VISION 2016: FRAMEWORK FOR ACTION Mogadishu, Somalia February 2014

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Vision 2016: Framework for Action

Overview

With over one year into its term of office, having made key adjustments in its structure and laid the foundations upon which the restoration of government and administration can proceed, the Federal Government of Somalia (FGS) is assigning greater emphasis to its next major priority: a successful transition to democracy by the completion of its term of office in 2016.

The Provisional Constitution provides overall direction toward fulfilment of these objectives. However, in view of time constraints, the government intends to prioritize those tasks that are most critical to the establishment of national institutions grounded in democratic legitimacy.

The three foundational elements of the government's strategy are:

- Constitutional review and implementation
- Completion of the federal system
- Democratization

Although these tasks are entrusted to Parliament, based on the recommendations of the relevant independent national commissions established by the Provisional Constitution, the government must exercise leadership in creating an enabling environment for parliament to complete its duties successfully, that it possesses the requisite human and financial resources, and to ensure that it does so in a timely manner. The government believes that successfully achieving the goals of Vision 2016 will require full alignment with the principle of political inclusion clearly articulated in PSG 1 of the "New Deal."

Principles

The Vision 2016 strategy will be infused by a sense of urgency and guided by the following core principles:

- All aspects of the process shall be Somali-owned, inclusive, transparent and consistent with the Provisional Constitution;
- The Government shall promote and protect the independence, integrity, and credibility of the constitutionally mandated Commissions;

- The implementation of Vision 2016 shall be situated in the context of a comprehensive reconciliation process that promotes national cohesion and integration;
- Management of the process shall be anchored in the principles and practices of integrity and good governance.

Priorities

Review and Implementation of the Provisional Constitution

It is the duty of Somalia's Government and Parliament to complete the national Constitution, through amendment of certain articles and enactment of legislation identified in Schedule One of the Provisional Constitution.

It is essential that these actions, which are entrusted to the Parliamentary Oversight Committee and the Review and Implementation Commission, be as inclusive as possible, and informed by nationwide consultations. In addition to the representation of existing Federal Member States on the Commission, the views of Interim Regional Authorities, community leaders and civil society should all be heard and taken into account.

Federalism, Boundaries and Resource Sharing

Establishment of a federal system should serve a dual purpose: bringing government closer to the people, while safeguarding Somali unity.

In line with the Provisional Constitution, the establishment and delimitation of Federal Member States shall be a voluntary process based upon considerations of political and economic viability, demographic composition and, as far as possible, respect for existing regional boundaries. This process must be approached with great sensitivity and every effort taken to ensure that it does not engender renewed conflict. The Government therefore intends to ensure that the completion of the federal system is achieved through dialogue and the pursuit of reasonable consensus – not by imposition or coercion.

In parallel with the formation of Federal Member States, FGS will take the lead in putting in place inter-regional mechanisms that promote political unity, harmonised legislation, unified standards and coordinated policies and programmes. These include the formation of an Inter-Regional Consultative Forum, pending establishment of the full Inter-State Commission established by the Provisional Constitution, in order to initiate nationwide dialogue on issues such as the distribution of powers and authorities, management of natural resources, and revenue sharing.

Democratization, the Electoral Process and Party Politics

The establishment of a functional democracy is a complex proposition: the rules and legislation governing the formation of political parties and organisation of elections will require deep consideration, extensive consultation and public awareness. The Government believes that these challenges must be approached in a way that promotes national cohesion, not division; political choices based on issues, rather than identity; and the accountability of leadership to the electorate.

The Provisional Constitution mandates the current parliament to conduct these tasks only at the federal level. It is therefore highly unlikely that the procedures for state and local elections, which must await the formation of Federal Member States and their legislatures, can be completed by 2016. The administration nevertheless fully intends to lay the political and legal foundations for the completion of these tasks under the auspices of the next Somali Federal Government.

The Government also intends to propose contingency measures that would provide for representation from any part of the country that remains to unstable or insecure to participate in national elections in 2016.

General Framework for Action

The fulfilment of Vision 2016 requires dedicated, determined and closely coordinated action on the part of various entities: the Federal Government (specifically the Ministry of Interior & Federalism and the Ministry of Justice and Constitutional Affairs, Parliament, Independent National Commissions, Federal Member States and Interim Regional Authorities, as well – in some cases – other relevant ministries or government agencies. The Government therefore intends to establish an Inter-Institutional Coordination Unit (IICU) to oversee the implementation of Vision 2016. Responsible to both the Executive and the President, the IICU will have the mandate to energize, coordinate and support the Vision 2016 process.

Approval of the Vision 2016 program and structure

The IICU's primary function will be to coordinate and support the actions of the executive, legislature, Independent National Commissions and other relevant actors in order to meet agreed objectives under the three main components of the government's strategy:

• Constitutional review and implementation

Completion of the federal system

• Democratization

	Establishment of Independent National Commissions
	The Provisional Constitution requires the establishment of nine (9) independent national commissions, of which four are directly related to the Vision 2016 strategy:
	Constitutional Review and Implementation Commission (May 2014)
	Boundaries and Federation Commission (June 2014) National Independent Floatent Commission (Oct 2014 22)
	 National Independent Electoral Commission (Oct 2014 ??) Inter-State Commission (addressed below)
	The independence, integrity and credibility of these Commissions is paramount if they are to
May 2014	succeed in their tasks. The government aims to have the first three (3) of these established by the end of May 2014. This will require, inter alia:
	 Drafting and passage of robust, well-crafted legislation;
	 Appointment of Commissioners who possess the required skills, experience and the integrity, while reflecting the diversity of the nation's regional and political perspectives, including gender balance;
	 Although the Commissions must be independent of Government or political control, Federal Member States and Interim Authorities will be consulted with respect to suitable candidates;
	Formation of the Inter-Regional Consultative Forum
	The Inter-State Commission (ISC) will serve as a principal venue for dialogue and negotiation between the Federal Government and Member States, and is mandated to resolve any administrative, political or jurisdictional disputes.
Aug 2014	However, since the ISC will only be established once the Federal Member States have been
13.08 23.2	formed and approved by parliament, the Government, under the leadership of the Ministry of
	Interior and Federalism, proposes to convene, ad interim, an Inter-Regional Consultative Forum
	(IRCF), comprising representatives of Member States and Interim Regional Authorities, to initiate national dialogue on key aspects of federalism, including the transparent, effective and
	equitable management of natural resources and revenues.
	Harmonisation of policies, programmes and institutions
April 2014 –Sept 2016	In parallel with the consultations envisaged under the IRCF, the Government will engage in proactive dialogue with FMS and IRAs in order to begin the process of harmonising policies, programmes (e.g. social services) and institutions (e.g. accounting procedures, civil service standards etc.).
	State formation, boundary delimitation and the Inter-State Commission
M = 2014 D = 2015	Given the existence of Puntland and the establishment of the Jubba Interim Administration, which aspires to become an FMS, there remain 7 regions (including south Mudug) yet to conduct mergers. This implies the establishment of 2-3 more FMS.
May 2014 - Dec 2015	It is the intention of the Government that Interim Regional Authorities be established for these regions by December 2014, in order to allow the Boundaries and Federation Commission another 6 months (until June 2015) to assess and make recommendations on any areas of
	contention. Establishment of the Upper House of Parliament
Dec 2015	Following the official establishment of the FMS, the Government proposes to invite the FMS to nominate representatives to the Upper House of Parliament, pending approval of the electoral law.

	Review and adoption of the Constitution and Electoral Law
	The Parliament tentatively envisages the adoption of the new Constitution by March 2016, which would require a draft text to be ready for public and parliamentary review by June 2015.
June 2015 – March 2016	Politically, it would be unwise to pass the Electoral Law without the endorsement by the FMS, since they may obstruct or interfere with any subsequent electoral process of which they disapprove. The Government therefore proposes to initiate consultations prior to that date in the context of the IRCF, so that the Law may be passed as soon as possible after the formation of the remaining FMS.
March 2016 – Sept 2016	Referendum and conduct of the electoral process To take place between these dates.

Vision 2016: Draft Roadmap - Key Activities & Outputs

V 2016 Strategic Goal 1				
Creation and launch of V16 & Inter-Institutional Coordination Unit (IICU)				
Key Activities & Outputs	Responsibility	Completion Date	Observations	
Development of Vision 2016 Roadmap				
that integrates the work plans of the				
Ministry of Justice and Constitutional				
Affairs, the Ministry of Justice &				
Federalism, and the Speaker of Parliamen	t			
into one coherent plan for achieving the				
transitional tasks identified in V2016.				
Plans drafted within Ministry of				
Justice & Constitutional Affairs and				
Ministry of Interior and Federalism				
Meeting between both Ministries and				
Speaker to ensure close alignment of				
expectations, roles and timelines				
Development of structure and terms of				
reference for V16 Inter-Institutional	Minister of Justice & Constitutional Affairs and	March 2014		
Coordination Unit (IICU-V16) and	Minister of Interior & Federalism			
mobilize Completion Date	(V16 Ministers)			
Draft structure of Inter-Institutional				
Coordination Unit (IICU) that				
describe roles, responsibilities, and				
mechanisms and clear ToRs for each member of the IICU team.				
Appointment by both Ministries of Indian limit by language in the form	President - with Prime Minister			
key individual responsible for	rresident - with rithe withister			
implementation and liaising across other relevant institutions (member of	\mathbf{f}			
IICU)	1	March 2014		

Appointment by President of V2016 Coordinator of IICU			
Design of Vision 2016 Monitoring Mechanism (MM) – promotion of	V16 Ministers		
principles of transparency and accountability	President		
Mobilize Completion Date	President		HCH in the Last in the form had Ministrian
Formal Launch of V 2016 Plan and Structure	Trestacia		IICU – includes liaison from both Ministries, Speaker's Office (and possibly Parliamentary
Review and validation of the V2016 Roadmap and IICU structure by President, Prime Minister, Speaker	President/Prime Minister/Speaker	April 2014	Technical Committee), Coordinator from Presidency, Technical staff)
V16 Launch workshop with V16		May 2014	
IICU, relevant Ministries and		April 2014	
Authorities (Parliament Technical Committee, Regional representatives)			
- Purpose to build alignment and			
promote ownership of V16 vision and			Need for periodic consultations with international community (UNSOM, EC, US,
process			UK etc.) to obtain buy-in. PSG 1 might be
Political outreach to existing/ emerging FMS and invitation to V16 launch (principle of inclusion, ownership and legitimacy)			appropriate mechanism for taking on the role of Champion and Monitor of V16
Full day workshop (prior to press release)	IICU with support from IP		
Joint press statement from President, Prime Minister and Speaker that launches V16 Roadmap, IICU and Monitoring Mechanism	Participation from both Ministries and other	May-Aug 2014	
Development of capacity within all	relevant offices		
relevant technical/political teams			
associated with V16 in the design and implementation effective approaches to			
civic engagement, democratic dialogue			
and public deliberation			
Design of capacity development program consisting of training/ facilitated working retreats, case clinics and coaching/accompaniment mechanisms			
Identification of relevant actors			
▲ Implementation of process			

	Constitutional Review - S	9	I and the Dark and the Total Country
Creation and Launch of Independent Con Key Activities & Outputs	stitution Review & Implementation Commission IC Responsibility	Completion Date	h existing Parliamentary Technical Committee Observations
Agreement between Ministry of Justice and Constitutional Affairs and Speaker to adopt V16 branch on Constitutional Review (implied above in joint agreement and press release on V16 and launch of V16 IICU)	Minister of Justice and Constitutional Affairs	·	
 Half day working session with Parliamentary Constitutional Review Technical Committee (PTC) with expert input to 1) present V16 structure; 2) 	with Speaker	March 2014	
exchange information on structure, process, and progress of revisions; 3) agree on timeline and identify potential challenges that may occur and strategies for addressing them.	Jointly convened by Minister and Speaker, (with facilitation)	April 2014	
Establish Independent Constitution Review & Implementation Commission (ICRIC)	Minister	May 2014	
 Draft structure, process proposal and Terms of Reference (ToRs) for consideration of ICRIC 	Speaker Minister – P/PM	y <u>-</u>	Possible strategy: Name four non-Darod MPs
 Pass ICRIC legislation 	Speaker		and one Darod Commissioner from Puntland through careful outreach and consultation with
 Name candidates for ICRIC 	Convened by IICU-Speaker/Minister		Puntland Authorities
 Parliament approval of ICRIC members 	(with facilitation)	May 2014	
• ICRIC orientation workshop to 1) present V16, 2) receive brief from PTC on progress made and proposed structure of revisions, 3) build alignment around principles, timelines and engagement strategies. (representatives from PTC participate)			

Constitutional Review - Strategic Goal 2 Draft set of revisions completed

Key Activities & Outputs	Responsibility	Completion Date	Observations
CR Revision process (8 months) – see graphic below on Constitutional Review Process Proposal	· .	·	
 Preparation of expert technical inputs as requested to serve as basis for each working session of ICRIC 			
CRIC working sessions to advance on article revisions based on input from PTC		May 2014 - Feb 2015	
 PTC working sessions to review progress on article revisions submitted by ICRIC 	CRIC ←→ PTC	100 2013	
 Regular program of meetings between ICRIC, PTC and IICU for information exchange, progress monitoring, problem solving, agenda setting. Identification of contentious articles/ issues that require broad consultation at the regional level Process of outreach and consultation in the regions through 1) MP 	With V16 IICU support: Liaising between institutions and mechanisms Providing expert input as requested Designing, enabling conditions for regional consultations Documenting outputs from consultations Supporting Monitoring Mechanism ICRIC/ IICU or Ministry		
engagement in the regions, 2) bilateral consultations with political authorities, 3) Inter-Regional Consultative Forum	ICRIC / Ministry		
 Design and production of effective materials for citizen engagement/deliberation 			
Systematic documentation of outcomes from each regional consultations taken up by ICRIC and PTC	IICU	Feb 2015	
Bi-monthly monitoring/progress report to President/Prime Minister/ Speaker with joint press releases from these three.			
Complete draft of revisions prepared along with clear design for effective public deliberation via National Inclusive Deliberative Forum			

		ew - Strategic Goal 3 n National Inclusive Deliberative Forum	
Key Activities & Outputs	Responsibility	Completion Date	Observations
National Inclusive Deliberative Forum (all regions and diaspora) to 1) present final draft of revisions for public deliberation, and 2) Identify implications and next steps.	Convened by V16 and CRIC		
CRIC systematizes outcomes of Deliberative Forum and incorporates them in final draft of revisions	CRIC	Feb 2015	
CRIC final revisions submitted to Constitutionally established Oversight Committee	P/PM/Parliament		Need to set process and Timeframe for establishing Oversight Committee
Oversight Committee submits proposed revisions to Parliament for approval	V16 IICU		
Preparation of Progress Reports for Monitoring Mechanism			
		ew - Strategic Goal 4	
Key Activities & Outputs	Responsibility	New Constitution Completion Date	Observations
Referendum on final Constitution	Responsibility	Competion But	Observations
Design of Referendum process			
Public education campaign		March 2015	
Design of public education materials and campaign	V16 IICU	April-July 2015	
strategies based on best- practices of civic engagement and public education	IICU / Ministry		
Implementation of campaign Implementation of Referendum		Sept 2015	

Formation of Federal Member States - Strategic Goal 1				
Consultations within regions to explore merge options				
Key Activities & Outputs Responsibility Completion Date Observations				

 Presentation of FMS Formation Plan (see graphic of Formation of FMS below) Political outreach and consultation to promote ownership in proposed plan for forming FMS Identification of initial group of interim authorities/ representatives Meetings with group of strategic interim authorities to share information, receive feedback on FMS process to increase legitimacy and shared ownership through inclusion Formal launch and presentation of FMS Plan Catalyze and create enabling conditions to begin consultations within regions around possible mergers Preparation of information briefs for public education to enable "informed" participation Outreach to and coordination with Regional/Interim Authorities to begin consultation process in each region Provision of ongoing support to regions as needed and requested – SFG role is to convene and facilitate process in regions, respecting and ensuring local ownership and leadership. Convene and facilitate refer to the role of catalyzing process and creating enabling conditionse.g., police, security, venue, transportation, etc. Regional consultations Dispute Resolution Mechanism provided as needed 	April 2014 April 2014 May – Sept 2014	There is a need to think through an effective approach/mechanism to deal with political disputes and then building required capacities in political dialogue and negotiation
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Formation of Federal Member States - Strategic Goal 2				
Formation of Independent Boundaries and Federation Commission				
Key Activities & Outputs Responsibility Completion Date Observations				

Boundaries & Federation Commission Law passed Formation of BFC Draft structure, process proposal and ToRs for consideration of BFC Identification potential commissioners Appointment and approval of	Speaker/Parliament Minister of Interior and Federalism	May 2014 June 2014	
commissioners Orientation workshop for BFC to promote alignment around V16 principles, processes and timelines	Convened by V16 IICU and Ministry (with facilitation support)	July 2014	
		ber States - Strategic Goal 3	
Key Activities & Outputs	Responsibility	ng regions to negotiate mergers Completion Date	Observations
Catalyze and create enabling conditions to begin consultations within regions around possible mergers Outreach to and coordination with Regional Authorities to begin consultation process in each region Provision of ongoing support to	Ministry of Interior and Federation with support from IICU	Competion Date	
regions as needed and requested (policy, security, venue, transportation, etc) Consultations between merging regions		May – Nov 2014	
Negotiated agreements on terms of merger (power sharing, revenue/ resource sharing, venue of capital, etc) and Interim Joint Regional Authorities	Regional Authorities with Ministry/IICU support		Need for the design of and capacity building for dispute resolution mechanism
Dispute Resolution Mechanism provided as needed			

Formation of Federal Member States - Strategic Goal 4				
Creation and implementation of Inter-Regional Consultative Forum as precursor to Inter State Commission				
Key Activities & Outputs Responsibility Completion Date Observations				

Begin discussions with existing and	
emerging FMS around the creation of	
Inter-Regional Consultative Forum (IRCF)	
as precursor to Inter State Commission	
(Principle of ownership and legitimacy)	
Establish and convene IRCF	
 Identify inter-regional authorities and 	
regional authorities where mergers	
have not yet been decided (formula: 3	
seats for existing FMS and joint inter-	Ministry of Interior
regional authorities and 1 seat for	Willistry of Interior
remaining individual regions)	
Convene group of authorities to agree	
on IRCF Framework	
	Ministry with support from HCII
Establish clear operational	Ministry with support from IICU
structure and mechanisms for	
communication, consultation	
and decision-making	
 Establish working agenda based 	
on issues for SFG/FMS	
negotiation identified in	
Constitution	
Working sessions of the IRCF every 2	
months	
Source technical experts and prepare	Convened and facilitated by Ministry with
information briefs to structure	support from IICU
deliberations	
Systematic documentation of	
outcomes to ensure effective	
continuity and progress	
Liaise with Constitutional Review	
process as necessary	
Preparation of Progress Reports for	
Monitoring Mechanism	
Timeframe: May 2014 – March 2015	

	Formation of Federal Me	ember States - Strategic Goal 5								
	BFC Review of FMS petition	ons and Parliamentary approval								
Key Activities & Outputs	Key Activities & Outputs Responsibility Completion Date Observations									

Merging regions submit petition for statehood to BFC			
 BFC review of petitions Dispute Resolution Mechanism provided as needed BFC submits recommendations for Parliament approval Parliament approval of new FMS 	Interim Joint Authorities BFC Ministry of Interior & Federalism Parliament	Aug 2015 - Feb 2016	Need for the design of and capacity building for dispute resolution mechanism
	Formation of Federal Mem	ber States - Strategic Goal 6	
	Transition from IRCF to	Inter-State Commission	
Key Activities & Outputs	Responsibility	Completion Date	Observations
Creation of Inter-State Commission			
 Is a law required to form this and define its structure? 	Ministry of Interior & Federalism		
Timeframe: July – August 2015			

		ral Process - Strategic Goal 1 pendent Electoral Commission	
Key Activities & Outputs	Responsibility	Completion Date	Observations
National Independent Electoral Commission Law passed			
Formation of NIEC			
Identification potential commissioners	Parliament P/PM with Parliament approval		
 Appointment and approval of commissioners 	Convened by IICU,		
Orientation workshop for NIEC to promote alignment around V16 principles, processes and timelines	(with facilitation support)		
Timeframe: Feb – July 2014			
· ·	Democratization – Elector	ral Process - Strategic Goal 2	
	Completion of Fed	deral Electoral Law	
Key Activities & Outputs	Responsibility	Completion Date	Observations

NIEC research and consultation on electoral systems			
Completion of draft Federal Electoral Law	NIEC with IICU support		
Consultations in IRCF / Inter-State	NIEC with inputs from appropriate Ministry		
Commission	P/PM and appropriate Ministry with IICU		
Approval of Federal Electoral Law	support		
Public education campaign on election process	Parliament		
		ral Process - Strategic Goal 3	
Key Activities & Outputs	Responsibility	Political Parties Completion Date	Observations
Approval of Political Parties Legislation	Kesponsibility	Completion Date	Observations
Public education / promotion of political			
party legislation	Parliament		
Registration of Political Parties	IICU		
Timeframe: October 2014			
		ral Process - Strategic Goal 4	
		r House of Parliament	
Key Activities & Outputs	Responsibility	Completion Date	Observations
Consultations with Federal Member States via IRCF / Interstate Commission			
Appointment of FMS members to Upper			
House (assuming these will not be elected			
at least in this initial round of formation)			
		ral Process - Strategic Goal 5	
		egistration	
Key Activities & Outputs	Responsibility	Completion Date	Observations
Define concept, regulations, procedures and manual			
Voter registration education/information campaign			
Acquire equipment set up voter registration centers			
Recruit, train and deploy staff			
Voter registration period			
Challenges and complaints period			
Decision period			
Publish final voters' list			

	Democratization – Electoral Election pre	8	
Key Activities & Outputs	Responsibility	Completion Date	Observations
Establish State IECs	_		
Public education campaign			
Establish polling centers, materials, etc (see spreadsheet from Kamal for detailed list of things necessary for elections			
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Calendar of Activities and Outcomes: March 2014 – Dec 2015

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Constitutional Review

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Formation of Federal Member States

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Formation of Federal Member States

Strategic Goal 5:

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Formation of Federal Member States

Strategic Goal 6: Transition from IRCF to Inter-State Commission

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Democratization – Electoral Process

Strategic Goal 1: Formation of National Independent Electoral Commission

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Democratization – Electoral Process

Strategic Goal 2 : Completion of Federal Electoral Law

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Democratization – Electoral Process

Strategic Goal 3: Formation of Political Parties

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Diagram 1: Articulation of Three Goals of Vision 2016

Diagram 2: Constitutional Review Process

Diagram 3: Formation of Federal Member States