

UN-JPLG (Phase II) ANNUAL PROGRAMME¹ NARRATIVE PROGRESS REPORT REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2014

<p style="text-align: center;">Programme Title & Project Number</p> <ul style="list-style-type: none"> • Programme Title: Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) • Programme Number: 00067654 	<p style="text-align: center;">Country, Locality(s), Priority Area(s) / Strategic Results²</p> <p><i>(if applicable)</i> Country/Region EAR, Somalia (Somaliland, Puntland and South Central)</p> <p><i>Priority area/ strategic results</i> Local governance, decentralization, equitable service provision.</p>																		
<p style="text-align: center;">Participating Organizations</p> <p>ILO, UNCDF, UNDP, UN-Habitat and UNICEF</p>	<p style="text-align: center;">Implementing Partners</p> <p>Ministries of Interior (Somaliland and Puntland), Ministry of Interior and Federalism (Somalia)</p>																		
<p style="text-align: center;">Programme Cost (US\$)</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td>Total approved budget as per project document:</td> <td style="text-align: right;">\$ 145,618,908³</td> </tr> <tr> <td>JP Contribution⁴:</td> <td style="text-align: right;">Since 01.01. 2013</td> </tr> <tr> <td>ILO</td> <td style="text-align: right;">\$ 7,046,639⁵</td> </tr> <tr> <td>UNCDF</td> <td style="text-align: right;">\$ 7,551,664</td> </tr> <tr> <td>UNDP⁶</td> <td style="text-align: right;">\$ 10,789,079</td> </tr> <tr> <td>UN-Habitat</td> <td style="text-align: right;">\$ 7,600,800</td> </tr> <tr> <td>UNICEF</td> <td style="text-align: right;">\$ 4,766,968</td> </tr> <tr> <td>TOTAL:</td> <td style="text-align: right;">\$37,755,149</td> </tr> </table>	Total approved budget as per project document:	\$ 145,618,908³	JP Contribution ⁴ :	Since 01.01. 2013	ILO	\$ 7,046,639⁵	UNCDF	\$ 7,551,664	UNDP⁶	\$ 10,789,079	UN-Habitat	\$ 7,600,800	UNICEF	\$ 4,766,968	TOTAL:	\$37,755,149	<p style="text-align: center;">Programme Duration</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td>Overall Duration (<i>months</i>)</td> <td style="text-align: right;"><i>60 months (Phase II)</i></td> </tr> </table>	Overall Duration (<i>months</i>)	<i>60 months (Phase II)</i>
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<p style="text-align: center;">Programme Assessment/Review/Mid-Term Eval.</p> <p>Assessment/Review - if applicable <i>please attach</i> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date: <i>dd.mm.yyyy</i> Mid-Term Evaluation Report – if applicable <i>please attach</i> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date: <i>dd.mm.yyyy</i></p>	<p style="text-align: center;">Report Submitted By</p> <ul style="list-style-type: none"> ○ Name: Bobirjan Turdiyev ○ Title: Senior Programme Manager a.i. / M&E specialist ○ Participating Organization (Lead): PMU (UNDP) ○ Email address: bobirjan.turdiyev.jplg@one.un.org 																		

¹ The term “programme” is used for programmes, joint programmes and projects.

² Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

³ The current agreements with the donors amount to \$ 68,022,296.

⁴ The MPTF or JP Contribution, refers to the amount transferred to the Participating UN Organizations, which is available on the [MPTF Office GATEWAY](#)

⁵ Hereinafter is contribution for 2013-2014.

⁶ Including PMU office

⁷ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

⁸ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁹ If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities.

Acronyms

AG – Accountant General	MoWSFA – Ministry of Women, Social and Family Affairs
AIMS – Accounting Information Management System	MoWDFFA – Ministry of Women Development & Family Affairs
ATTI – Appropriate Technology Training Institution	MPTF – Multi-partner Trust Fund
AWP – Annual Work Plan	MWR – Ministry of Water Resource
AWP&B – Annual Work Plan and Budget	NRM – Natural Resource Management
BIMS – Billing Information Management System	NRWG – Natural Resource Working Group
BOQ – Bill of Quantities	PEM – Public Planning and Expenditure Management
BRA – Banadir Region Administration	PIM – Participatory Impact Monitoring
BTC – Burao Tannery Company.	PSGS – Peace and State-building Goals
CBNRM – Community Based Natural Resource Management	PASWEN – Puntland State Agency for Water Energy and Natural Resources
CMG – Community Monitoring Groups	PIDAM – Puntland Institute for Development of Administration and Management
CSI – Civil Service Institute	PIM – Participatory Impact Monitoring
DANIDA – Danish International Development Agency	PL – Puntland
DDF – District Development Framework	PPP – Private Public Partnership
DFID – Department for International Development	PSU – Puntland State University
DG – Director General	RDA – Roads Development Agency
DRC – Danish Refugee Council	SDM – Service Delivery Mode
EAU – East Africa University	SDRF – Somalia Development and Reconstruction Facility
EIA – Environmental Impact Assessment	SIDA – Swedish International Development Cooperation Agency
FGS – Federal Government of Somalia	SL – Somaliland
IGF – Inter-Governmental Funds	SLFMIS - Somaliland Financial Management Information System
IJA – Interim Jubaland Administration	SME – Small and medium enterprises
ILO – International Labor Organization	TISS DAI – Transition ini
IMC – Inter-ministerial committee	ToR – Terms of reference
IMCLG –Inter-Ministerial Committee on Local Governance	ToT – Trainers of Trainers
ISWA – Interim South-West Administration	TVET – Technical, Vocational Education & Training
KAD – KAALO Aid and Development Organization	UNDP – United Nations Development Programme
LDF – Local Development Fund	UN-HABITAT – United Nations Human Settlements Programme
LEA – Local Economic Assessments	UNCDF – United Nations Capital Development Fund
LED – Local Economic Development	UNICEF – United Nations Children’s Fund
LGB – Local Governance Barometer	UOB – University of Bosaso
MINS – Ministry of Interiors and National Security	UOM – University of Mogadishu
MNPD – Ministry of National Planning and Development	WASH – Water Supply, Sanitation and Hygiene
MoE – Ministry of Education	
MoF – Ministry of Finance	
MoH – Ministry of Health	
MoI – Ministry of Interiors	
MoI&F – Ministry of Interior and Federalism	
MoILGRD - Ministry of Interiors, Local Governance and Rural Development	

NARRATIVE REPORT FORMAT

EXECUTIVE SUMMARY

One of the major achievements of 2014 was the adoption of Decentralization Policies by the cabinets of Puntland (PL) and Somaliland (SL) in July-August 2014 under the leadership provided by the regions' respective Vice-presidents and Inter-Ministerial Committees (IMCs). The policies address political, administrative and fiscal objectives, delineate roles and responsibilities between central and local governments and provide direction and impetus through a five-year decentralization implementation Road - Map. The Ministry of Interior (MoI), IMC and sector ministries have supported the commencement of service delivery pilots in both regions in line with these policies, which represents a significant achievement for advancing the decentralization of core functions. During 2014, JPLG continued dialogue with the Federal government ministries on establishing a shared vision for decentralization across the Federal Government of Somalia (FGS).

In its continued efforts to support the development of local government capacity for equitable service delivery, JPLG in 2014 completed a comprehensive feasibility study on the roll-out of the Capacity Development Strategy and establishment of a Local Government Training Institute. With the practical expertise and community involvement in place, all target districts in Somaliland (including Zeylac) and Puntland developed and presented timely Annual Work Plans and Budgets (AWPB) and updated District Development Frameworks (DDFs), while Adado became the first district in South Central to do so. In late 2014, the Baidoa district administration visited Garowe municipality in Puntland for a peer-to-peer review focusing on district's AWPBs development and implementation of decentralization dialogues and LDF projects.

As a result of accumulated experience and capacity in managing local governance development, Somaliland's MoI was able to lead the expansion of the JPLG to a new district - Zeylac in 2014. In line with the road map designed, ministry staff conducted the district assessment and with the district authorities and other local stakeholders developed a participatory DDF and Action Plan. The Programme supported Somaliland's Ministry of Education (MoE) to devolve a first set of primary education functions to local governments in Buroa, Berbera and Borama and Ministry of Water (MoW) to pilot decentralization in managing water resources in Odweyne. The Programme supported the Puntland Ministry of Health (MoH) in devolving healthcare functions to Bosaso, Garowe and Gardo local governments and Puntland State Agency for Water, Energy and Natural Resources (PASWEN) to pilot a Public-Private Partnership (PPP) to manage water resources in Bender Beyla and Eyl.

I. Purpose

- Provide the main objectives and expected outcomes of the programme in relation to the appropriate **Strategic UN Planning Framework (e.g. UNDAF) and project document (if applicable) or Annual Work Plan (AWP)**.

The overall objective of JPGL II is to promote improvements in local governance quality that can contribute to peace consolidation, development and equitable service delivery.

To achieve this, the programme outcomes are structured around three mutually reinforcing strategies:

- 1. Supporting policy and legislative reforms for functional, fiscal and administrative decentralization that clarify and enhance the role of local government, its relationship to central government, and as a means to improve local service delivery:** Outcome 1 focuses on policy and legal frameworks across Somalia and is initially designed to address weaknesses in current laws on decentralization in Somaliland and Puntland. These provide an incomplete account of the responsibilities and functions to be devolved to local government, ignore the fiscal

implications and lack supporting regulations for implementation. These issues need to be clarified in order to resolve disputes between central line agencies and districts, and to provide a stronger foundation for local governments to move forward;

2. **Improving local government capacity for equitable service delivery:** Outcome 2 aims to address the weak capacity of most local authorities in Somalia by providing a comprehensive package of training and technical support covering basic elements of local administration. It also seeks to improve coordination between districts and the centre in planning and programming to ensure better consistency and use of resources. A third output is concerned with increasing locally generated revenues and strengthening the role and coverage of the LDF; and,
3. **Improving and expanding the delivery of sustainable services to citizens in an equitable, responsive and socially accountable manner and promoting local economic environment:** Outcome 3 focuses on improving the delivery of local services. This is to be achieved by collaborating more closely with central line departments, engaging more directly with non-state providers, and enhancing the accountability of local governments to their constituents. Another element relates to strengthening the local economy, promoting private investment and enterprise, and creating more and better job opportunities.

II. Results

- This section is the **most important in the Report** and particular attention should be given to reporting on **results / and changes** that have taken place rather than on activities. It has three parts to help capture this information in different ways (i. Narrative section; ii. Indicator based performance assessment; and iii. A specific story).

i) Narrative reporting on results:

From January to December 2014, respond to the guiding questions indicated below to provide a narrative summary of the results achieved. The aim here is to tell the **story of change** that your Programme has achieved in 2014. Make reference to the implementation mechanism utilized and key partnerships.

- **Outcomes:** Outcomes are the strategic, higher level of change that your Programme is aiming to contribute towards. Provide a summary of progress made by the Programme in relation to **planned outcomes from the Project Document / AWP**, with reference to the relevant indicator(s) in these documents. Describe if any targets were achieved, or explain any variance in achieved versus planned results during the reporting period. Explain who the main beneficiaries were.

The programme has not conducted any formal assessment of changes made at outcome level. This section will be reported in the 2015 Annual Report (AR) after conducting the Mid-term review, which is planned to take place during July-August 2015.

- **Outputs:** Outputs are the more immediate results that your Programme is responsible for achieving. Report on the key outputs achieved in the reporting period, in relation to **planned outputs from the Project Document**, with reference to the relevant indicator(s) in these documents. Describe if any targets were achieved, or explain any variance in achieved versus planned results during the reporting period. If possible, include the percentage of completion of the outputs and the type and number of beneficiaries.

OUTCOME ONE: POLICY REFORMS

A Decentralization Policy endorsed/approved and partially implemented in Somaliland and Puntland and initiated with the Federal Government.¹⁰

Milestone implementation: 100%.

With JPLG support, the Somaliland and Puntland Cabinets approved national decentralization policies which have been aligned to national legislation—Law number 23¹¹ and Law number 7 in Somaliland and Puntland respectively. Dialogue forums were subsequently convened in both areas to jumpstart implementation of the decentralization roadmap by district authorities, MoI and relevant sector ministries, and other key stakeholders. Association of Local Government Authorities of Somaliland (ALGASL) and Association of Local Government Authorities of Puntland (ALGAPL) separately conducted awareness campaigns to sensitize the public on decentralization. The launching of the policies, as well as the concurrent formal announcement of the sector-specific decentralized service provisions outlined in the policies, were coordinated by the Ministries of Education and Water in Somaliland, and Puntland State Agency for Water, Energy and Natural Resources and Ministry of Health in Puntland.

For South Central, the Programme continued discussions with Ministry of Interior and Federalism (MoIF), other federal ministries and a variety of key stakeholders on decentralization policy development. The process will be continued in 2015, taking into consideration the ongoing state formation processes and the impact this will have on the overall devolution of powers and responsibilities throughout South Central Somalia.

In 2015, decentralized service delivery will continue to be piloted in JPLG districts, concentrating on health, roads, Natural Resource Management (NRM) and Solid Waste Management (SWM) in Somaliland, and education, roads, NRM and SWM in Puntland.

Sector policies, Service Delivery Models and regulatory frameworks are drafted / updated for Education, Health, Water, Natural Resource Management, Roads and Land Management.

Milestone implementation: 100%.

Overall, the Programme made significant progress in supporting the establishing of sector policies and Service Delivery Models (SDMs) for health, water, education, NRM, roads, land management, SWM and biomedical waste management in both Somaliland and Puntland.

Health

Following a series of consultative workshops with local authorities and stakeholders in Borama, Berbera and Burao, the Ministry of Health (MoH) developed a framework for piloting health sector decentralization in these three districts focusing on devolution of the following functions: (1) rehabilitation/extension of health facilities; (2) administration and responsibility over health support staff (such as auxiliaries, cleaners and watchmen); (3) payment of utilities bills; and (4) the conducting of health education and promotion initiatives. Agreements between the MOH and districts will be signed in early 2015, after which implementation of decentralized service delivery will immediately take place.

In Puntland, a similar framework for health services decentralization was developed and agreed to by the MoH and the Bosaso, Garowe and Gardo district authorities in early 2014, with JPLG technical support. The devolution of certain functions to local authorities began a pilot phase in the second quarter of 2014, starting with municipality-led maintenance and rehabilitation of 13 health facilities, as well as the initiation of local government-owned health education campaigns targeting child and maternal health, personal hygiene and sanitation.

Water and Education

The Ministries of Education and Water in Somaliland and PASWEN in Puntland developed respective sector-specific policies and SDM pilot concepts to devolve limited functions to the municipalities. In

¹⁰ Hereinafter, programme milestones/outputs that were set in AWP 2014.

¹¹ http://www.somalilandlaw.com/local_government_law.htm

Somaliland, Borama, Berbera and Buroa were selected as target districts for education decentralization, and these administrations have proven successful in delivering the chosen devolved services to 113 schools in total, thanks to budgetary support provided by the Ministry of Education, as well as extensive training and strong oversight by JPLG and the Somaliland Government. Water services delivery policy and SDM pilot concepts were also rolled out in Odweyne in Somaliland and Bender Beyla and Eyl in Puntland. PPPs were established and successfully piloted to implement these water services decentralization initiatives jointly by district municipalities, the business sector and relevant central government water authorities in Somaliland and Puntland, despite initial delays resulting from disagreement on the ways in which roles and work modalities of parties were outlined..

Solid and Bio-Medical Waste Management

In 2014, by-laws and SDMs for solid and bio-medical waste management were developed for Berbera, Borama and Hargeisa. While SDM pilots were approved by all districts, by-laws have so far only been adopted in Berbera. These interventions were part of a larger process of regulatory framework reform for selected districts in line with the urban development strategy due to be adopted in Somaliland and Puntland in 2015, which will help to guide future plans for expansion, investment in basic services, infrastructural development and land management.

Roads and NRM

Regulatory frameworks, manuals, technical standards, specifications, and tender documents for roads and bridges have all been designed and reviewed by relevant central roads authorities and public works ministries, and are pending ministerial approval in Puntland and Somaliland. The Road Agencies and Ministries of Public Works in Somaliland and Puntland have also finalized the guidelines and tools for district road investment, maintenance prioritization and planning, which will be published in early 2015 and institutionalized through dissemination and training.

NRM working groups, comprised of the relevant line ministries, were established and convened in both Somaliland and Puntland to facilitate decentralization of NRM functions and prepare for SDM pilots in Burao and Qardho, in line with the framework and guidelines for decentralized natural resource management. Environmental Impact Assessment (EAI) guidelines were developed for both Somaliland and Puntland, while regulatory procedures/acts were additionally formulated in Puntland and are awaiting approval by the Cabinet.

Planning processes between central and local governments are harmonized.

Milestone implementation: 50%.

After a series of reviews and debates, the Programme and its main Somali counterparts in Somaliland and Puntland agreed on the development of a coordinated planning framework between the district councils and central ministries to ensure implementation of the Decentralization policies¹², which requires appropriate coordination between the different levels of government, and that capacity and structures are in place to ensure coordination between districts and sector ministries at district, regional and central level. Addressing this requirement, the Programme drafted guidelines on Harmonization of the National and District Level Planning Processes but have yet to be implemented, as both the Somaliland and Puntland authorities continue to discuss how to integrate the recommendations from the review into the harmonization process.

Gradual implementation of the Decentralization fiscal policy and roadmap.

Milestone implementation: 0%.

The Fiscal Decentralization Policy outline as part of the overall Decentralization Policy was endorsed /approved in Somaliland and Puntland. The implementation of the administrative policy roadmap

¹² Section 4.6 Additional Basic Requirements, subsection 5 (in both policies)

commenced in both states. However, fiscal policy implementation could not be undertaken in both PL and SL because several prerequisites such as functional assignments between the central and local governments, finalization of the districts borders assignment, revenue assignments and intergovernmental transfer mechanisms were not completed. Similarly, no fiscal decentralization work has been initiated in the Federal Government

Municipal finance policy is developed for Somaliland and Puntland

Milestone implementation: 50%.

A series of challenges were faced during efforts to contract a firm to develop the series of Municipal Finance Policies & Procedures which delayed the commencement of work to the last quarter of 2014, at which time the first round of consultations with key Somaliland stakeholders—such as the PFM working group took place. The anticipated date for completion of this process is April 2015.

Development of a JPLG strategy for 2015-2017 on expansion of services to new district in SLD and PLD

Milestone implementation: 50%.

An expansion strategy for the South Central region of Somalia was formulated and approved in April following extensive discussion by all JPLG agencies, taking into account the challenging operational environment and embryonic and evolving nature of the state-building process. The “light approach” for the South Central region that eventually came into being concentrated on fundamental, selected interventions—including training on civic participation, community engagement, public planning and expenditure management, as well as the provision of basic office equipment in four districts: Baidoa, Beledweyne, Merca and Jowhar. In 2014, the Programme, with the support of the MoIF, began implementation of the light approach in all districts with the exception of Merca, where security concerns constrained access. JPLG plans to deepen its engagement with these districts by enhancing its capacity building programme for the interim administrations, and possibly roll out its expansion activities into new districts based on changing political and security considerations. Any expansion will involve close monitoring of developments and emerging needs, will adhere strictly to a “do no harm” approach which conforms with the larger Peacebuilding and Statebuilding Goals (PSGs) / priorities of the New Deal, and will progress on a case-by-case basis involving extensive consultation with all JPLG stakeholders—the Somali Federal Government, UN Agencies and donors.

In Somaliland, expansion into a new district—Zeylac—was for the first time, led by the government, under the leadership of the MoI, utilizing the JPLG methodology, tools and support. Although the decision to expand into this district preempted the formal development of the expansion strategy, the lessons learned from this experience will help to formulate a more specific and realistic approach in other new districts going forward. The fundamental guiding principles of JPLG’s expansion strategy consist of the following: a) government leadership, b) phased engagement (to ensure higher quality and results, and to not over burden MOI’s capacity), c) the satisfaction of minimum capacity and governance conditions (including appropriate staffs and councils at local level), d) favorable UNDSS security assessments and technical assessments. Capital investments will only come towards the end of the year (or even at the beginning on the next year), once necessary baseline absorptive capacities are in place.

A study of the Somalia and Puntland State Civil Service Laws conducted

A LG Civil Service Law drafted for Somaliland

Milestone implementation: 100%.

The Somaliland Local Governance Employment Regulation has been finalized and approved by the MoI, and a Ministerial decree enacting the regulation will be issued in 2015. A civil service regulation for Puntland was also drafted during the second half of the year following a functional review and stakeholder discussions related to existing legislation, policies, practices, municipal organizational structures and local administrative staffing patterns. Formal approval is expected to take place in 2015.

To support Administrative decentralization, in line with the Decentralization policy roadmaps, through the drafting of Human Resource Management Guidelines for Somaliland and Puntland.

Milestone implementation: 100%.

The Human Resource Management (HRM) Manual was drafted and agreed upon by the MoIs of Somaliland and Puntland. Training modules for HRM have also been developed and introduced in select districts in both regions through pilot trainings and training of trainers, using materials translated into Somali. In South Central, a workshop was held in November for the Municipality of Mogadishu (MoM) / Benadir Regional Administration (BRA) Department of Human Resources to sensitize staff on HRM and harmonization approaches.

Land Policy development process initiated in Somaliland and Puntland

Milestone implementation: 25%.

On-going dispute between Somaliland government ministries over leadership of the Land Policy development process impeded progress towards initiating this process, and the Ministry of National Planning intervened by initiating a scoping study for the land policy development process. At the moment three ministries have the mandate to oversee different components of land administration, and 6 pieces of legislation to support those mandates (Laws #4, 8, 14, 15, 17, and 23). Based on this, some of the ministries have set up or are in the process of establishing different "coordination" or "stakeholder" platforms on land - often funded by international donors. Taking into account that there were several parallel processes¹³ of the Land Policy development, JPLG continued contributing to the discussions held in these fora, but did not support this process financially. The aim is to consolidate capacity building among land practitioners and stakeholders so that they can participate and advocate for a land policy - making this process participatory. This JPLG engagements vis-à-vis the process of land policy development is a position shared by other UN colleagues working on land (i.e. Food and Agriculture (FAO)). In Puntland, land policy development discussions will commence in 2015.

Implementation of new land laws and regulations has been initiated in target districts.

Milestone implementation: 90%.

The regulation governing the establishment of Land Dispute Tribunals (LDTs) in Somaliland was approved by the MoI, and its content was translated, printed and disseminated to the districts. Berbera's LDT has already been functional since December 2014 and Borama's LDT members are set to be endorsed in early 2015. In Puntland, drafting of the LDT regulation was completed, and the legislation is currently under review by MoI with a view to its validation in early 2015. Construction of LDT offices in Berbera, Borama and Garowe is ongoing. Case and database management software has been developed, and is currently undergoing testing among LDT officers trained to use the software.

Legal status of government structures and institutions responsible for land and urban management are partially implemented.

Milestone implementation: 30%.

Continued advocacy for the Puntland Government's approval of Establishment Decree for the Land & Urban Management Institute (LUMI) did not yield any significant progress. The newly appointed Director of LUMI was briefed on issues pertaining to the draft Presidential Decree as well as LUMI's Institutional Strategic Plan (which has already been approved by the National Urban Planning Committee).

Public Private Partnerships (PPP) policy & implementation strategy in place and Local Government Procurement guidelines aligned to Procurement law.

Milestone implementation: 15%.

The Programme was hindered from achieving significant progress towards PPP policy and strategy implementation due to delays in employing an expert to support the policy adoption and undertake an

¹³ APD and INGO Interpeace are leading a separate process of developing a land policy

assessment of current LG PPPs. However, efforts were made to work with the MoIs in Puntland and Somaliland through the Public Financial Management (PFM) reform process to ensure alignment to local and national PPP approaches.

OUTCOME TWO: CAPACITY DEVELOPMENT

A JPLG Capacity Development Strategy agreed and implementation on core management functions of LG initiated in a phased approach

Milestone: 20%

In 2014, Somaliland's MoI and JPLG agreed on a Terms of Reference (TOR) for implementing the 10-step capacity strategy first approved in 2013, while also undertaking a feasibility study on the establishment of a Local Governance Training Institute. Informed by the outcome of this study, implementation of the strategy under the framework of the TOR will begin in 2015.

To support the establishment of a young graduates programme/system for recruiting and fielding young graduates to district administrations and key Ministries.

Milestone: 100%

Draft concept notes to guide the Young Graduates (YG) capacity development programme were developed through extensive consultations between mMinistries of Interior and local government associations in Somaliland, Puntland and South Central, with technical and operational support provided by JPLG. This culminated in placement of 25 YG (including three females) within the pilot district administrations and the MoI in Somaliland, 23 YG (including six females) within the pilot district administrations in Puntland, and nine YG within the federal MoIFA. In Somaliland, ALGASL conducted orientation training for the newly recruited YG, while ALGAPL led awareness raising initiatives in Puntland.

Across Somalia and in selected districts, departments' structures and systems are strengthened to deliver services.

Milestone: 100%

Overall organizational structure

With the assistance of JPLG, the MoM/BRA developed and approved a leaner structure for its departments and staff roster, reducing both by approximately half. In 2015, JPLG will continue to publish the organizational structure and, terms of references for each department while documenting the change management restructuring process—which includes detailing the different functions, cadres and basic qualifications and competencies of the various departments.

Monitoring and Evaluation (M&E) department

Development of the M&E data management framework currently awaits the finalization of harmonization guidelines to link local and central development plans and processes in Somaliland and Puntland, and is therefore due to be initiated in 2015.

Public works and urban planning department

The structures of public works departments of districts in Somaliland and Puntland were revised based on existing regional and district-level legislation, following consultations between the MoI, Ministry of Public Works (MoPW) and mayors. Competency frameworks were subsequently approved, and the structures are due to get operationalized in 2015 once they are approved by individual district councils. Among existing technical staff, GIS trainings were conducted in Hargeisa and Berbera, with the latter also conducting an update to the property database that saw 500 new properties surveyed and 2,162 properties integrated into the system. Property coding and addressing is ongoing in Puntland's capital of Garowe, which should allow the municipality to tap into a potentially rich tax base through identification and billing of residents.

In Puntland, the Bosaso Road Network Master Plan and guidelines were developed following an assessment of municipal public transport, and training was conducted for district engineers. A similar road network plan was developed for Berbera district in Somaliland, with a local consultant recruited to support its implementation. Street addressing manuals were developed in consultation with stakeholders in both regions, and departmental training to this effect will be conducted in 2015.

The urban design master plan for a section of the road # 1 including the final report was completed and handed over to the Hargeisa Municipality.

Social affairs department

Functional assessments of Social Affairs Departments (SADs) were conducted in Borama, Berbera, Burao and Odweine in Somaliland, and Garowe, Gardo, Bosaso, Eyl and Bender Beyla in Puntland. These studies will contribute to the design of capacity response programmes targeting SADs' structures and functions, roles and responsibilities, HR and core competencies that is slated for development and implementation in 2015.

Natural resource management (NRM) unit

The NRM planning framework was endorsed in Somaliland and Puntland in late 2014 and NRM units were established within the Social Affairs Department in the pilot districts of Burao and Gardho, ToR and competencies framework developed, and approved by the council. The SAD ToR was also revised in line with these new functions. An Environmental Officer appointed in each districts' SAD was trained and supported in conducting a Community Based Natural Resource Management (CBNRM) mapping and planning exercise involving selected village samples. The draft NRM plans for both districts were prepared, approved by the council and presented to the district planning departments for incorporation into the DDF; with priority projects being identified for the AWPB 2015. CBNRM was initiated in Gabiley and Eyl (in SL and PL respectively) with training of de-concentrated technical ministry staff undertaking the process.

Land District tribunals strengthened and operationalized in new districts

Milestone: 90%

The regulation governing the establishment of Land Dispute Tribunals (LDTs) was approved by Somaliland's MoI, and subsequently translated, printed and disseminated to the districts. The Berbera LDT has been functional since December 2014, while Borama LDT members are expected to be endorsed in early 2015. In Puntland, the LDT regulation has been drafted and is currently under legal review by the MOI with a view to immanent validation. Construction of LDT offices in Berbera, Borama and Garowe is ongoing, and training and trials of newly developed case/database management software is underway among LDT staff.¹⁴

Districts' capacity to comply with Public Expenditure Management (PEM) and other technical training modules expanded to more districts

Milestone: 100%

All target districts in Somaliland and Puntland, as well as Adado District in South Central, received refresher trainings on PEM 4 module to further enhance the design, procurement and supervision of public works projects within their remit. These districts were also supported by the Technical Advisers from the Ministries of Public Works. Printed versions of the PEM modules were disseminated to districts in Puntland and Somaliland in 2014, a practice that will continue in 2015. In the newer target districts of Zeylac and Galkayo, PEM 1 module trainings were conducted, while in the South Central districts of Baidoa and Beletweyne tutorials were provided on local governance and its core functions.

¹⁴ Because of the overlap with the milestone 'Implementation of new land laws and regulations has been initiated in target districts' the text has been repeated

Districts' councils and administrations develop and present AWPBs effectively and in a timely manner

Milestone: 100%

DDFs were updated and AWPBs and budgets were prepared in all eight JPLG districts in Somaliland and all seven in Puntland. A new DDF and AWPB were also developed for Adado district.

Capacity enhanced to implement and monitor new LDF District design.

Milestone: 75%

An external consultant hired by the Programme completed minimum conditions and performance measure assessments of the LDF as part of quality assurance commitments, and the results were communicated to the districts in anticipation of disbursements slated for Q1 2015. 11 out of 15 districts (Zeylac, Borama, Gabiley, Hargeisa, Berbera, Sheikh, Burco and Odweine in SL), (Garowe, Gardho, Bosaso, Eyl, Jariban, Bender Beyla and Galkayo) in PL), had their capacities enhanced through actual implementation of LDF projects (2013) and completion within the 12 months cycle. The remaining four new districts (Zeylac, Jariban, Eyl and Galkayo) are not yet qualified for full implementation modality of LDF because they had not gone through the PEM implementation cycle,

The capacity of relevant government ministries (MoI and Ministry of Finance (MoF)) to monitor LDF was enhanced through technical assistance from JPLG staff, exchange study visit to Uganda (3rd quarter of 2014) and supported recruitment of four experts (2 in Garowe and 2 in Hargeisa) to provide technical assistance on fiscal matters.

Local Government associations in Somalia supported to carry out its mandate.

Milestone: 90%

The Programme facilitated a knowledge exchange mission to Arusha for mayors from Puntland's target districts and ALGAPL staff, at which they engaged with representatives from the East Africa Local Government Association (EALGA) during participation at a sensitization workshop (end of August). During the year, the new Executive Director of ALGAPL was recruited and provided on-the-job training, and the first Board of Directors meeting and General Assembly were held. A draft three-year Strategic Plan was agreed upon as a major outcome of the Assembly, and ALGAPL will begin operating out of its new office in 2015, with construction currently 80% complete. In Somaliland, where a new Executive Director was also recruited, ALGASL developed a draft strategic plan for 2015-2017 at the General Assembly it held in early 2014.

MoI has increased capacity to carry out monitoring missions and support local governance.

Milestone: 75%

JPLG supported the Ministries of Interior in Somaliland, Puntland and the Federal Government in fulfilling their technical roles regarding oversight of the activities of the target districts. The programme provided financial support and assistance in seconding technical experts (including Somali diaspora) to fulfill monitoring missions.

Technical support provided for municipal finance systems (AIMS and BIMS¹⁵) and gradual transition to an ERP system

Milestone: 70%

Consultative meetings were held in Puntland with MoI and MoF on the way forward vis-à-vis municipal finance, although, as of yet, the government has not decided on the ERP modality to implement. JPLG additionally conducted an assessment of the Central ICT infrastructure and the report was shared with the government.

In Somaliland, a series of consultations were held with the government and the World Bank in regards to aligning the Programme's municipal finance activities with the wider PFM reforms that are ongoing. An

¹⁵ Accounting Information management System (AIMS), Billing Information Management system (BIMS)

assessment conducted in 2014 suggested a road map for implementation of Somaliland Integrated Financial Management Information System (SLIFMIS)¹⁶. In addition, the Programme provided desktops and laptops to the MoF, and a server and other ITC equipment will be supplied in 2015.

AIMS and BIMS were consolidated into a single, unified system and installed in all target districts in Somaliland, as well as the Puntland districts of Bosaso, Gardo and Garowe. Staff from relevant departments within these municipalities subsequently received on-the-job trainings on the finance, accounting and computer procedures related to the system.

LDF investments, including for LED, timely disbursed and monitored and systems enhanced to include sector grants – UNCDF

Milestone: 100%

The programme supported the development of 48 projects (26 PL and 22 SL) for implementation with a total budget of USD \$2,897,606 of which USD \$2,041,404.67 was disbursed by end of 2014 (performance of 65.4%). Due to delays of the procurement process most of the projects in Somaliland and Puntland commenced in June. All the projects are expected to be completed by June 2015 within a 12 month cycle. Based on this level of performance in spite of late start, LDF investments were monitored and payments disbursed 100% in a timely manner. This was a very big improvement given that the procurement process commenced late and this was combined with completion of 2013 projects that had been carried forward and all were finalized during the year.

Improved strategies and plans for local revenue generation designed and implemented in more districts of Somalia.

Milestone: 75%

A series of consultations with the Governments of both Somaliland and Puntland paved the way for completion of the Geographic Information System (GIS)-based business and private property surveys in Eyl, Jariban, Bandar Beyla and Sheikh. The survey covered a total of 6,412 physical structures, which were updated in the districts' databases. A survey was also conducted in four districts of the Municipality of Mogadishu, while on-the-job refresher trainings on GIS database management were held for all JPLG districts.

The programme contracted an international consultant to support central government and administrations of the target districts (Garowe, Gardho and Bosaso in PL and Hargeisa, Berbera, Sheikh and Burco in SL) in developing Local Revenue Mobilization Action Plans (LRMAP) that will continue in 2015.

OUTCOME THREE: SERVICE DELIVERY

Sector Service Delivery Models for Education, Health, Water, NRM, SWM piloted in districts of Puntland and Somaliland.

Milestone implementation: 80%.

The year was marked with the piloting of Service Delivery Models (SDMs) in key districts as a tool to initiate gradual decentralization of the services, following the necessary approval of regional decentralization policies. Somaliland pioneered partial devolution of education services from the MoE to the Borama, Burao and Berbera district authorities, while Odweyne took over partial control over water service management from the central government. In Puntland, the central government also implemented two SDMs devolving health services to Bosaso, Qardho and Garowe and water services to Bender Beyla and Eyl. One tangible outcome of this was the successful repairing of 13 health facilities in the relevant pilot districts. Furthermore, as an indication of the impact, coherence, sustainability of the Programme's holistic approach to decentralization, it is worth noting that the introduction of SDMs in Somaliland has

¹⁶ Somaliland Financial Management Information System, which is part of WB's PFM project. It will connect districts to the central level and replace AIMS BIMS.

resulted in a three-fold increase in generated revenue available to participating districts' respective sectors¹⁷.

SDM road maps have also been developed for Solid Waste Management (SWM) and roads in Berbera, Borama and Hargeisa, but have yet to be adopted. Technical support has been provided to the districts across various areas of decentralized service delivery, including for developing PPP agreements, MoUs, budgets and maintenance cost estimations. Progress towards the decentralization of NRM and roads sector pilots was achieved to the extent that decentralized functions have been defined and agreed upon, while planning guidelines and technical standards/norms have been drafted. In-depth discussion on SDM piloting in these areas have also been initiated by the NRM Working Group and road agencies respectively, and the institutional arrangements and modalities for the models are due to be finalized and agreed to in the first quarter of 2015. Additionally, to aid in the implementation of the piloting process, JPLG has worked with district and line ministry counterparts to prepare concept papers, develop management and investment tools, and design manual and technical specifications.

On SWM, the Programme, in consultation with the Somaliland government, drafted by-laws and designed a system for biomedical and liquid waste collection, handling and disposal for Berbera, Borama and Hargeisa. Procurement of equipment to implement this delivery model is ongoing.

**Enhanced women engagement in more districts in planning, administration and elections
(with MoLSA / MOWDAFA / MOWFC).**

Milestone implementation: 50%.

To facilitate a local governance approach built around creating an enabling environment for women's empowerment, the Programme continued to integrate gender sensitive planning and budgeting into its capacity development and skills enhancement interventions targeting districts and ministries. However, at the infrastructural level, some setbacks occurred in Puntland, where the planned construction of a multipurpose women's center for Ministry of Women Development & Family Affairs experienced significant challenges due to an arising land dispute. By the end of the year, the municipality was able to get around the obstacle by allocating a new plot of land for the center, although the necessary revision to the architectural master plan has delayed building activities until early 2015.

More regional and district councils have adequate facilities to provide services.

Milestone implementation: 50%.

During the reporting period, the Programme supported the rehabilitation and equipping of offices and municipal facilities across the various Somali regions, including providing basic office equipment to the Administration and Finance (A&F) departments in the newer target districts of Zeylac and Galkayo. Hargeisa municipality, with the support of the Programme, completed the tendering process, architectural designing and contracting for the construction of three new sub-district offices for decentralized billing and revenue collection, which is due to start in the first quarter of 2015. Rehabilitation of municipal offices in Jariban and Eyl were also completed in 2014, although the official handover has been carried over to early 2015.

In South Central, the Programme provided ICT and office equipment to the planning departments of the municipalities of Baidoa, Beletweyne, Jowhar and Mogadishu, as well as the MoIF. The Beletweyne district administration office underwent a light rehabilitation, and JPLG has also internally agreed to rehabilitate the office of the interim Xudur district administration. However, initial plans to renovate Baidoa's district headquarters were abandoned due to the fact that another implementing agent expressed a willingness to take on the project.

¹⁷ The formal assessment of SDM pilots is planned for 2015 to document outcomes.

Increased private sector participation in; and improved managed private sector engagement in local service delivery.

Milestone implementation: 40%

With JPLG support, the MoPW and local technical advisors in both Somaliland and Puntland facilitated the preparation, stakeholder discussion and review of drafts of the Contractor Registration Scheme and Contract Management System Act. The documents, eventually translated into Somali, were submitted to the Attorney General, although delays in the office's approval of the regulations has prevented the full implementation of contractor training on standards or the adoption of technical standards/specifications on roads and buildings. In the interim, districts undertaking LDF public works projects continued to organize regular bid orientation meetings for contractors to review road and building specifications and tender documents.

LED governance and strategic planning framework established in limited number of districts and LED pilot catalytic projects implemented in 9 districts.

Milestone implementation: 50%

The Programme continued to support local economic development across the various Somali regions. Technical guidance was provided to 11 target districts (Hargeisa, Burao, Gabiley, Berbera, Borama, Sheikh, Odweyne in Somaliland and Garowe, Gardho, Bosaso and Bender Beyla in Puntland) to update or prepare Local Economic Assessments (LEAs) and Local Economic Development (LED) strategies, in large part by incorporating data from enterprise and labour force surveys. Revised LEAs were discussed and approved by district councils, and now form the basis for the development of action plans to raise the profile of district LED strategies. In South Central, initial LED assessments, as well as stakeholder mapping and mobilization, were undertaken in Baidoa and Beletweyne, while labour force surveys were initiated in Baidoa, Beletweyne, Johar and Merka. These surveys will feed into the development of LEAs for the four districts. Training on LED was also provided to teaching staff at identified training institutions and, in Baidoa, to prequalified potential service providers.

Following the development of operational mechanisms for the LED Fund and the training of district authorities and LED forums in Fund processes, a total of eight target districts (Berbera, Burao, Gabiley, Borama, Garowe, Bosaso, Gardho, Bender Beyla) received their first installment of Fund allocations to pursue LED priority projects. Women and youth running start-ups and Medium and Small Enterprises (MSEs) received targeted JPLG technical support in areas such as access to finance and entrepreneurship skills training. Additionally, with the focus on supporting and nurturing enterprise and entrepreneurship across most districts, complementary training and certification of service providers was provided in order to establish a pool of trainers able to provide Business Development Services and skills development to all target beneficiaries. Other local technical expertise was engaged to provide training on improved agriculture production techniques, cobblestone technology and micro-finance.

Improved business regulatory environment across 9 districts and establishment of Local Investment Promotion Centers.

Milestone implementation: 40%

The Programme supported business-enabling surveys to collect context-specific data and information across Hargeisa, Borama, Burao, Berbera, and Gabiley to achieve a better understanding of the operational environment for economic enterprise at the local level. Subsequent support was provided to nine districts in Somaliland and Puntland, as well as Mogadishu, to both initiate and roll out new Business Licensing (BL) systems and engage the private sector on ongoing BL reforms through communication and awareness campaigns. In Garowe, dialogue was facilitated between the private sector and local government to improve the local business climate, from strengthening of the regulatory framework to partnership on LED interventions. In South Central, preparation of local enterprise surveys in five districts, including Mogadishu, are ongoing, with findings to be shared with districts through dialogue and awareness campaigns targeting both the private and public sectors. The surveys and follow-up discussions will inform interventions to improve the business environment in 2015.

Community participation in local planning broadened and Institutionalized in Local academic institutions.

Milestone implementation: 40%

In Puntland, the programme supported community participation and civic rights awareness activities across all target districts, reaching approximately 18,000 community members. The local governments of Bosaso, Garowe and Qardho were also provided with technical support from MoH to conduct health awareness-raising trainings for Village Committees (VCs)—benefiting sixteen villages in Bosaso, nine in Garowe and eight in Qardho. In Somaliland, a community consultation process was supported in the new district of Zeylac towards the development of a DDF. In the 16 districts of Mogadishu, JPLG supported 86 VCs to better assess community needs and develop plans for addressing them by implementing a Training of Trainers (ToT) programme to build the committees' capacity to undertake community consultation processes.

At the central government level, agreement has been reached with the MoIs of Somaliland and Puntland over the establishment of Facilitation Hubs within their offices to oversee the rolling out of regular participatory planning and project impact monitoring activities. This was complemented by efforts to identify and select partner institutions for the development of Local Participatory Planning and Monitoring Training programmes, occurring through a methodologically comprehensive capacity assessment of 11 academic institutions (five in PL and six in SL) carried out by Great Lakes University. Universities of Bosaso and Burao were recommended to take forward Local Participatory Planning Programme.

In 2014, Participatory Impact Monitoring (PIM) Training was provided to 41 district council members across seven new districts in Somaliland and four in Puntland, in order to enhance the capacity of local representatives to identify roles and develop work plans for their various LG responsibilities. In an encouraging development in both Puntland and Somaliland, the MoIs have taken the initiative and begun leading the general capacity development of new district councils in Galkayo and Zeylac respectively, utilizing facilitators and methodologies developed through JPLG. The Programme has remained involved through oversight, backstopping and quality control of this process.

Effective community Social auditing systems functional in additional districts.

Milestone implementation: 60%

To enhance capacity for social auditing and accountability at the local level, the Programme supported trainings, civic education and perception surveys across the three programme regions. The trainings targeted community members and organizers in Somaliland and Puntland, both empowering citizens to take on roles participating in monitoring groups to oversee contracting and construction processes, and working with the MoI to develop the skills of facilitators in Project Impact Monitoring (PIM). Participating monitoring groups were able to develop their monitoring matrices based on districts' projects and Bill of Quantities (BOQ). Additionally, mayors of Bosaso, Qardho and Garowe organized community dialogues that reached a total of 30 villages.

Civil education programmes targeting school children, youth and women were carried out across 30 villages within Puntland and South Central (specifically, Benadir and Adado). In Puntland, 8,370 people (3,432 male, 4,938 female) were reached using multimedia on civic rights and another 18,000 through SMS and radio, while 1,750 citizens participated in Community Dialogue. 7 billboards were also erected in various neighborhoods of Garowe to embed civic awareness within everyday social space. In South Central, Communication for Development (C4D) approach was employed to promote sensitization and awareness among a total of 600 children in schools across Baidoa and Benadir. At the same time, workshops were held with central and district governments in Somaliland and Puntland to discuss social auditing mechanisms using the Community Score Card (CSC) tool. A ToR for the implementation of the

CSC tool has been jointly developed with the Civil Service Institute (CSI) in Somaliland, and a mobile phone-based Real Time Monitoring system has been put in place to operationalise this mechanism.

- **Describe any delays in implementation, challenges, lessons learned & best practices:** If there were delays, explain the nature of the constraints and challenges, actions taken to mitigate future delays and lessons learned in the process. Provide an updated risk analysis (have any of the risks identified during the project design materialized or changed? Are there any new risks?). Were there any programmatic revisions undertaken during the reporting period? Please also include experiences of failure, which often are the richest source of lessons learned.
- **Qualitative assessment:** Provide a qualitative assessment of the level of overall achievement of the Programme. Highlight key partnerships and explain how such relationships impacted on the achievement of results. Explain cross-cutting issues pertinent to the results being reported on. For Joint Programmes, highlight how UN coordination has been affected in support of achievement of results.

The programme made excellent progress in policy reforms due to adoption of the Decentralization Policies in Somaliland and Puntland. This adoption was followed by establishment of sector policies and SDMs for health, water, education, NRM, roads and land management, SWM and biomedical waste management in both Somaliland and Puntland.

Given that local economic development is a new concept to Somaliland and Puntland, increasing awareness and commitment to the approach, steps and tools required intensive support during the early stages. Other challenges related to the financing of LED and the need for a national framework to guide economic development at the local level which will be part of the focus of LED support activities planned.

In the absence of a clear and balanced approach to performance monitoring and reporting in local governments, performance management remains a challenge. Establishing performance management processes and tools would improve the quality of public services for citizens, and allow the setting out of what the district wants to achieve and how it will deliver would enable elected members, officers and the public to be clear about what success will look like, such as improved roads, better waste collection services, etc.

As a Joint Programme, the Heads (and/or Deputies) of five UN participating Agencies, through the Programme Management Group (PMG) continued to provide oversight and strategic guidance for JPLG. In 2014 three PMG meetings were organized in addition to bilateral meetings the Senior Programme Manager had with PMG members. Technical Working Group (TWG) meetings were also regularly conducted between the five Project managers and the PMU team to review progress and challenges. The PMU also continued to conduct VTC meetings between the JPLG Team Leaders (TLs) in Hargeisa and Garowe and the PMU team in Nairobi. In Puntland, the JPLG local coordination meeting that used to be chaired by MoI was re-initiated to strengthen coordination between Government and the JPLG local team

ii) Indicator Based Performance Assessment:

Using the **Programme Results Framework from the Project Document / AWP** - provide an update on the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why, as well as plans on how and when this data will be collected.

	<u>Baseline as of 01.01.2013</u>	<u>Planned Target:</u>	<u>Achieved Targets</u>	<u>Reasons for Variance (if any)</u>	<u>Source of Verification</u>
Outcome 1¹⁸ Improved policy and legal framework in support of decentralization or local governance in Somalia					
Outcome indicator 1.1 Quality policy or legal frameworks in support of local governance or decentralization. ¹⁹	TBD	TBD	TBD		Policy/Legal Framework Scorecard and all accompanying documentation
Output 1.1: Policies, laws and strategies for decentralization are drafted and implemented that clarify the division of functional responsibilities among central and local governments.					
Indicator 1.1.1 # of decentralization or local governance-related policies that are developed (or drafted).	2	2	2	NA	Programme and/or consultants' report, draft of the submitted/endorsed policy.
Indicator 1.1.2 # of decentralization or local governance-related legislation/sector specific policies developed (or drafted).	2	3	3	NA	Programme and/or consultants' report, copies of the drafts of legislation or sector specific policies. Sectors to be covered: health, education, water management, NRM, roads, solid waste management and bio medical waste management.
Outcome 2 Local government capacity for equitable service delivery is improved					
Outcome indicator 2.1 Quality of service delivery capacity of local governance in JPLG-supported districts	TBD	TBD	TBD		Local governance capacity self-assessment tool (5 functional areas) and all accompanying documentation/data
Outcome indicator 2.2 Public perception of local governance's capacity to deliver services in JPLG-supported districts.	TBD	TBD	TBD		Public Perception Survey
Output 2.1 Structures and systems for good local governance, planning and budgeting are established and strengthened.					

¹⁸ Note: Outcomes, outputs, indicators and targets should be **as outlined in the Project Document** so that you report on your **actual achievements against planned targets**. Add rows as required for Outcome 2, 3 etc.

¹⁹ As logframe was reviewed late 2014, outcome indicators targets are still under consideration.

	<u>Baseline as of 01.01.2013</u>	<u>Planned Target:</u>	<u>Achieved Targets</u>	<u>Reasons for Variance (if any)</u>	<u>Source of Verification</u>
Indicator 2.1.1 # of districts that have systems in place to increase revenue generation (e.g. property taxes, business licensing, etc.)	6	13	13	NA	Programme reports, summary reports from AIMS and BIMS
Indicator 2.1.2 # of monitoring visits completed by central government staff to district level governance bodies.	NA	12	25	The government of Somaliland conducted more visits due to expansion and piloting SDMs	Programme reports based on the submitted field reports with the description of issues raised and follow up steps to be taken
Indicator 2.1.2 # of districts with established community monitoring groups.	NA	13	13	NA	Programme reports with the list of the districts, which has community monitoring groups in place.
Output 2.2. Competencies and skills are developed for good local governance and equitable service delivery.					
Indicator 2.2.1 “# of local and central government personnel trained in at least one PEM module (but up to 5)	NA	NA	3,080	The target was not set from the beginning of 2014. Indicator was introduced close end 2014.	Programme reports with the training data disaggregated by the regions, topics and sex.
Indicator 2.2.2 # of district council members trained in civic education, public management, procurement and etc	NA	NA	160	Same as above	Programme reports with the training data disaggregated by the regions, topics and sex.
Indicator 2.2.3 # of community volunteers trained in civic education, public management, procurement etc.	NA	NA	160	Same as above	Programme reports with the training data disaggregated by the regions, topics and sex.
Indicator 2.2.4 # of female who are placed as interns/young graduates for central and local government	0	NA	TBD	Same as above	Programme reports with the training data disaggregated by the regions, topics and sex.
OUTPUT 2.3 Fiscal arrangements including local revenue generation and the LDF are strengthened and expanded for service delivery and local investment.					

	<u>Baseline as of 01.01.2013</u>	<u>Planned Target:</u>	<u>Achieved Targets</u>	<u>Reasons for Variance (if any)</u>	<u>Source of Verification</u>
Indicator 2.3.1 # of districts that implement their (LDF) budgets as per their workplan and eligible for increase in LDF funding	9	13	13	NA	UNCDF programme reports, DFID template. Performance measurement assessment report from of UNCDF sub-contractors: Civil Service Institute (Somaliland) and Puntland Institute Development of Administration and Management (Puntland)
Indicator 2.3.2 # of districts, where JPLG supported implementation of pilot Service Delivery Models (SDMs) in the areas of health, education, roads, NRM or WASH	0	7	9	During discussion two districts were included by Ministry of Water	Programme reports from UNICEF, ILO and UNHABITAT. Following districts are covered by SDM pilots. Education - Berbera, Borama and Burao. Health - Garowe, Bosaso and Gardo. Water - Odweine, Bander Beyla and Eyl.
Indicator 2.3.3 # of districts where JPLG target districts have developed participatory AWP, which include priorities/activities where women are a primary beneficiary	12	13	16	Government led expansion led to three additional districts developing AWP	Somaliland - Hargeisa, Gabiley, Borama, Seylac, Berbera, Burao, Sheikh and Odweine. Puntland - Garowe, Gardho, Bosaso, Eyl, Jariban, Bander Bayla and Galkayo. South Central - Adado.

iii) A Specific Story (Optional)

- This could be a success or human story. It does not have to be a success story – often the most interesting and useful lessons learned are from experiences that have not worked. The point is to highlight a concrete example with a story that has been important to your Programme in the reporting period.
- In ¼ to ½ a page, provide details on a specific achievement or lesson learned of the Programme. Attachment of supporting documents, including photos with captions, news items etc, is strongly encouraged. The MPTF Office will select stories and photos to feature in the Consolidated Annual Report, the GATEWAY and the MPTF Office Newsletter.

Gabiley – Women’s empowerment

Among the hustle and bustle of Gabiley’s main market installation, Hodan Jama chops at a shoulder of goat meat with precise, rhythmic swings of an axe that complement the orchestral clamor of everyday business activity. Ever since the Gabiley municipal government oversaw the completion of the structure in 2014 with the technical and financial support of JPLG, the busy market has served as a safe, hygienic, dry and highly trafficked haven for vendors such as Mrs. Jama to sell everything from fabrics and cooking oil to agricultural products sourced from local farms and pastoral areas.

Gabiley, a fertile city of 141,000 people situated along the arterial highway connecting Somaliland’s capital to the Ethiopian border, relies heavily on markets to service its agro-pastoralist and merchant economy. And it is women in particular, as the community’s main cultivators, marketers, vendors, household laborers and consumers, who especially benefit from improvements to these and other public services.

It is no surprise, then, that when Gabiley’s female population was consulted by local authorities on the social welfare priorities to be included in the district’s development framework (DDF)—a locally-owned plan for communal, national and international resource allocation over a five-year period—that greater access to markets, roads and hospitals rose to the top of the list. Gabiley’s local council, which has consistently boasted the presence of women representatives since Somaliland transitioned to democratic elections in 2002, has committed to the implementation of the DDF as a means for consolidating a relationship with these vital constituents.

Cibado Mah Elmi, a local councilor recently elected for a second consecutive term, locates her success in winning over the Gabiley voters in the effectiveness of her deeds, which has led to a slow normative change among the public: “The fact that women politicians have shown themselves to be effective in delivering services and responsive to their [the community’s] needs has given us greater legitimacy as leaders.” Despite a political discourse that dwells on clan affiliation and personality, Councilor Elmi believes that the average Somalilander puts their social welfare development above all else. As a result, she remains confident that the ever-expanding crop of female local councilors can, by virtue of the benefits they bring to the lives of their constituents, “serve as a model for greater women’s participation in governance at all levels throughout Somaliland.”

For the female beneficiaries of the marketplace, the presence of women in decision-making positions has provided a political opening for their voices to be better heard. While the construction of the commercial center was seen as a major achievement for the local government, its responsibilities did not end there. To meet the rising expectations of communities in its capabilities, the municipality has increasingly been called upon to be proactive and accountable in upholding regular maintenance and quality control duties, and in responding to arising issues. While it is not unusual for such expectations to go unheeded, increased access to local power enabled through the approachable Councilor Elmi has helped these vendors guarantee their right to decent and dignified work environment.

Behind the scenes, within the dimly lit and muggy offices of the municipal headquarters, another group of women work tirelessly to ensure the long-term sustainability and transparency of the local service delivery processes. Amina Aden has been a public servant with the Gabiley local government for over two decades, and her humble personal demeanor belies a confident command and understanding of the local government's finance department. In a civil service environment plagued by high turnover rates, Ms. Aden and her senior colleagues remain a constant. What has changed, however, is the way in which taxes and other levies are collected and local expenditures are recorded.

Whereas previously relying on pens and cumbersome, dust-ridden record books to manage public expenditure and revenue, Mrs. Aden and her long-time colleague, Ms. Sirad Abdi, now benefit from the use of computer-based automated processes, known as Accounting and Billing Information Management Systems (or AIMS and BIMS, respectively). In addition to reducing the workload required for record keeping, these systems allow for greater accountability, predictability, planning and prioritization of district resource envelopes by compiling and presenting all budgetary items in a single matrix that enables the easy conceptualization of financial flows. To manage this procedural transformation, JPLG provides regular staff training under the leadership of UN Habitat, and dispatches trained university graduates to various JPLG pilot district departments as part of a UNDP human resource development scheme.

Where governance, service delivery and communal wellbeing come together is among the stalls of the marketplace. It is here that regular user taxes are collected, and it is also here that the district authorities transform these revenues into visible public goods. This feat of alchemy would not have been possible without the dedicated efforts of Ms. Aden's finance department and the political commitment of Councillor Elmi. As a consequence of greater financial transparency, regular consultation and more visible results, this process is increasingly on display for all women in the marketplace to see.

Highlighting the change that has occurred, Amina Mohamed, a seamstress, notes that "before the market center was constructed, we were reluctant to pay taxes on our activities because we did not trust where the money was going. But now we can feel the presence of the local government in our lives, not only in the construction of roads and buildings, but also in the regular dedication to maintaining the quality of this public space." The impact on social cohesion, according to Ms. Mohamed, has been significant: "Now we are happy to contribute a part of our earnings, because we believe it will be used for our community, and will give us the power to make the local government listen to our concerns."

Borama – Youth

In the shop adjacent to Borama's municipal headquarters, a group of young men sit in an arc of rickety chairs drinking tea, involved in laconic discussion. These young college graduates are spending their afternoon the same way they have many others before, passing the time dissecting the latest political developments enveloping their region.

While the daily sight of cafés populated with disengaged youths have represented a staple feature of Somaliland's urban environment, over the past few years something has changed in this northwestern city. Since the local council elections of November 2012, another set of empowered youth have taken centre stage in local governance, and are seeking to capitalize on this newfound political platform to enact the kind of social change necessary to uplift their peers. For the young teashop patrons, it is what is going on behind the walls next door that offers the greatest cause for hope.

Borama's mayor, the youngest in the whole of Somaliland, came to office with a mission: to use the levers of local

government, including public resources and service delivery models, to bring great improvement to the lives of Borama's youth, who hold a sacred standing in this city that is known throughout Somaliland as the 'homeland of higher learning.' Following in the footsteps of many of the region's renowned politicians and intellectuals who graduated from the prestigious Amoud University over the decades, Mayor Suleiman Hassan Hadi and several of his cohorts now serving in the district council and local public administration represent a new generation of dynamic and educated youth that the public has entrusted with bringing necessary change to the community.

The task could not be more daunting, nor the stakes higher. In Somaliland, where unemployment stands at over 70 percent among the under-30 working age population, job creation and social inclusion are seen not just as development aspirations, but as fundamental peace dividends necessary if the people of the region are to maintain their success in staving off instability and terrorist activity.

The most apparent and unfortunate consequence of youth disenfranchisement has been the massive increase in irregular outmigration of youth in search of greater opportunities overseas in Europe and the Arabian Peninsula. By embarking on this perilous and often exploitative journey, countless young people have found their lives ransomed or gambled by human trafficking networks, with the risk of death at the hands of the harsh and unforgiving seas tragically all too common.

For Mayor Hadi, while youth are those most affected by insecurity and underdevelopment, they also hold the greatest potential for changing these conditions. 'The reason youth candidates have been elected in such great numbers in Borama is that our citizens respect the role educated young people play in consolidating peace,' he proudly proclaims. 'By bringing governance closer to the community, not only can we increase meaningful participation by young people in politics, but we can also promote local economic opportunity as a productive alternative to *tahriib* [irregular migration], criminality and extremism.'

To bolster the motivated but under-experienced administration, JPLG provides continuous technical and financial support aimed at building the capacity of the planning, social affairs and administrative departments, as well as strengthening decision-making and community outreach processes. By bringing these pieces together to create one well-functioning local governance machine, Borama's municipal authority has been able to make use of meager resources to provide public goods in key areas such as education, roads construction and water accessibility. And as the local government's ability to deliver on its mandate has grown, so too has its self-confidence, public credibility and ambition to take on greater responsibility in the development of the district.

Abdifatah Abdillahi, the Deputy Secretary of the local civil society group SONYO, a youth umbrella organization that was instrumental in advocating for lowering the local councilor age limit, believes that a youthful and empowered local government can serve as a major driving force for the development of Borama, his hometown. 'Borama is geographically and politically isolated from the central government in Hargeisa, and for that reason the local government must be able to take on many of the responsibilities for developing the district,' observes Mr. Abdillahi. 'Despite having to work on a low budget, the young mayor and his administration has shown they can follow through on major projects such as roads and community centres, in part through the support of JPLG, and the youth of Borama is encouraged by the promise of greater opportunity to participate in the improvement of their own lives.'

On the outskirts of the city, looking onto the mountainous landscape that surrounds it, is a project that embodies this ethos: the Borama Football Stadium. Completed in 2013 as a pilot project under JPLG, the sporting grounds is the product of the municipality and local community working together to establish a space where a sense of dignity can prevail among the youth population. On certain occasions, the multi-level concrete stands that line the stadium are

packed shoulder-to-shoulder with young supporters of their respective university teams, while on other days one can find merely a few kids, decked out in football kit, honing their skills as their laughter echoes throughout the empty, sun-scorched enclosure.

For Abdikadir, an 11-year-old boy whose family lives in the shadow of the stadium, this stadium is important to the youth because “it is a place that is ours, where we can all meet and play freely and openly.” This feeling of belonging is what Mayor Hadi and his colleagues in the local government hope to inspire on a broad scale as they attempt to bring lasting change to community of youth who have too long felt they had no place.

Hargeisa – Conflict Resolution

In early 2012, the two sons of Ms. Fadumo Osman Mohamed returned to Hargeisa, Somaliland with the hope of starting a new life in their ancestral homeland. However, upon their return, Abdishakur and Sa'id were shocked to find that the plot that had once belonged to their late father, which was reduced to rubble and abandoned as a result civil war, had since been occupied by a relative who claimed to have bought the property from the deceased back in 1981.

The brothers had originally sought redress from the elders of their family line, and it had seemed as though a mutually acceptable agreement had been reached, in which the land would be restored to the inheritors in exchange for monetary compensation. To their surprise, on the morning on which they were to start construction on the foundation for the new home, activities were forcibly halted by police acting on a call from the relative, who claimed the agreement had been breached. Tensions flared, and the possibility of retribution through violence became a palpable concern.

Stories like these have been a common theme throughout Somaliland's history. Despite the region's relative peace and security, competing claims over land serve as one of the major sources of actual and potential conflict in both rural and urban settings. In the early 1990s, inter-communal clashes of strategic public assets led to military confrontations that nearly derailed Somaliland's historic reconciliation efforts. More recently, Hargeisa's rapid and dynamic economic transformation has created a different, more localized set of resource pressures, in which urban space is increasingly contested by returning diaspora and investors seeking to reclaim treasured land long since occupied by former rural migrants that mostly flooded into the city in the aftermath of the conflict.

Historically, land disputes have been settled mainly by traditional elders, although Somaliland's formal legal system has taken over primary responsibility for this function as its capabilities have grown. However, the rapid and dynamic nature of post-conflict urbanization has outpaced the evolution and capacity development of these institutions, and their failure to absorb the shocks of proliferating land disputes has been seen as a major threat to law, order and stability in the Somaliland capital. The need for a streamlined and legitimate process to handle these cases was therefore urgently evident, and from this need the novel solution of a Land Dispute Tribunal, run by the municipal government, came into being. Originally established in 2011 by ministerial decree, in line with the Urban Land Management Law of 2001 (Law no. 17), the LDT has now become a first port of call for those seeking justice in cases of property rights in Hargeisa.

It was in 2013 that the LDT fully materialized from a concept into a functioning institution with a seven-member arbitration committee. To date, the mediation body has overseen over 600 cases, and nearly 99 percent have been settled without appeal, dissent or violence from the settling parties. Women in particular have flocked to the Tribunal, which they have found to be a much more impartial body for exercising their right to land inheritance than the traditional legal system, which normally prejudices the ownership claims of male community members.

The tribunal's success is thanks in large part to the leadership and zeal of its current Chairman, Mohamed Abdirahman

Jama. A former merchant with a successful business importing medicine from Saudi Arabia, Mr. Jama eventually shifted to public service, ultimately being appointed the head of the LDT after being instrumental in its maturation. With support from UN HABITAT under its JPLG partnership, the LDT now boasts a brand new office headquarters in the centre of the city, and operates under a comprehensive regulatory framework, case management system and set of manuals developed through extensive consultation with all stakeholders. With such physical and procedural roots in place, and with the committee and tribunal staff members extensively trained in the mediation processes, the LDT is now a well-entrenched fixture within Somaliland's peacebuilding architecture.

According to its proponents, the LDT has thrived in large part because, instead of imposing an external system on top of Somaliland's capable hybrid model of governance, it serves as a bridge bringing together the various existent stakeholders at its disposal. From traditional elders and religious leaders, the Tribunal mobilizes deep-rooted mediation experience, popular respect and communal influence, while from the state and its formal courts system it harnesses the legal authority and enforcement power of the police.

It was with these considerations in mind that Ms. Fadumo Osman, as the family head, urgently reached out to the LDT to intervene on behalf of her two sons. Heading her complaint, the Tribunal's administrative committee was assembled, and began to undertake its investigative process. The team surveyed the plot, spoke to witnesses identified by both parties, recalled to the commission of elders who had originally brokered a deal, and then referred back to the relevant stipulations of Somaliland's Civil Procedure Code. With all the pieces in place, the committee reaffirmed the original agreement, this time with the backing of the formal courts system. Over two years later, an argument that had threatened to disrupt the calm of a sprawling district on the northeastern outskirts of Somaliland's capital has instead subsided, leaving the two brothers with the freedom to establish a new home for their families.

Speaking on cases such as these, LDT Chairman Mohamed Jama notes the importance of local ownership of the process. "Conflict resolution in Somaliland has always been a local affair. The trust and solidarity developed through personal relationships serve as the backbone of all efforts at consensus and reconciliation, and the local government, as the administration closest to the people, is therefore perfectly positioned to mobilize the entire community to find legal solutions to the common problem of land conflict." This innovation has been instrumental in the Somali people's ability to recover in the wake of past conflict, and is now proving to be vital in preventing such devastation to arise again in the future.

Garowe – Resilience and Agency

The inhabitants of Puntland are no strangers to climatic shock and distress—be it from droughts, flooding or the persistent harshness of the semi-arid terrain. Changes to the region's climate have caused weather patterns to be ever more unpredictable in recent years, especially as environmental degradation increasingly exacerbates the erosion of traditional coping mechanisms. But this haunting precariousness reached new heights on 9 November 2013, when coastal communities such as Eyl, Beyla and Hafun could do little but bear witness as clouds engulfed the skyline, chilling winds convulsed and choked the atmosphere, and violent tides began eating their way up the waterfront.

The tropical cyclone that bombarded Somalia's northeastern shores left devastation in its wake, killing an estimated 150 people, displacing many more, swallowing up countless livestock herds, and leaving shelters and economic assets in ruins. The destruction was not confined solely to the periphery, but also impacted the capital, Garowe, and its surrounding areas. Most dramatically, this included the collapsing of the Middigar Valley bridge, a vital section of infrastructure along the main road linking Garowe to the port city of Bossaso, which left a large portion of the country cut off from external humanitarian assistance. By disrupting trade and transport networks, the breakdown of the road network also represented a substantial threat to economic activity and basic livelihoods.

The bridge was dilapidated beyond repair, and to rebuild it from scratch would, in the words of Abshir Mohamed Abshir, the Director of Planning at Puntland's Ministry of Finance, "require the urgent collective mobilization of all spheres of society." The central government, local councils and business community sprang into action, immediately convening a task force to devise a strategy and divide up responsibilities. To raise funds, the central government taxed all commercial vehicle activity, the business community contributed their share and inspired their diaspora networks to do similarly, and the Garowe municipality rallied local communities to donate livestock, enlisting the support of traditional elders as trusted intermediaries. In total, over \$600,000 was collected from public and private sources.

In the meantime, the search for a suitable contractor was initiated, and the construction's blueprints began to take shape. Here, the accumulated capacity of the local government truly came to light. Since partnering with JPLG in 2008, Garowe municipality had received training, policy guidance and technical support to develop clear and efficient procurement methods, standardized oversight measures, and decentralized arrangements for service delivery cooperation with the central government. Municipal departments had acquired a wealth of engineering and management experience in road infrastructure development, and had established a deep working relationship with community groups to ensure that priority district regeneration projects occurred efficiently and transparently.

The business community, which had the most at stake financially, placed a lot of their trust in the local government as a result of greater understanding and mutual esteem developed through working together on local development initiatives. As one manager at a transportation conglomerate, whose business was severely threatened by the road damage, noted, "local government has earned the full trust of the public in its ability to deliver services to the people. From our experience being consulted as part of the local government's regular district prioritization and planning, we feel that the municipality truly values and responds to our contributions, and we have since maintained close contact with the mayors and councilors and regularly update each other on issues of local economic development."

Buoyed by the backing of the business community and central government, Garowe's local administration took on a leadership role in coordinating the resource management efforts, and in managing the procurement process. As valuable time passed, and the price of staple commodities continued to rise, engineers from the local public works department toiled alongside their counterparts from the Puntland Highway Authority and Ministry of Public Works to ensure that the contracted companies progressed in a steady and accountable fashion. The municipality also donated several vehicles to facilitate the construction work.

Reflecting on the process, businessman Mohamed Aden, who provided financial support to the recovery efforts in order to help keep his flourishing hotel business operational, praised the district administration "for standing alongside us day and night since the rebuilding initiative began, and taking the lead in important aspects, such as conducting monitoring and evaluation missions and providing engineering expertise." For Mr. Aden, this proactivity reflected "a newfound confidence and managerial effectiveness resulting from the evolution of local administration under JPLG. [The various stakeholders] supported these proactive interventions because district officials have a full awareness of the local communities and their situation, and because they have proven their ability to deliver on infrastructure projects supported by JPLG, including Garowe's Islaan Maxamed Road and Wadajir Road."

In the end, a sophisticated engineering feat—in which a series of concrete culverts and asphalt was laid over a 180 meter wadi—was completed within a matter of six months. At the ribbon-cutting ceremony on July 31st 2014, Puntland's President Abdiweli Gaas pointed to the bridge as a symbol of what the region's government and people can accomplish through their own capabilities and resources, which would not be squandered through corruption but instead invested in rebuilding the country. For those bystanders looking on as their president, flanked to the right by

the Mayor of Garowe, led a parade of officials and community representatives across the tarmacked expanse, surveying the handrails patriotically emblazoned in the tricolor likeness of the Puntland state flag, the resilience and promise of a society united by common goals, achievements and responsibilities were on display for all to see.

III. Other Assessments or Evaluations (if applicable)

- Report on any assessments, evaluations or studies undertaken.

During the second half of the year, in collaboration with JPLG, Interpeace²⁰ and its Somali partner piloted the Local Governance Barometer (LGB) in three selected districts: Borama, Burao and Salahley. The LGB was designed to be a locally-owned survey mechanism that would regularly assess and measure perceptions and performance of local governance. The Barometer is comprised of two main components: a district-representative survey of 1,800 adults (i.e. a public perception survey) and a self-assessment "scorecard" for district administrations, including district councils. Both components of the Barometer focus on core dimensions of governance, such as accountability and responsiveness, equitable participation and inclusiveness, efficiency and quality of service delivery, transparency and rule of law and equity and inclusiveness. In order to ensure full local ownership of the methodology and the findings, a steering committee was established with representation from government, civil society and other key stakeholders, to consult on the LGB. The indicators included in each component of the LGB were derived from existing policy and legal frameworks and were selected as a result of consultative processes led by the steering committee. JPLG has aligned its outcome indicators "Quality of service delivery capacity of local governance in JPLG-supported districts" (Outcome 2.1) and "Public perception of local governance's capacity to deliver services in JPLG-supported districts" (Outcome 2.2) with specific indicators in the LGB. The program reports against Outcome Indicator 2.1 with caution and the caveat that local administrations of the three districts in which the LGB was piloted are not representative of districts that will be included in the future sample; therefore, these pilot results are not an accurate prediction or indication of future self-assessment scores for quality of service delivery. Interpeace will provide data against Outcome indicator 2.2, at a later date, once it completes data processing and interpretation

IV. Programmatic Revisions (if applicable)

- Indicate any major adjustments in strategies, targets or key outcomes and outputs that took place.

V. Resources (Optional)

- Provide any information on financial management, procurement and human resources.
- Indicate if the Programme mobilized any additional resources or interventions from other partners.

²⁰ <http://www.interpeace.org/programmes/somali-region>