



SUPPORT TO FOUR STATE ASSEMBLIES IN SOMALIA PROJECT

LESSONS LEARNED REPORT

Chemonics International

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Cover photo: International study tour participants in Uganda (Credit: Gole-Kaab)

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ACRONYMS

CSO	Civil Society Organizations
FGS	Federal Government of Somalia
FMS	Federal Member States
FPS	Federal Parliament of Somalia
GESI	Gender Equity and Social Inclusion
MP	Member of Parliament
RoP	Rules of Procedure
SFSA	Support to Four State Assemblies in Somalia
SG	Secretary General
SSF	Somalia Stability Fund
SWS	South West State
UNDP	United Nations Development Programme

EXECUTIVE SUMMARY

The Support to Four State Assemblies in Somalia (Gole-Kaab) Project is a \$3.9 million, two-year initiative aimed at supporting the state assemblies of Jubbaland, South West State (SWS), Hirshabelle, Galmudug, and Puntland to improve their legislative processes, increase oversight on the executive branch, strengthen relations between members of Parliament (MPs) and constituents, establish effective secretariats, increase MPs' understanding of best practices for gender equality and social inclusion (GESI), and assist with the development and mentoring of professional development clusters. The project, which runs from August 6, 2018 to September 30, 2020, is funded by the Somalia Stability Fund (SSF).

SSF is a multi-donor organization representing the governments of the Denmark, Sweden, the Netherlands, Norway, the European Union, Germany, and the United Kingdom. The Fund offers Somali stakeholders a source of multi-year funding that responds to local needs and opportunities and provides sustained support to long-term locally driven efforts to build stability in Somalia. The SSF-funded, Gole-Kaab project is delivered through Chemonics International.

In May 2020, the Gole-Kaab project conducted an end line assessment to capture feedback from participating Federal Member State (FMS) partners and project sponsored interns. The results of this assessment along with reflections from project implementation were used to identify project successes and lessons learned as well as areas of opportunity for future engagement. This report presents these lessons learned across the duration of the Gole-Kaab activity, followed by recommendations for future programming.

I. INTRODUCTION

Somalia has suffered decades of conflict and weak transitional governments following the collapse of its central government in 1991. These factors continue to undermine government accountability and hinder citizens' trust in state authorities. Over the past eight years, Somalia has made progress towards overcoming these challenges; however, significant barriers remain. The lack of institutional resources, continuing political tensions between the Federal Government of Somalia and the FMS, persistent security threats, and weak legislative processes contribute to government's inability to effectively perform parliamentary duties.

To support in the development of self-sustaining and accountable government institutions, SSF launched the Gole-Kaab project. Gole-Kaab worked alongside the state assemblies of Jubbaland, SWS, Hirshabelle, and Galmudug to strengthen their ability to carry out parliamentary responsibilities and engage citizens in the political process. In light of the inability to access the FMS Galmudug throughout the project, Gole-Kaab expanded its program delivery to include Puntland State.

Gole-Kaab achieved its mandated objectives (see box) through the implementation of supportive activities designed to enhance the state assemblies' management and expansion of an inclusive legislative processes. Project activities specifically focused on improving the states' legislative processes, increasing citizens' oversight of the executive branch, strengthening relations between MPs and constituents, and establishing effective secretariats.

SSF/Gole-Kaab Objectives
1. Improve the legislative process.
2. Increase oversight of the executive branch.
3. Strengthen the relationship between MPs and constituents.
4. Establish an effective secretariat.
5. Understand and meet best practices in gender equity and social inclusion (GESI).

Gole-Kaab identified areas of opportunity after conducting a series of rapid assessments during the project's start-up phase. The results of the assessments revealed significant gaps in both organizational capacity and infrastructure. The project subsequently collaborated with assembly leadership to determine interventions that would create the most meaningful and lasting impact. Table I (next page) presents the list of tailored activities.

Gole-Kaab offered material support to assist in the delivery of assembly services. Along with procurement financial support, Gole-Kaab provided technical assistance and capacity building in the procurement process of essential, durable goods required for the proper functions of parliament. Items procured included items such as printers, scanners, desks, chairs, public announcement systems, and filing cabinets. The project also provided financial support for embedded senior staff and 23 young graduate parliamentary interns. Each FMS assembly received funding for a Secretary General (SG), a Director of Finance and Administration, and a Director of Communications. All rates were set in accordance with the Civil Service Commission Law #1 and the standard set by the Federal Government of Somalia.

Table 1. Tailored Project Activities

Activity	Description
Rules of Procedure Training and Harmonization	Review Rules of Procedure (RoP) and facilitate common standards across state legislatures.
Parliamentary Staff Training	Provide trainings on parliamentary processes, committee staff responsibilities, and templates.
Legislative Drafting	Provide orientation workshops, manuals, and technical support as needed.
Legislative Oversight	Train on legislative review, background research, and oversight.
Young Graduate Program	Financial and training support to recent graduates to serve in support roles to assemblies.
Parliamentary Committee Training	Provide practical training as needs arise, such as facilitating public hearings.
Budget Oversight Training	Provide practical training and technical support for budget oversight.
Constituency Outreach	Train on outreach and support for outreach visits.
Civil Society Engagement Support	Support theme-based gatherings with relevant Civil Society Organizations (CSOs) and promote subsequent legislative processes.
Media Engagement and Communication Support	Train on developing effective media for better constituent relations. Support for website development and internet service provision.
Parliamentary Staff Positions	Financial support for key positions in each assembly.
Secretariat Organizational Development	Support in developing job descriptions, human resources manuals, process templates. Train and mentor on key admin and finance duties. Provision of material support for the proper functioning of each legislature
Women's Caucus Development and Support	Support establishment of women's caucus; provide training to female MPs.
Foster Professional Clusters	Convene regional representatives such as SGs, Assembly Speakers, female MP caucuses to facilitate knowledge sharing.

II. Technical Highlights and Results

Over the project's two-year duration, Gole-Kaab worked with MPs and Secretariat staff to strengthen their capacity, improve parliamentary processes, identify opportunities for constituency engagement, and bolster gender equity in leadership. Key project achievements are highlighted below.

Improved Legislative Drafting and Analysis

- Trained 385 MPs and legislative staff on RoP across all participating FMS.
- In consultation with each beneficiary legislative assembly Gole-Kaab technical staff drafted and printed MP Induction Manuals for each FMS assembly. The manuals were tailored to reflect the specific RoP in each assembly. GESI considerations were noted throughout the document and included a draft parliamentary resolution, drafted by women MPs, requiring gender analysis to be included in all future proposed legislation.

Strengthened Government Accountability and Oversight

- Facilitated a three-day speakers' forum in close cooperation with the SGs of Puntland, Jubbaland, South West, Hirshabelle, and the House of People of the Federal Parliament of Somalia (FPS). The three-day forum focused on key legislative issues and worked to strengthen the inter-parliamentary cooperation of the attending assemblies. Fifty people including the speakers of the FMS assemblies, FPS, MPs, and secretariat staff were in attendance.
- Co-facilitated an event with the USAID/Somalia Strengthening Public Accountability in Parliament (Damal) project, which featured the first public appearance of Somalia's Minister of Health, Fowzia Abikar, responding to the emergent COVID-19 pandemic. The Minister appeared before the federal parliament Social Affairs Committee in a virtual oversight forum that was broadcast over multiple TV stations while also being livestreamed over Facebook.

Improved Relations between Parliament and Constituents

- Supported constituency outreach meetings across all participating FMS.
- Co-facilitated a series of four, three-day study tours in Kampala, Uganda with the Institute of Parliamentary Studies and the Parliament of Uganda. The workshop focused on key topics related to MPs' mandates, roles, responsibilities, legislative oversight and how the general assemblies could exercise their powers and privileges.

Increased Participation in GESI Focused Trainings

- 197 women MPs and legislative staff participated in conference and networking events with project support.

- Gole-Kaab assistance led to the election of a female MP as Second Deputy Speaker of the SWS Parliament. The newly formed legislature of SWS selected a woman as its Second Deputy Speaker. The election of Hon. Shamso Mohamed Yarow had followed extensive technical and logistical support for GESI activities with parliamentarians and gender focused CSOs in SWS over the course of the project.
- Gole-Kaab and the USAID-funded Damal project co-facilitated a consultative forum of the federal and Hirshabelle women’s caucuses and gender-focused CSOs. Gole-Kaab brought together women MPs from all participating FMS assemblies for two-day conference to develop a parliamentary resolution calling for all proposed legislation to include a mandatory gender impact analysis.
- This was immediately followed by Gole-Kaab facilitating the FMS women MPs participating in a national conference of women MPs where they joined their federal parliament colleagues in advancing this resolution. The annual conference was organized and co-presented between Gole-Kaab and the United Nations Development Programme (UNDP).

Beneficiary Satisfaction

- 100% of end line survey respondents agreed that they gained knowledge through participating in Gole-Kaab sponsored activities.
- 94% of end line survey respondents agreed that their overall satisfaction and experience were positive.

Deviations from Initial Workplan

From the period of August 06, 2018 to December 16, 2018, the Gole-Kaab Team Leader and project staff conducted consultative, on-site needs assessments in each participating FMS. Gole-Kaab held numerous meetings with FMS Speakers and Secretary Generals to ensure that the program remained Somali led and Somali responsive in its delivery. In consultation with the FMS, the project adapted its deliverables and timelines within the available budget. More specifically, Gole-Kaab shifted its programmatic focus from legal analysis to building and strengthening the role of the parliamentary secretariats within each FMS. Furthermore, the project shifted to empower secretary generals and their staff to provide self-sustaining institutional support to parliament and parliamentarians. With the consent of SSF, and at the request of FMS assembly leadership, the size and scope of the planned international study tour was expanded. The parliamentary committee oversight and GESI related activities from the study tour exceeded expectations.

Changes as a Result of Consultation

- Focus on secretariat strengthening as first step to training MPs.
- Expansion of study tour to meet FMS demand.
- Shifted focus from legal drafting to secretariat strengthening.
- Staff changes to both Gole-Kaab and FMS secretariats.
- Program implementation launched in Q2 rather than Q1.

Outlined below are the major deviations from the project's original work plan. All changes were made in consultation with participating FMS assemblies and with the full knowledge and consent of SSF:

1. With the consent of SSF parliamentary advisor Niall Johnston, the Gole-Kaab project shifted its technical focus from engaging lawyers for legislative analysis to providing staff and technical support to strengthen legislative assembly secretariats.
2. In consultation with FMS speakers and in line with the project's demand-driven, iterative approach, Gole-Kaab adjusted the number of young graduates supported in each assembly. Due to varying size of each assembly and their unique needs, the project varied the number of young graduates from a baseline of seven. In SWS for example where the parliamentarians were more than double in number than some other FMS, an extra two young graduates were supported. In Puntland, with a more established parliament, only five young graduates were supported, and remaining funds supported a more senior position in the secretary general's office. In Jubbaland, an extra one young graduate was added to improve gender balance. One YG in Hirshabelle left the program prior to its termination.
3. Per the direction of SSF, Gole-Kaab suspended direct training of Jubbaland MPs effective August 2019.

4. In light of the inability to access the FMS Galmudug for most of the project duration, the Gole-Kaab project expanded its program delivery to include Puntland State.
5. With the support and knowledge of SSF, Gole-Kaab provided limited support to the Federal Parliament of Somalia.
6. Gole-Kaab provided support to the Galmudug Assembly in the final months of the project.
7. Attempts to achieve full implementation were hampered in the final months due to the spread of COVID-19 and the subsequent prohibition of large-scale meetings. Such disruptions include the cancellation of the project's final state assemblies' tour.

III. Challenges and Lessons Learned

Throughout the project's two-year implementation period, Gole-Kaab faced a multitude of geo-political and security related challenges. Despite the ever-present threat of attack by the al-Shabab militant group and ongoing political tensions, the project was able to adapt and overcome these challenges. By embracing a demand-driven and flexible approach to project implementation, Gole-Kaab achieved its programmatic objectives in the face of difficulty.

Security

The security environment in Somalia proved to be a continual challenge to the implementation of the Gole-Kaab project. Threats from al-Shabab and contentious political relations often limited the ability of counterparts to participate in activities. Implementing partners and colleagues in the Secretary General's office of the Somalia Federal House of People were frequently targeted by such groups. Tragically, FMS MPs and federal parliamentary staff known to Gole-Kaab were killed over the course of the project period.

Gole-Kaab pro-actively mitigated security risks by working with the home office-based Security Management Unit, as well as liaising directly with external security information providers to stay abreast of suspected threats. As an additional measure, all proposed technical activities were evaluated by Chemonics' home office security management unit prior to implementation to ensure staff safety. The project also remained in close contact with FMS Speakers and secretary generals to ensure responsiveness and flexibility in scheduling technical activities.

Political

Shifting political conditions dictated access to FMS assemblies and FMS MPs. The election process in both Jubbaland and SWS, as well as a protracted parliament formation process in Galmudug, precluded programmatic activities in these states for varying lengths of time. This resulted in interrupted or missed capacity building and knowledge sharing opportunities.

Due to difficulties accessing the FMS in Galmudug, the project, in coordination with SSF, found opportunities to provide the FMS of Puntland and the House of the People with assistance for unmet needs.

LESSON 1: ADAPTIVE MANAGEMENT MATTERS

The capacity of project leadership to navigate the complex operating environment of Somalia, overcome roadblocks, and foster collaborative relationships with the FMS, led to the overall success of the project. Gole-Kaab leadership identified the need for continuous stakeholder engagement early on, which paved the way for continuous feedback loops. Direct engagement, as noted above in Section 2, enabled the project to evaluate opportunities, re-direct programming, and enhance program delivery. Furthermore, project leadership took action to ensure that activities addressed the immediate needs of the FMS and were aligned with the broader context of Gole-Kaab's strategic framework. Along with their subject matter expertise the Somali-led,

Mogadishu-based, core technical team also provided valuable cultural context, which allowed the project to circumvent political disputes and maintain neutrality.

LESSON 2: RISK MANAGEMENT AND MITIGATION ARE KEY FOR PROGRAMATIC SUCCESS

Risk monitoring and mitigation planning were two foundational elements for the Gole-Kaab project, as political and security conditions frequently dictated access to FMS assemblies and FMS MPs. Given the existence of the aforementioned challenges, Gole-Kaab embraced agility and adapted its technical activities to keep pace with materializing risk.

Armed fighting around the FMS presidential election process in SWS resulted in the temporary suspension of on the ground activities in the capital city of Baidoa. The disputed election process in Jubbaland State and the federal government's refusal to recognize the outcome also resulted in political isolation of the state and the suspension of project activities designed to support MP capacity building. This suspension of activities resulted in Jubbaland being excluded from the international study tour and the practical application of acquired knowledge phase of the project. The Gole-Kaab project later engaged Jubbaland and SWS in alternate activities. The deteriorating security conditions in FMS Hirshabelle and the direct threats and targeting of locations used by Gole-Kaab in the capital of city of Jowhar, obliged the project to suspend activities in and around the FMS legislature. In place of delivering training in the FMS Hirshabelle, most assembly activities were relocated to Mogadishu.

In the final months of program implementation, Gole-Kaab was forced to take mitigating measures in the wake of the COVID-19 pandemic. Due to the temporary closure of Parliament, the suspension of internal air travel and the lockdown of the Mogadishu International Airport, which prevented staff from accessing the project office space, Gole-Kaab transitioned to operating in a remote capacity.

The end-of-project evaluation tour of all participating FMS was re-scheduled as a virtual inspection tour based on a Gole-Kaab questionnaire and interview with program beneficiaries. Additionally, a final program workshop on parliamentary RoP was cancelled due to COVID related travel restrictions. In its place, project staff developed a tailored parliamentary procedures practices manual based on the existing RoP in each FMS.

LESSON 3: PUTTING LEARNING FIRST: A PARTNER CENTERED APPROACH

Gole-Kaab engaged in an extensive consultative process prior to launching program activities, in an effort to build strong relationships with the program's beneficiaries. Through the iterative process, trusted lines of communication were established which allowed FMS representatives to provide rapid feedback on the specifics of objectives, audience, and delivery. With valuable input, Gole-Kaab was able to identify the need to couple legislative technical assistance with material support to enable conducive working environments for all participating FMS assemblies.

Gole-Kaab determined that without first addressing the infrastructural issues captured in the rapid assessment, subsequent interventions would not produce optimal results. With this in mind, and based on initial project consultations with FMS Speakers, it was also agreed that strengthening the role of the secretary general's office in each assembly was a priority. To support this initiative, Gole-Kaab provided financial support to each assembly to engage senior parliamentary staff on a full-time basis. The project also provided funding for each assembly to offer internship opportunities for five to 10 young graduates to serve as committee staff. The recruitment and retention process for the young graduates served to offer both administrative support and while providing a learning opportunity for the young graduates.



Photo: SSF Gole-Kaab Project

Technical expert he international study tour, conducted in cooperation with the Parliament of Uganda, brought together experts in parliamentary practice in a multi-day peer-to-peer knowledge sharing forum.

Along with financial support for staff, Gole-Kaab offered monetary support for each assembly to secure necessary parliamentary furnishings and equipment. The FMS were able to procure durable goods such as assembly tables and chairs, office furniture, and audio equipment. Overall, specifically targeting the gaps in infrastructural and organization capacity, allowed the project to strengthen the assemblies' ability to carry out parliamentary responsibilities.

Through near daily contact with political and technical representatives of the participating FMSs, the project was also able to maintain a flexible, but targeted schedule of events.

For example, as a direct result of the international study tours, the Gole-Kaab project received follow-on requests for targeted technical assistance activities in each federal member state. As captured in the post-study tour weekly reports, the tour had a direct and immediate impact on the interest and confidence of MPs and legislative staff to conduct public oversight forums in their constituencies

"In general, there is a recognition of the vital role of women's leadership. Electing the Deputy Speaker for female become a fashion and taking the footsteps of previous federal member states i.e. Hirshabelle and Galmudug. The number of men who participated in different Gole-Kaab's sponsored training in Baidoa and Mogadishu for GESI and GESI legislation changed the mindset of men and created men GESI champions. The Kampala workshop was exceptional, that inspired us to give women leadership role in the parliament."

- Mohamed Nur, SWS Deputy Speaker

and across their jurisdictions. In SWS, the Human Rights Committee and women's caucus organized a series of meetings between MPs and the public to advocate for strengthening women's representation in parliament. Female MPs met with community

elders, the media, universities, women’s associations, youth groups, lawyers, and disability groups to engage in discussions on the topic. After the consultations, committee members prepared recommendation to be reported to the plenary. Forums in other FMS covered multiple areas of government responsibility including health, education, security, agriculture, gender specific concerns, and local governance.

LESSON 4: FOSTER LINKAGES FOR FEMALE PARLIMENTARIANS TO ADDRESS GESI INITIATIVES

Despite attempts to improve gender equity and representation, the Federal Parliament of Somalia does not yet reflect the percentage of women in the country’s population. Currently, women comprise a mere 24% of the federal government and are frequently excluded from decision making discussions.¹ In an effort to advance gender equity and social inclusion, the

Gole-Kaab project collaborated with participating FMS to establish and revitalize female MP caucuses. Female MPs had the opportunity to discuss common challenges and coordinate their efforts to push for greater female engagement through their participation in tailored Gole-Kaab trainings and



Photo: SSF Gole-Kaab Project

An integral element of the international study tour was to bring together women MPs from across Somalia to learn from and share experiences with women MPs from Uganda.

programs. In quarter 6, the project partnered with the UNDP to invite female MPs from the FMS and FGS to the third annual All-Somalia Women Legislators’ Conference. Prior to the national gathering, Gole-Kaab facilitated a multi-day preparatory workshop where participating female MPs developed a parliamentary resolution mandating that all future legislative proposals include gender impact analysis.

The international study tour, hosted in partnership with the Uganda Institute for Parliamentary Studies (IPS), also offered female MPs the opportunity for meaningful engagement. Upon reflection, Gole-Kaab found that exchanges with fellow female parliamentarians had a positive effect on self-confidence. Participating MPs were able to identify female role models in the Ugandan parliament and further enhance their perceptions of their roles as legislators. Following the study tour, several

“Gole-Kaab’s training and support gave us as female MPs the courage to run for leadership positions in the parliament especially the tour to Uganda parliament and seeing female speakers inspired me even to run for the First Deputy Speaker...”

- Amina Isaq Mohamed, SWS MP

¹ <https://www.idea.int/data-tools/data/gender-quotas/country-view/270/35>

MPs expressed a sense of strength that they gained through newfound comradery. In the months following the study tour, Gole-Kaab noticed an increase in women-led committee meetings and female caucuses events. Of note is the Gole-Kaab/ USAID-Damal co-sponsored public consultation forum held with the federal and Hirshabelle women’s MP caucuses and gender-focused CSOs. The forum allowed female legislators and CSOs to strategize on how to advance the goal of constitutionally enshrining a quota for women’s representation in the Federal Parliament. This effort was organized around the draft Elections Bill under consideration in the federal Upper House.

LESSON 5: IDENTIFYING THE RIGHT TOOLS FOR SUCCESS

As a Somali led and directed project, Gole-Kaab was committed to delivering trainings and support materials in the Somali language. This decision was made after recognizing that many MPs had limited fluency in English. While this may seem an obvious approach, it was noted in session feedback reports that the Somali materials were highly appreciated. Through the provision of dual language material, the Gole-Kaab team noticed a stark contrast between MPs and young graduates. Staff who had exposure to English-language training frequently requested English copies of training materials as a means of increasing their professional vocabulary. Gole-Kaab staff also observed that the

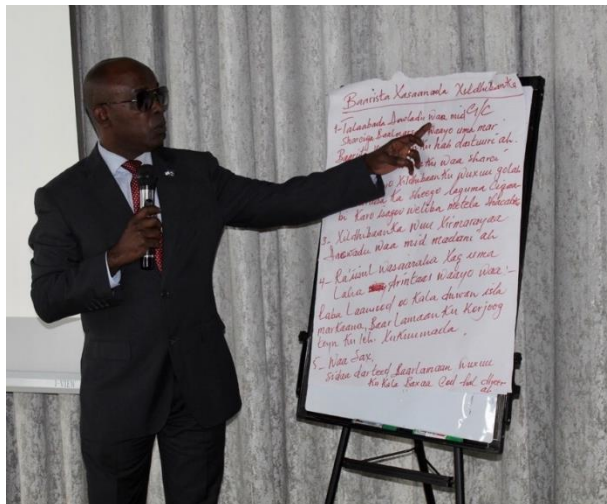


Photo: SSF Gole-Kaab Project

Workshop facilitator using Somali language materials during presentation.

availability of local language materials encouraged event participation and built the confidence of both the facilitator and the audience.

To gauge the change in beneficiary knowledge as a result of participation in Gole-Kaab activities, the project administered a pre and post event surveys. Project staff quickly realized that pre-event knowledge surveys were seen as knowledge tests and implied a judgmental hierarchy of knowledge. As such, Gole-Kaab modified its practice to determine training needs and MP knowledge with parliamentary staff in advance of proposed workshops. Following workshop activities, program participants were provided the opportunity to declare what they found to be beneficial.

In addition to large-scale technical events, Gole-Kaab introduced technological tools to increase the frequency of inter-FMS communications. More specifically, two WhatsApp groups were created by the Gole-Kaab project to maintain ongoing dialogue and mentoring support. Through the WhatsApp parliamentary staff forum, Gole-Kaab’s Secretariat Strengthening Specialist was able to provide ongoing advice and instructional material.

IV. KEY RECOMMENDATIONS

The following section presents recommendations that have been derived from the Gole-Kaab end line assessment and the six key lessons learned outlined above. The two exercises revealed opportunities for future programming and improved service delivery should the Somalia Stability Fund be interested in future iterations of the Gole-Kaab project.

RECOMMENDATION 1: PROVIDE ASSISTANCE TO DEVELOP CONTINUOUS FUNDING STREAM TO SUPPORT PARLIAMENTARY SECRETARIATS

Limited revenue generation poses a unique challenge for assemblies to acquire materials that are necessary to perform daily functions. Through Gole-Kaab support, participating FMS assemblies received funding to procure durable goods such as chairs, desks, and sound systems. However, at the conclusion of the project, financial assistance for embedded staff salaries and internet came to an end. To help FMS overcome this challenge, future programs should expand offering budget planning assistance as a means of supporting high-quality service delivery and parliamentary equipment maintenance.



Photo: SSF Gole-Kaab Project

Somali MPs sharing their legislative experience during the international study tour. Study tour attendees sharing their Throughout the international study tour MPs were encouraged to share their experiences as a means of learning from each other.

Gole-Kaab staff also noted that program beneficiaries expected to receive a “sitting” allowance to participate in training events and workshops. This proved to be a challenging expectation to meet. Past experiences with other international program implementors have encouraged the practice of paying MPs and secretariat staff to attend capacity building workshops. While Gole-Kaab was authorized to provide a limited transportation allowance to participants who attended workshops outside of their office or home city due to security concerns, the project depended heavily on the value of its programming and its close working relationships to attract participation. Future implementors may also consider programming to help states develop and effectively manage a training and development budget.

RECOMMENDATION 2: BUILD ON PAST INVESTMENTS: CONTINUE TARGETED TECHNICAL ASSISTANCE

Future implementers have the opportunity to build upon the technical assistance provided under the Gole-Kaab project. While Gole-Kaab had an extensive reach, select activities were cancelled or held remotely due to political and security related impediments in Jubbaland and Hirshabelle. More specifically, political discord between Jubbaland and the FGS prevented Gole-Kaab from engaging Jubbaland MPs in workshops and unstable security conditions in Jowhar, temporarily inhibited the Gole-Kaab project to conduct activities in the Hirshabelle. As such, future projects can specifically target the two states and offer trainings on lightly covered topics such as legislative conduct, outreach, public communications, and media training.



Photo: SSF Gole-Kaab Project

Gole-Kaab delegation during the international study tour. The project required that each FMS delegation to the international study tour include female MPs.

Additional opportunities exist through engagement of newly elected officials and secretariat staff. Upon review of the endline assessment, Gole-Kaab staff learned of newly hired who were unable to participate in the initial workshop series. Program participants remarked that induction trainings on parliamentary functions, committee operations, and the roles and responsibilities would be the most beneficial for new MPs and staff.

Legal Drafting, Constituency Outreach, and GESI Workshop for the Puntland Assembly

“Most of the House members have little understanding about legislative drafting process except few senior members. This is the first legal drafting training that the House members receive, since the majority of the House members are new... We are very happy today to receive this training and we thank the Gole-Kaab project for organizing and delivering.”

- Puntland First Deputy Speaker, Abdiaziz Abdullahi Osman

RECOMMENDATION 3: ESTABLISH INTER-PARLIAMENTARY INFORMATION SHARING FORUMS FOR COMMITTEES

Events such as the three-day Speakers’ Forum demonstrate the value of effective information sharing. During Gole-Kaab sponsored forums, MPs had the benefit of receiving trusted information and the opportunity to collaborate with peers from different states assemblies. This type of engagement is particularly crucial given the fact that states often have limited resources and experience many of the same challenges. Through forums, MPs brainstorm solutions to complex issues as well as pressing policy priorities. As such, it would be beneficial for future programming to consider facilitating forums such as a national budget and finance committee forum, national Secretary General’s forum, and/or a national female MP caucus forum.

During the international study tour MPs from different states were grouped together as a means of building inter-parliamentary bonds based on shared experience Speaker's Forum in the relevant weekly (April 2019).

RECOMMENDATION 4: COUPLE INTERNATIONAL STUDY TOURS WITH FOLLOW UP TECHNICAL WORK

Capacity building served as the cornerstone of legislative strengthening initiatives. Lessons learned from the international study tour and peer-to-peer knowledge sharing with parliamentary counterparts from both the governing and opposition parties in Uganda, had a direct and profound impact on parliamentary oversight practice. Upon completion of the study tour, each participating FMS assembly began a series of public outreach and oversight activities across their states. In many instances, this was the first time such outreach had been conducted. The success of the study tour proved the in-depth, experiential training for MPs provided meaningful impact. Replicating this in future activities will be vital to ensuring sustainable success. The FMS MPs of Jubbaland would be a target group of interest since they did not have the opportunity to participate in the 2019 study tour.

“This tour was a unique learning experience for [the] Hirshabelle Parliament in terms of topics covered and [the] visit to parliament of Uganda. Discussions, practical examples, and simulations were eye opening for us, as it is the first time to attend such integrated training. My state will work in reviewing both [the] Hirshabelle RoP and constitution to incorporate the new ideas and best practices learnt.”

- Hon. Mahad Hassan Osman, Hirshabelle head of delegates.



Photo: SSF Gole-Kaab Project

FMS MP with Ugandan counterpart.

RECOMMENDATION 5: EMPHASIZE GESI TRAINING

As noted above, several female caucus events and women-led committee meetings emerged following the international study tour. To continue the momentum, future implementers should prioritize supporting female MPs with caucus formation and constituent outreach. These two training items were highlighted as key areas for continuation by women who completed the end line survey. Delivering and developing training materials that's are GESI focused will ultimately

Delivering and developing training materials that are GESI focused will ultimately advance the inclusion of women in the political process and help the FMS leverage gender diversity to better deliver public services.

ANNEX A. GOLE-KAAB PROJECT INDICATOR MATRIX

Achievements around the Rules of Procedure were captured both in the number of amendments drafted with each state and with the assembly adoption of amended RoP. Gole-Kaab far exceeded the number of RoP amendments achieved in consultation with each legislature. However, the output also required that each assembly formally adopt the changes as an act of the legislature. Gole-Kaab was not in a position to dictate each assemblies' legislative calendar. Not all legislatures were in session after the amendment workshops were completed therefore not providing an opportunity formally adopt the changes that had already been accepted by the relevant committees and secretariats. These amendments were subsequently adopted outside of the M&E reporting period.

Gole-Kaab scheduled a final round of FMS Assemblies on site workshops on Rules of Procedure and Women Caucus workshops that were to occur in Q6 and Q7 as needed in order to meet or exceed activities with RoP, GESI, and civil society engagement. With the support of SSF, Gole-Kaab suspended FMS travel in February 2020 (Q6) because of growing concerns around the spread of Covid-19. Internal flights continued to operate in Somalia until mid-March 2020. Logistically Gole-Kaab could have traveled to FMS assemblies in advance of the March government mandated lockdown however there was a health and reputational risk concern that the program could be identified as a vector for virus transmission should an outbreak occur following a workshop. In lieu of workshops across the FMS assemblies, Gole-Kaab developed an MP induction manual that was tailored to each FMS assembly's RoP as drafted with Gole-Kaab. The induction guide also included a draft parliamentary GESI resolution that would require all future proposed legislation include a gender impact analysis. The draft parliamentary GESI resolution was developed through a series of regional and national women MP conferences organized through Gole-Kaab. The suspended Q6 FMS assembly tour had been scheduled as the opportunity to attain the remaining activity targets.

The Gole-Kaab project design assumed continuous and regular access to each FMS assembly with its parliamentary staff and MPs. As a result of the ever-shifting political and security environment this proved to be an incorrect assumption. Due to the disputed government formation process in FMS Galmudug the project was unable to access that state for the duration of the program. Later in the project and at the direction of SSF the project began engaged with the assembly of FMS Puntland in place of Galmudug. Political considerations stemming from the disputed Jubbaland presidential election resulted in Gole-Kaab being advised by SSF to withdraw from direct engagement with that state's MPs over concerns that the project risked being seen as a partisan actor in the dispute between the FMS and the federal government. Security concerns

around violence that occurred in the South West State election process also required Gole-Kaab to temporarily suspend activities in that FMS. Ongoing security concerns in the Hirshabelle capital city of Jowhar had a negative impact on the ability of the project to regularly access the state legislature. In place of travelling to Jowhar, project training activities were reduced in size and largely moved to Mogadishu.

QUANTITATIVE HIGHLIGHTS

OBJECTIVES	Indicators and Targets				Data Sources
	Indicators	Milestones			
		Baseline	Target	End of Project	
Outcome: Enhanced popular participation in governance, particularly for women and excluded communities (SSF output 2)	Quality, relevance, and effectiveness of SSF-delivered work to increase popular participation in formal and informal governance structures	4.9	—	—	Responsible: Gole-Kaab Data source: Gole-Kaab baseline, midline and end-line reports
	Total number of women, youth and marginalized community members supported by SSF to improve their participation in governance	0	—	—	Responsible: Gole-Kaab Data source: Sign-in sheets
Cross-cutting activity					
Cross-cutting activity. International networking and study tour examining comparative parliamentary processes. Activity to cover all 5 output areas.	Number of MPs and legislative staff trained in best practices of parliamentary processes through international study tours	0	135	90	Responsible: Gole-Kaab Disaggregated by gender and state Data source: sign-in sheets, agenda, training material, photos
OUTPUT 1: Improve the Legislative Process					

Output 1. Improve the Legislative Process	1.o.1 Number of standardized Rules of Procedure clauses adopted across participating FMS with project support	0	30	0	Responsible: Gole-Kaab Data source: RoP review process, meeting minutes
	1.o.2 Number of public hearings on legislative processes and other mechanisms for citizen engagement delivered	0	9	22	Responsible: Gole-Kaab Disaggregated by state Data source: sign-in sheets, agenda, photos, hearing minutes
Activity 1.1: Rules of Procedure Training	1.a.1 Number of MPs and legislative staff trained in Rules of Procedure	0	310	385	Responsible: Gole-Kaab Disaggregated by gender and state Data source: sign-in sheets, agenda, photos, training material
Activity 1.2: Rules of Procedure Harmonization	1.a.2 Number of rules of procedures clauses drafted	0	30	0	Responsible: Gole-Kaab Data source: RoP review process
Activity 1.3: Legislative Drafting	1.a.3 Number of MPs and legislative staff trained in legislative drafting	0	355	267	Responsible: Gole-Kaab Disaggregated by gender and state Data source: sign-in sheets, agenda, photos, training material
Activity 1.4: Legislative Oversight	1.a.4 Number of key legislative oversight actions taken with project support	0	40	59	Responsible: Gole-Kaab, parliamentary staff, young graduates Disaggregated by state Data source: Assembly activity records (agenda, written correspondence, written questions)
OUTPUT 2: Increase Oversight of the Executive Branch					

Output 2: Increase Oversight of the Executive Branch	2.o.1 Number of instances where assemblies receive citizen feedback on government effectiveness and service delivery	0	10	14	Responsible: Gole-Kaab Disaggregated by state Data source: Correspondence log
Activity 2.1: Parliamentary Committee Training	2.a.1 Number of public fora undertaken with project support	0	9	16	Responsible: Gole-Kaab, parliamentary staff, young graduates Disaggregated by state Data source: Committee minutes, agendas, photos, participant list
Activity 2.2: Budget Oversight	2.a.2 Number of budget oversight actions undertaken with project support	0	9	12	Responsible: Gole-Kaab, parliamentary staff, young graduates Disaggregated by state Data source: Committee minutes, agendas, participant list, written oversight reports, written questions to the executive
OUTPUT 3: Strengthen the relationship between MPs and constituents					
OUTPUT 3: Strengthen the relationship between MPs and constituents	3.o.1 Number of constituent outreach engagements/activities (e.g. oversight visits) completed	0	9	29	Responsible: Gole-Kaab Disaggregated by state Data Source: Sign-in sheets, agenda, photos, activity log

The Activity 3.1: Constituency Outreach	3.a.1. Number of MPs and legislative staff who are trained in constituency outreach	0	210	376	Responsible: Gole-Kaab Disaggregated by gender and state Data source: sign-in sheets, agenda, photos, training material
Activity 3.2: Civil Society Engagement	3.a.2 Number of engagements with CSOs on legislative development with project support	0	9	8	Responsible: Gole-Kaab, parliamentary staff, young graduates Disaggregated by state Data source: Meeting minutes, correspondence log, agenda, photos, media articles or interviews, media site tour log
Activity 3.3 Media and Communications Outreach	3.a.3 Number of media outreach engagements conducted with project support	0	9	17	Responsible: Gole-Kaab, legislative staff, young graduates Disaggregated by state Data source: Meeting records, correspondence log, agendas, media articles, media house tours
OUTPUT 4: Establish an Effective Secretariat					
OUTPUT 4: Establish an Effective Secretariat	4.o.1 The legislature demonstrates secretariat support competencies as demonstrated by four systems markers: taking minutes in the plenary and committees, maintaining a correspondence log, presence of assembly filing system, maintenance of assembly records	0	12	12	Responsible: Gole-Kaab, legislative staff, young graduates Disaggregated by state Data source: Activity reports, site inspections

Activity 4.1: Organizational and Administrative Strengthening for Secretariat Staff	4.a.1 Number of legislative staff trained in Secretariat strengthening	0	450	566	Responsible: Gole-Kaab Disaggregated by gender and state Data source: sign-in sheets, agenda, photos, training material
OUTPUT 5: Understand and Meet Best Practices and Enhance Gender Equity and Social Inclusion (GESI)					
OUTPUT 5: Understand and Meet Best Practices and Enhance Gender Equity and Social Inclusion (GESI)	5.o.1 % of targeted women MPs who demonstrate skills in advocacy, governance, and public speaking	0%	30%	64%	Responsible: Gole-Kaab Disaggregated by state Data source: Interviews given, plenary session minutes
	5.o.2 Number of targeted women MPs who apply knowledge gained to influence decision-making and types of action taken	0	10	40	Responsible: Gole-Kaab Disaggregated by state Data source: Survey
Activity 5.1: Gender Equity and Social Inclusion	5.a.1 Number of MPs and legislative staff who participate in gender equity and social inclusion focused trainings	0	700	638	Responsible: Gole-Kaab Disaggregated by gender and state Data source: sign-in sheets, agenda, photos, training material
Activity 5.2: Establish and Support a Female MP Caucus	5.a.2 Number of predetermined benchmarks attained by women's caucuses: women's caucus established, agenda developed, at least two public fora held	0	9	6	Responsible: Gole-Kaab, legislative staff, young graduates Disaggregated by state Data source: Site visits, document review
Activity 5.3: Establish and Support Interstate Professional Development Clusters	5.a.3 Number of cluster meetings held with project support for which a report-out is produced	0	7	12	Responsible: Gole-Kaab Data source: sign-in sheets, agenda, photos, meeting minutes

Activity 5.4: Women MPs Attend Regional, National and International Conferences and Events	5.a.4 Number of women MPs and legislative staff participating in conferences and networking events with project support for which a report-out is produced	0	50	197	Responsible: Gole-Kaab Disaggregated by state Data source: sign-in sheets, agenda, photos
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ANNEX B. END LINE ASSESSMENT QUESTIONNAIRE

Gole-Kaab Project Questionnaire

Please identify yourself by the following criteria

Male: MP () senior staff () Young graduate ()

Female: MP () senior staff () Young graduate ()

1. How would you describe your overall experience and satisfaction with Gole-Kaab support?
 - a. Positive
 - b. Negative
 - c. Neutral

2. How satisfied are you with the technical trainings provided by Gole-Kaab?
 - a. Very satisfied
 - b. Satisfied
 - c. Somewhat satisfied
 - d. Not satisfied

3. Did you gain any new knowledge from Gole-Kaab trainings?
 - a. Yes
 - b. No

*If yes, please provide examples below:

4. In your opinion, is the current ratio of women's political participation compared to men greater/equal/less than what it was from the beginning of Gole-Kaab? (Please circle)

5. How has MP and staff performance improved as a result of legislative capacity building training provided by the Gole-Kaab project?
 - a. Significantly improved
 - b. Improved
 - c. Somewhat improved
 - d. No change

6. How has oversight over the executive branch improved as a result of legislative training provided by the Gole-Kaab project?
 - a. Significantly improved
 - b. Improved
 - c. Somewhat improved
 - d. No change

7. How has the relationship between MPs and their respective constituents improved as a result of training provided by the Gole-Kaab project?
 - a. Significantly improved

- b. Improved
- c. Somewhat improved
- d. No change

8. Please list specific examples of Gole-Kaab activities that has improved gender equity and social inclusion in terms of influencing decision making.

9. What went well? What could be done again?

10. What did not go well? What would you suggest could be done differently to improve this for future projects?

11. Which result of the project are you most satisfied with?

12. Would you recommend a similar project be conducted in the future?

- a. Yes
- b. No

*If yes, please provide the reasons why you recommend similar project to be conducted?



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