This is also a good point for the PL HoR and civil society to meet around and discuss.

The below list is a summary of the different activities that were highlighted during the discussions between the PL HoR and the assessment team.

<b>COMMITTEES:</b>	<b>STAFF:</b>
Workshops for MPs on the legislative process	Training on how to support committees with report writing, minute taking, and other forms of documentation of meetings and the Plenary
Consultant to assist and train committees in how to research, review, recommend and draft bills	Training on how to assist committees during the legislative process, focus on how to draft bills
Training MPs on citizen access and the benefits of working closely with CSOs and NGOs	Training in how they can develop procedures for engaging the public in the legislative review process
Training for each committee to establish its own budget and work plan that provides regular meetings with their respective line ministry	Forming and training a TOT team to assist the PL HoR in conducting training to staff and MPS
Training speakers and the committee chairpersons on how to have an effective plenary	Training on curriculum development for selected staff members
Computer training including training how to conduct online research	Computer training including training how to conduct online research

## Annex A. List of meetings conducted

Nairobi		
Organization	Individuals	Contact Information
USAID / Somalia	Leslie Schafer, Governance Team Leader, SSG COR	+254-208622196 / +254-708984146 (cell); lschafer@usaid.gov
Garowe		
Organization	Individuals	Contact Information
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Legal and Justice Committee	Chairperson Ahmed Jama Abdulle	+252907746760 / jaebo13580@gmail.com
Social and Cultural Committee	Chairperson Abdiqader Farah Bootan	
Economy and Public Account Committee	Chairperson Mohamad farah Null	
Public Work & commerce Committee	Chairperson Mahmoud Farah Warsame	
Environmental Natural Committee	Chairperson AbdiQadir Abdisalam Sheebe	+252907793913 / kadirsheebe@gmail.com
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