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**SOMALIA**  
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## **A NEW PARTNERSHIP FOR SOMALIA FOR PEACE, STABILITY AND PROSPERITY.**

**A Framework for Mutual Accountability and Accelerated Progress.**

### ***Overview***

*Somalia has made significant progress in recent years towards peace, stability and prosperity. With the election of new national leadership, Somalia now has an unprecedented opportunity to consolidate these gains and accelerate progress towards the country's long-term recovery.*

*This New Partnership for Somalia (NPS) sets out how Somalia and the international community will work together to meet Somalia's most pressing political, security and economic needs and aspirations, as set out in the National Development Plan (NDP).*

*The NPS is built on a set of Partnership Principles and Enabling Actions agreed between Somalia and the international community, alongside a set of Key Themes setting out the shared values and aspirations essential for fulfilling Somalia's development and recovery goals. This agreement promotes mutual accountability between Somalia and the international community. It links Somali ownership of, and responsibility for, the direction and pace of Somalia's progress in the years to come with better alignment, coordination and improved transparency of international aid.*

*Progress in delivering the NPS will be measured against a Mutual Accountability Framework and dashboard using clearly defined benchmarks and milestones drawing together the Partnership Principles, Enabling Actions and Key Themes from the NPS alongside key indicators from the National Development Plan, the Somali Security Pact, and other sector-specific roadmaps and Somalia's international commitments and obligations.*

*Through this New Partnership for Somalia, adopted at the London Conference on Somalia, we reaffirm and give substance to our common commitment to work together to bring lasting peace, stability and prosperity to Somalia for the good of the Somali people.*

## **Introduction**

1. Somalia is now making rapid progress towards peace, stability and prosperity. A national government, established in 2012, has led a process of peacebuilding and negotiation aimed at establishing a new political settlement based on a federal model. Following the electoral process in 2016/2017 and with a new national leadership there is a renewed hope for consolidating the gains made so far and accelerating progress towards long-term recovery.

2. Since its adoption in 2013, the Somali Compact (Compact) has served as a framework for the provision of international support, based on the global model of a New Deal for Engagement in Fragile States agreed at the 4<sup>th</sup> High Level Forum on Aid Effectiveness at Busan (South Korea) in 2011. The Compact's aim was to galvanise the partnership between Somalia and its donor partners by focussing efforts on a Somali-led process of peace building and state building, creating the basis for long term stability and sustainable economic and social development. Important progress has been achieved through the concentration and coordination of efforts, and the lessons from the framework should inform partnership arrangements going forward.

3. Somalia's international partners have committed to aligning behind Somalia's National Development Plan (NDP), which sets the priorities for national recovery and development. Through the NDP, the Federal Government of Somalia (FGS) will lead on priority setting. Partners commit to use these priorities to guide their planning, coordination, resource mobilisation and delivery of development assistance, in full collaboration with the national and regional governments.

4. Following an independent review of the Compact in 2016, all parties agree that a reinvigorated partnership is necessary to guide our collective efforts through the next phase in support of the NDP. Together, the NDP and the New Partnership for Somalia (NPS) will retain the critical elements of the Compact, reframing them based on lessons learned and the heightened levels of ambition to which we are all committed. This commitment should be reinforced by our common adherence to the principle of Mutual Accountability, through which all partners are able to clearly identify the core commitments made through this partnership and call each other to account in delivering them. Having in mind the overall objectives of the new Somali Government, the partnership between Somalia and its Partners should be guided by the Government policies and priorities as set out in its NDP. However, recognising that the NDP will need to adapt to emerging government priorities or changing circumstances, the NPS should also show flexibility to respond to Government policy and priority change in the future.

## **Key elements of the New Partnership for Somalia**

5. A central component of the Compact, the Partnership Principles framed the relationship between Somalia and the international community in a manner designed to concentrate effort in an efficient and focussed way, reinforce Somali sovereignty and leadership in choosing its own development path, and improve the efficiency and effectiveness of aid flows in supporting Somalia's recovery. These principles are retained in the NPS and enriched by robust national ownership, leadership, coordination, and monitoring mechanisms. They are accompanied by a

set of matching “joint enabling actions” to improve the key necessary conditions for the fulfilment of these principles, strengthening our partnership and accelerating progress in the years ahead.

6. The Compact recognized the crucial interdependence of political, security and developmental aspects of Somalia’s recovery and the primacy of the rule of law in driving this forward. This integrated approach remains a central element of our reinvigorated partnership and is reflected in the NDP and our shared approach to priority setting, resource allocation and delivery.

7. Alongside this New Partnership for Somalia, a new Security Pact sets out a comprehensive approach to security reflecting the continued interdependence of politics, security and development. The Security Pact sets out more detail of our shared security objectives, aimed at bringing about an orderly and staged handover of security responsibilities from AMISOM to Somali-led security institutions and forces.

8. Adherence to the rule of law is indispensable to building a stable state, protecting its citizens, resolving conflict, and preserving political stability. This is inextricably linked to the upholding of human rights standards for all Somali citizens and ensuring Somalia’s compliance with international commitments. Increased attention will be given to upholding these rights for women, youth, marginalised and vulnerable groups, reinforced by effective policing, impartial courts and proper and humane application of sentences through a strengthened and reformed judicial process as well as the establishment and functioning of an Independent National Human Rights Commission.

9. The rights of women and girls are central to development. Gender equity and equality is crucial to building peace, improving health and wellbeing, and promoting sustainable economic growth. Accountability for addressing human rights and gender equality in line with the Somali Constitution, Universal Periodic Review, UN Security Council Resolution 1325 and associated resolutions, and other international commitments, will be a central focus in delivering the NDP, and by extension the NPS.

10. The sound, transparent and accountable management of the public purse is a central and indispensable foundation of the social contract between the state and its citizens. The building of systems and institutions for sound financial governance and revenue management has been a top priority in the first phase of recovery and will continue to be a central focus in delivering the NDP.

11. Success in this area will both reinforce the legitimacy and stability of Somalia’s new governance arrangements, bolster the Government’s ability to deliver services, attract investment, and help advance Somalia along the path toward normalization with the International Financial Institutions and debt relief, essential to rebuilding a flourishing economy, strengthening resilience and fulfilling the aspirations of the Somali people. Somalia needs rapid normalization of its financial relations. Development Partners, International Financial Institutions (IFIs) and the FGS have produced a clear and comprehensive process, including a set of reform commitments towards IFI normalisation and debt relief, and Development Partners commit to supporting the government to achieve identified milestones.

12. While Somalia has made swift progress in the state formation process, much remains to be done in reaching a new constitutional settlement. The adoption of a final constitution will be a determining factor in stabilising the political settlement and resolving the central questions that are critical for the long-term durability and effectiveness of the federal state.

13. The division of competencies and powers between the FGS and the Federal Member States (FMS) and the associated agreements on fiscal federalism, responsibilities for revenue generation, public administration, the delivery of public services, including security, and management over national resources on behalf of all Somalis are all essential and challenging aspects of building durable and effective institutions. A shared commitment to resolving these crucial questions will be core milestones in our collective efforts. These vital and sensitive issues will primarily be settled through a political settlement and constitutional review process, to be led by the FGS and the Federal Parliament, in close consultations with the FMS and the wider public.

14. While the NPS is designed primarily to govern and guide the partnership between Somalia and the international community, it also needs to recognise that success will depend not just on the government and its donor partners but also on accountability to the Somali public and the continued and essential contribution of non-governmental actors (international, national and local) and the private sector in supporting and enabling the delivery of the NDP and building good governance.

15. A commitment to public engagement and accountability are central to the NDP. Civil society and private sector actors will play a key role in planning, priority setting, coordination mechanisms, and implementation of the NDP. The proper and consistent registration and regulation of non-governmental organisations is essential, both to enable them to carry out their work legally, effectively and efficiently and to protect their rights and those they serve under the rule of law. These will be achieved through the revised NGO Act, to be endorsed by the FGS and the Parliament in 2017.

### **The Mutual Accountability Framework**

16. All successful partnerships are based on reciprocity and mutual accountability. It is imperative that donors provide predictable, robust and flexible financing for development and that the FGS meets its political, governance, economic and financial commitments. Effective delivery of the NDP and adherence to the NPS will depend on the centrality of these values going forward. The government and international partners adopt the partnership principles for more effective delivery of aid, which places ownership of priorities with the government and promotes more sustainable impact from development efforts.

17. Through the Use of Country Systems (UCS) Roadmap, the government and Development Partners have begun a constructive process of identifying concrete, mutual commitments to strengthen and use country systems. Greater use of country systems in Somalia will depend on commitments by government and Development Partners alike. We will work together to make quantifiable, tangible progress annually against the mutual commitments and benchmarks laid out in the UCS Roadmap, including the 15 percent target for channelling development funds

through the treasury as government progress in delivering the enabling public financial management reforms allows, subject to the laws and regulations governing the use of such funds.

18. The Compact recognised and set in motion the importance of mutual accountability. The NPS and NDP address this directly by placing a mutual accountability framework at the heart of their delivery. As well as being accountable to each other through this partnership, it is also important to note we are also accountable on all sides to our own taxpayers for the public funds we are devoting to Somalia's recovery and development.

19. Table 1 sets out the Partnership Principles that will be carried over from the Compact to the NPS and puts them alongside the key joint enabling actions necessary for the realisation of the NDP. These require actions by both government and donors, and many of them rely on joint actions on both sides of the partnership. Without these enabling actions, the aspirations of the Partnership Principles are unlikely to be achieved. Progress in achieving these enabling actions will largely be assessed by donor aid flows reports and drawing on existing reporting streams emanating, for example, from the International Monetary Fund (IMF) Staff Monitored Programme reviews, Financial Governance Committee reporting, Public Expenditure and Financial Accountability (PEFA) assessments and periodic reviews of progress against the roadmap to the greater use of country systems, as well as strengthened oversight from the Office of the Prime Minister (OPM) to monitor and provide guidance.

20. Table 2 sets out in summary form the wider thematic issues that underpin the NPS: the Political Settlement, Security, Rule of Law and Human Rights (including the rights of women and girls), Youth Empowerment, Financial and Economic Management, Growth, Economic Recovery and Resilience, and Inclusion and Regulation. It also identifies key shared high-level goals and progress measures that will provide assurance that the NPS is delivering against its aims. Many of these measures draw from the NDP results framework.

### **Monitoring Framework**

21. A results framework will be embedded within the NDP and this will provide the basis for measuring and reviewing progress towards the achievement of Somalia's substantive recovery and development goals. These results will be presented and reviewed twice-yearly at the High Level Partnership Forum (HLPF).

22. In addition, a monitoring framework will be required for the NPS, built around the key organising principle of mutual accountability. This will be developed in the form of a scorecard which will provide light-touch, quarterly updates of progress against the mutual undertakings that drive the agreement, with the SDRF leading management of this score taking, supported by the monitoring and evaluation functions of Government. This will necessarily remain a flexible tool and will need to adapt to progress made against the key performance measures in the years ahead. The scorecard will be presented and reviewed at the twice-yearly meetings of the HLPF and on a quarterly basis by the SDRF Steering Committee.

## **Architecture for Planning and Coordination**

23. Under the Somali Compact, aid planning and coordination was managed by the Aid Coordination Unit (ACU) through sector and thematic working groups organised around the five peace building and state building goals (PSGs) set out under the terms of the New Deal. Overarching coordination was provided through the monthly meetings of the Somali Development and Reconstruction Facility (SDRF), with the twice-yearly HLPF meetings providing the setting for top level coordination and policy agreement.

24. These mechanisms proved to be effective in delivering the aims of the Compact in the first phase of recovery, but it was also recognised that these will need to be adapted and adjusted in the light of progress made and to respond to the new requirements of the NDP.

25. An adjusted architecture is set out in the NDP which includes the activities and roles of the ACU, and this will provide the framework for the day-to-day implementation. It has been agreed that the HLPF and the SDRF will be retained as the apex bodies for the overall direction and delivery of the NDP and NPS, with the ACU fulfilling secretariat functions. The detailed working arrangements of this aid architecture will be developed.

## **The Way Forward**

26. Through this new partnership, Somalia and its partners reaffirm, and give substance to, our common commitment to work together to bring lasting peace, stability and prosperity to Somalia for the good of the Somali people.

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**Table 1: Partnership Principles and Enabling Actions**

Partnership Principles	Joint Enabling Actions
<p><b>A. Development is Somali-owned and Somali led and aid is aligned with government priorities</b></p>	<ol style="list-style-type: none"> <li>1. <i>A credible, prioritised and costed National Development Plan (NDP) is in place and agreed at all levels of government and is compliant with iPRSP requirements.</i></li> <li>2. <i>Development Partners support implementation and monitoring of the National Development Plan 2017-2019 and align current and future support with the key prioritised programmatic areas identified under the NDP</i></li> <li>3. <i>Somalia continues a process of dialogue with Somali people, the regions, and Federal Member States (FMS) on implementation of the NDP and develops a strategy for engaging with civil society.</i></li> <li>4. <i>Government and Development Partners encourage development of innovative forms and modalities of financing and enhance the infrastructure and regulatory frameworks for development of the private sector as a source for service delivery financing.</i></li> <li>5. <i>Both Government and the Development Partners to ensure wide geographical balance of assistance provided across Somalia.</i></li> </ol>
<p><b>B. Aid operations are designed and delivered in partnership with government institutions</b></p>	<ol style="list-style-type: none"> <li>1. <i>Government ministries are properly involved in the design and implementation of aid-funded projects and programmes, under the terms of agreements reached between government, donors and implementing partners</i></li> <li>2. <i>Where government ministries and agencies are the executing agencies for aid-funded projects and programmes they conform with proper and agreed standards of accountability and transparency</i></li> </ol>
<p><b>C. Aid is provided in line with the government budget cycle and channelled through preferred instruments of the government to strengthen government Public Financial Management (PFM) systems</b></p>	<ol style="list-style-type: none"> <li>1. <i>Somalia retains its credibility in economic and financial governance by showing good progress in implementing the PFM Reform Action Plan, remaining on track with the provisions of the IMF Staff Monitored Programme, increasingly conforming to the standards set out in the PEFA framework, and maintaining its participation in the Financial Governance Committee. Development Partners will provide all support possible to enable this.</i></li> <li>2. <i>Development Partners and Government work together to strengthen and increase the use of country systems, in line with the quantitative and qualitative benchmarks elaborated in the "UCS Roadmap", including target of 15% of development aid channelled through treasury. The elaboration of the roadmap will be based on joint risk-benefit analysis of the different UCS dimensions.</i></li> <li>3. <i>Somalia strengthens its ownership of the development process and reduces its dependence on external assistance by progressively increasing the share of national and local revenues in overall public expenditure.</i></li> <li>4. <i>The Multi-Donor Trust Funds (MDTFs) set up under the Somali Compact remain effective and credible delivery channels for achieving the aims of the National Development Plan, and remain priority channels for funding.</i></li> <li>5. <i>Multi-donor and bilateral assistance offered in addition to contributions to the MDTFs should continue to be agreed upon and reported through established aid coordination architecture (i.e. Pillar Working Groups and SDRF Steering Committee)</i></li> </ol>

<p><b>D. Aid supports institutional capacity development</b></p>	<ol style="list-style-type: none"> <li>1. <i>Government and Development Partners shall focus on building effective national institutions to develop the capacity of the state through a coherent approach, with a special focus on strengthening sub-national levels of administration and increasing accountability of public officials.</i></li> <li>2. <i>Except under exceptional circumstances, all projects and programmes will contain credible and well defined provision for capacity building.</i></li> <li>3. <i>The Somali Government will ensure that proper priority and staff time is given to ensuring that capacity building support achieves its objectives, and reduce the reliance on advisors to undertake core government tasks, thus empowering civil servants</i></li> <li>4. <i>The Government and Development Partners will take concrete steps to increase and broaden government ownership of public sector management training and the development of higher education as the principle source of new capacity.</i></li> </ol>
<p><b>E. Aid is provided in a coordinated, flexible transparent and predictable manner</b></p>	<ol style="list-style-type: none"> <li>1. <i>Government-led coordination mechanisms, as described in the NDP, are in place and operating effectively, and fully used by Development Partners.</i></li> <li>2. <i>Development Partners and Government will use the established aid architecture to improve coordination, avoid fragmentation, and remain focused on key government priorities. They will comply with guidance on responsibilities and division of labour.</i></li> <li>3. <i>Donors fully disclose spending plans and commitments through the Aid Information Management System (AIMS) on an annual basis.</i></li> <li>4. <i>Somali authorities conform with required standards of public expenditure management, transparency and accountability</i></li> <li>5. <i>Both the Government and Development Partners will promote domestic accountability, seeking to engage maximum involvement of domestic stakeholders, including the FMS, FGS, CSOs and the private sector in mutual accountability discussions.</i></li> </ol>
<p><b>F. Aid is provided in a conflict sensitive manner</b></p>	<ol style="list-style-type: none"> <li>1. <i>Government and Development Partner programmes and projects will be designed in a conflict-sensitive manner, through the use of conflict sensitivity analysis and regular monitoring.</i></li> </ol>
<p><b>G. Aid programmes addressing humanitarian and development needs must be complimentary Frameworks</b></p>	<ol style="list-style-type: none"> <li>1. <i>Government and Development Partners will establish greater programmatic coherence and strengthened coordination between development and humanitarian frameworks.</i></li> <li>2. <i>The Government and Development Partners will work together closely to develop the capacity of national institutions responsible for supporting humanitarian efforts and the related social-economic infrastructure.</i></li> <li>3. <i>The Government will also develop and implement a consistent regulatory framework to support the work of NGOs and civil society organisations. Development partners will provide support for development of the framework.</i></li> </ol>



**Table 2: Key themes, shared goals and objectives**

*The Somali Government and international community commit to work together to achieve the following:*

Themes	Measures
<b>Political Settlement</b>	<ol style="list-style-type: none"> <li>1. Progress towards the review and adoption of a constitution, including:</li> <li>2. A comprehensive political settlement on major outstanding issues on the constitution, such as the division of powers between the FGS and FMS, policy formulation and service delivery (including security) and clear revenue and resource sharing agreement between the FGS and FMS.</li> <li>3. The determination of the status of the capital Mogadishu as part of the state formation process. A lasting resolution of disputes between the FGS and Somaliland, and the peaceful resolution of other territorial disputes that threaten internal peace and security</li> <li>4. Deepening of the democratic process at federal and decentralised level and delivery against a broadly accepted democratisation roadmap for 2021</li> <li>5. Acceleration of structured reconciliation and constructive engagement between the FGS and Somaliland on all issues of mutual concern.</li> </ol>
<b>Security</b>	<ol style="list-style-type: none"> <li>1. Political agreement between the FGS and the FMS on a national security architecture defining the sizes, distributions and compositions of regional and federal forces and providing clarity on command and control and resourcing responsibilities.</li> <li>2. Recognising the interdependence of security, politics and development, a Security Pact between Somalia and the international community setting out a shared vision for a comprehensive approach to security, with clear milestones including for security sector reform and implementation of the national security architecture, and the establishment of civilian oversight of all security sector institutions.</li> <li>3. A conditions-based transition of security responsibilities from AMISOM to Somali-led security institutions and forces that are affordable, accountable, acceptable and able and that are managed in line with broader systems for public financial management, oversight and accountability.</li> <li>4. Increased coordination and effectiveness of military and non-military interventions, including on countering violent extremism and early recovery and extension of state authority, resulting in increased success in defeating terrorist and insurgent groups, particularly Al Shabaab.</li> <li>5. Establishment of coordination mechanisms for better coordinated, more transparent and predictable international support to federal and regional components of the national security architecture accelerating security sector reform.</li> </ol>
<b>Rule of Law and Human Rights</b>	<ol style="list-style-type: none"> <li>1. Inclusion of a bill of rights in the new Federal Constitution that affords protection to both citizens and people of other nationalities in line with international standards, with implementation frameworks for the establishment and operationalisation of new effective, accountable and affordable justice, corrections and policing structures and systems.</li> <li>2. Agreement among all relevant federal and sub-federal stakeholders on the formulation of a justice and corrections architecture through the constitutional review process including the establishment and operationalisation of a constitutional court.</li> <li>3. Establishment and operationalisation of the Independent Human Rights Commission</li> <li>4. Sustained progress by Somalia in meeting its obligations under the terms of the</li> </ol>

	UN Human Rights Council's Universal Periodic Review, including measurable progress in upholding the rights of women and youth, as well as disadvantaged and marginalised groups with a specific emphasis for IDPs
<b>Rights of women and girls</b>	<ol style="list-style-type: none"> <li>1. Continued progress towards increasing women's political participation at all levels of government</li> <li>2. Measures introduced and implemented to combat gender-based violence and end FGM</li> <li>3. All development programmes take full account of gender aspects in their design and implementation</li> <li>4. Continued progress to expand quality education / increase enrolment for female students</li> </ol>
<b>Youth Empowerment</b>	<ol style="list-style-type: none"> <li>1. A sustained increase in support for youth engagement and political participation at all levels of government</li> <li>2. Measurable improvement in the quality of education and increased access to technical and vocational training opportunities for young people</li> <li>3. Comprehensive support to youth entrepreneurship including the removal of legal barriers and increased access to capital.</li> <li>4. Sustained support to youth rehabilitation and reintegration programmes and initiatives that foster young people's well-being and development</li> </ol>
<b>Financial and economic management</b>	<ol style="list-style-type: none"> <li>1. Sustained progress made by all partners in implementing the roadmap towards the greater use of Country Systems.</li> <li>2. Full compliance with the provisions of the IMF Staff Monitored Programme (SMP).</li> <li>3. Progress against agreed clear and comprehensive process, including set of reform commitments towards IFI normalisation and debt relief</li> <li>4. Progressive compliance with the benchmarks set out in World Bank monitored PEFA framework.</li> <li>5. Year-on-year targets set and met to increase the rate of public revenue collection as a proportion of national income and to reduce aid dependency in public expenditure.</li> <li>6. Rapid progress in setting in place rules and laws for the proper regulation of the banking system and the business environment (including investment guarantees and contract enforcement).</li> <li>7. Visible and consistent measures taken to protect the integrity and accountability of the management of public finances and to stamp out corruption.</li> <li>8. Strengthening of key domestic audit and oversight mechanism.</li> <li>9. Scale up of Technical Assistance to achieve compliance with IMF SMP and PEFA framework as well as the implementation of the revenue strategy and PFM Action Plan.</li> </ol>
<b>Growth, Economic Recovery, and Resilience</b>	<ol style="list-style-type: none"> <li>1. Engage private sector and civil society leaders at the local, regional, and national level on priority areas of development, including inclusive growth, investment, and job creation through structured mechanisms such as Public Private Dialogue, business associations, and other coordination efforts.</li> <li>2. Work with private sector and civil society to monitor achievements of NDP results and adapt to on-going challenges and opportunities.</li> <li>3. Alignment of Somali and international efforts behind the mutually agreed priorities for economic recovery and resilience in the NDP.</li> </ol>
<b>Inclusion and regulation</b>	<ol style="list-style-type: none"> <li>1. Steps taken to engage and involve the public, civil society and private sector in the planning, coordination and delivery of the NDP</li> </ol>