



SOMALIA UN MPTF

PROGRAMME QUARTERLY PROGRESS REPORT

Period (Quarter-Year): 4 quarter 2015

<b>Project Number and Title:</b> UN Joint Programme on Local Governance and Decentralised Service Delivery	<b>PROJECT START DATE<sup>1</sup>:</b> 1 <sup>st</sup> January 2013	<b>AMOUNT ALLOCATED by MPTF</b> <i>(please indicate different tranches if applicable)</i> \$...N/A <sup>2</sup>	<b>RECIPIENT ORGANIZATION</b> ILO, UNCDF, UNDP UNHABITAT, UNICEF
<b>Project ID:</b> 00096397			
<b>Project Focal Point:</b> Name: Bobirjan Turdiyev (Programme) / Fridah Karimi (Finance) E-mail: <a href="mailto:bobirjan.turdiyev.jplg@one.un.org">bobirjan.turdiyev.jplg@one.un.org</a> / <a href="mailto:fridah.karimi.jplg@one.un.org">fridah.karimi.jplg@one.un.org</a>	<b>EXTENSION DATE:</b> dd-mm-yyyy NA.	<b>FINANCIAL COMMITMENTS</b>  \$ 145,608,918.81 <sup>3</sup>	Gender Marker:
<b>PSG</b>	<b>PROJECT END DATE:</b> 31 <sup>st</sup> December 2017	<b>EXPENDITURES 31<sup>st</sup> December 2015</b> \$19,713,505 <sup>4</sup>	<b>IMPLEMENTING PARTNER(S):</b> Ministries, NGOs, Contractors, UN agencies
<b>Priority/Milestone</b>			
<b>Location:</b> Somaliland, Puntland, BRA, ISWA, Jubaland and Galmudug.	<b>Sub-National Coverage Areas (if applicable):</b>		

**SITUATION UPDATE: RECEIPTS AND EXPENDITURES (AS AT 31.12.2015)**

Agency	Carryover (2014 - 2015)	Funds received	Total	Expenditures (apprx)	Balance (incl. commitments) (carryover 2015 - 2016)
ILO	1,694,457	3,962,854	5,657,311	3,244,989	2,412,322
UNCDF	1,432,296	3,385,210	4,817,506	4,805,172	12,334
UNDP	2,356,200	2,737,418	5,093,618	4,391,245	702,373
UN HABITAT	2,602,282	2,601,062	5,203,344	3,600,000	1,603,344
UNICEF	3,088,046	1,060,729	4,148,775	2,632,397	1,516,378
PMU	1,106,573	495,005	1,601,578	1,039,702	561,876
<b>TOTAL</b>	<b>12,279,854</b>	<b>14,242,278</b>	<b>26,522,132</b>	<b>19,713,505</b>	<b>6,808,627</b>

**SUB-OUTCOME STATEMENT**

**OUTPUT STATEMENT AND NARRATIVE<sup>5</sup>**

<sup>1</sup> The date project funds were first transferred.

<sup>2</sup> The programme is funded by donors (DANIDA, DFID, EU, NORWAY, SDC, SIDA)

<sup>3</sup> As per approved Project Document (JPLGII)

<sup>4</sup> Data represents approximate expenditures. Final figures will be ready once agencies close their 2015 accounts

<sup>5</sup> No output statement is available as per ProDoc.



SOMALIA UN MPTF

OUTPUT INDICATORS (if available for the reporting period)					
Indicator	Geographic Area	Baseline as of 01.01.2013	Projected Target (as per results matrix)	Quantitative results for the (current quarter) reporting period	Cumulative results since project commencement (quantitative)
# of decentralization or local governance-related policies that are developed (or drafted).	Somaliland and Puntland	0	2 <sup>6</sup>	0	0
# of decentralization or local governance-related legislation/sector specific policies developed (or drafted).	Somaliland and Puntland	2	4	4	4
# of districts that have systems in place to increase revenue generation (e.g. property taxes, business licensing, etc.)	Somaliland and Puntland, Galmudug	6	16	16	16
# of monitoring visits completed by central governments' staff to district level governance bodies.	Somaliland and Puntland, ISWA	NA	12	6 <sup>7</sup>	34
# of districts with established community monitoring groups.	Somaliland and Puntland	NA	15	15	15
“# of local and central government personnel trained in at least one PEM module (but up to 5)	Somaliland and Puntland, MOM.	NA	786 <sup>8</sup>	382	4,254 <sup>9</sup>
# of district council members trained in civic education, public management, procurement and etc	Somaliland and Puntland, MOM.	186	250	245	494
# of community volunteers trained in civic education, public management, procurement and etc	Somaliland and Puntland	36	0	0	0
# of female, who are placed as interns/young graduates for central and local government	Somaliland and Puntland	0	13	21	21
# of districts that implement their LDF budgets as per their workplan and eligible for increase in LDF funding	Somaliland and Puntland, Galmudug	9	16	16	16
# of districts, that implement pilot Service Delivery Models (SDMs) in the areas of health, education,	Somaliland and Puntland	0	13	13	13

<sup>6</sup> Discussion on distribution of roles in connection to decentralization and/or local governance is continued between FGS and new states (ISWA, IJA)

<sup>7</sup> To be corrected upon completion of the AR 2015.

<sup>8</sup> The set target is preliminary as programme has no approved training strategy.

<sup>9</sup> These data was not verified due to lack of common training database for five UN agencies.



**SOMALIA UN MPTF**

roads, NRM or WASH with JPLG support					
# of districts that have developed participatory AWP, which include priorities/activities where women are a primary beneficiary, using JPLG tools	Somaliland and Puntland, Galmudug	12	16	16	16

UNDP ONLY: sources of evidence (as per current QPR)

**NARRATIVE**

At the level of policy and legal frameworks supporting decentralized service delivery in Puntland and Somaliland, the focus has been on the implementation of the decentralization policies and roadmaps adopted in 2014. In order to drive decentralization efforts forward, and in line with the Decentralization Policy roadmap, an assessment and review of the policy was conducted for Somaliland. Two workshops brought together the sector ministries, IMC secretariat and the IMC DG Working Group and jointly identified areas of progress and proposals on how to advance the policy implementation in the next phase of 2016-2018. The assessment concluded that implementation of the decentralization policy and roadmap, while generally successful, requires improved coordination of some of the stages of the implementation, including a harmonized legal review process of the four LG related legislation and a more detailed roadmap that clarifies roles and functions of the respective sector ministries and district governments. Additionally, the assessment concluded that the process of decentralization would benefit from the devolution of additional roles and responsibilities in other sectors accompanied with the devolving of finances and authorities.

During the reporting period the sub-working group on State Formation chaired by MoIFA under PSG 1 has advanced in coordinating actors involved in district council formation processes. The formation of district councils is seen as a critical factor in the stabilization and reconciliation process.

The formation of Galmudug Interim state and establishment of the government structures in ISWA and JA impact the programme implementation in the south and central regions of Somalia. JPLG, being a local governance and decentralization programme, will collaborate with the lowest level of government that has capacity to deliver services (in line with the Federal Constitution). A series of discussions between MoIFA and ISWA MoI have contributed to clarifying roles and responsibilities with regards to local governance and service delivery.

The programme presented final drafts of Local Government Finance Policy and Procedures for key stakeholders in Somaliland and Puntland. The policies depict holistically all financial aspects at local government level and how they are linked to the central government broader PFM strategy and priorities. It's a first stepping stone to move towards better fiduciary system to ensure the legal use of public money and its safety.

During this quarter, there has been demonstration that the revised Local Development Funding modality and introduction of focus on Local Revenue Mobilization have generally been embraced with MoI and MoF in both Puntland and Somaliland participating in promoting reforms and taking leadership. There has been direct training of local government officials in local revenue mobilization by the consultants with support from MoI training teams. All the districts in Somaliland and Puntland are developing own Local Revenue Mobilization Action Plans (RMAPs).



## SOMALIA UN MPTF

**Other Key Achievements** *(please use this section to highlight your key achievements for the quarter using bullet points if preferred)*

### **OUTCOME 1. POLICY AND LEGAL FRAMEWORKS ARE IMPROVED TO ENABLE LOCAL GOVERNMENTS TO EFFECTIVELY DELIVER EQUITABLE SERVICES.**

- The Puntland Cabinet approved the Urban Regulatory Framework (URF) which includes provisions for physical plan formulation and adoption process to be devolved to local government as stipulated in the Decentralization Policy, and guiding framework for development of Puntland urban land management law.
- The programme completed Local Government Finance Policy and procedural manuals and presented them to the governments of Somaliland and Puntland
- District councils of Qardo and Bossaso adopted Solid Waste Management (SWM) and Bio-medical Waste Management (BMWM) by-laws.
- The Task Force for the harmonization of social sector planning was established in Somaliland and the first meeting held on 28<sup>th</sup> December 2015. Representatives of the social sector ministries that attended the meeting agreed to cooperate on a variety of key tasks to align local and central level planning.
- Ministry of Interior led a series of harmonization consultations in three districts of Puntland to review existing plans (e.g., DDF, P5YDP) and to support harmonized planning between state and local levels. One validation workshop held in Garowe, others to follow.

### **OUTCOME 2. LOCAL GOVERNMENT CAPACITY FOR EQUITABLE SERVICE DELIVERY IS IMPROVED.**

- Civic Education activities (on roles and responsibilities of local governments and citizens) were initiated in Banadir and ISWA (Baidoa) with participation and support from MoIF, regional and district authorities; 1,156 individuals (446 females) participated in initial consultations with local government across 17 districts of Banadir; 160 participated in one (1) district of Baidoa. In Banadir, 16 cultural events with attendance of more than 2,500 people raised awareness on government/citizen roles and responsibilities and encouraged national identity; documentary recordings were produced and broadcast on two TV channels and two radio channels with nationwide reach.
- Capacity assessments were conducted in Social Affairs Departments in all eight JPLG Service Delivery Model pilot districts (of Somaliland and Puntland), enabling preparation and planning for “targeted capacity gap trainings” for next quarter.
- The programme completed report and recommendations on the harmonization of the legal systems resolving land disputes in Somaliland and Puntland. It provides recommendations to transform and build hybrid land dispute institution accommodating customary legal system to improve access to justice & obtaining legal redress, increasing legal responsibility and accountability and finally in reforming legislation, policy and practice related to land governance.
- A gender responsive training on land tenure developed for grass roots groups for Puntland and Somaliland. The training is aimed to enhance the gender-responsive capacity of grass-root groups and local governments in land tenure issues.
- Puntland and Somaliland have reviewed Local Government Financial Management Manual (LGFMM). The manual provides step by step procedure of managing the following key areas; 1) Financial Management; 2) Budget Preparation and Execution; 3) Revenue Generation; 4) Expenditure Management; 5) Accounting and Control; 6) Fixed Assets Management; 7) Financial Reporting.
- Somaliland Local Government Audit Committee manual developed. The manual is instrumental for strengthening the internal control mechanism of the local governments.

### **OUTCOME 3. POLICY AND LEGAL FRAMEWORKS ARE IMPROVED TO ENABLE LOCAL GOVERNMENTS TO EFFECTIVELY DELIVER EQUITABLE SERVICES.**

- Education Service Delivery Model in three Somaliland districts resulted in positive impact for a total 170 primary



## SOMALIA UN MPTF

schools through decentralized service delivery, including: improved hygiene and sanitation; four (4) new classrooms (with furnishings); fifteen (15) rehabilitated primary schools; and twenty one (21) primary schools furnished.

- Solid and bio medical waste management Service Delivery Models were developed for Qardo and Bosasso to support decentralization of the government functions.

**Challenges (include: Delays or Deviations) and Lessons Learnt:** *(if any, briefly describe the delays or changes in focus, approach or targets, and provide a short justification for the change (1-2 paragraphs))*

- Security and changes in political leadership will continue to impact the project. Sustained support from all concerned actors (UN, Government and donors) is essential to remaining on-course and to secure gains achieved. The highest level of adaptability and creativity on behalf of the entire JPLG team and Somali counterparts must continue to be utilized.
- The continued high level of security in Somaliland and Puntland reduced number of missions as the programme does not have a sufficient operational capacity, i.e. lack of armored vehicles in each of the zones. It is planned to procure programme's AV in 2016.
- The lack of operational capacity, particularly in the new States, is a significant challenge particularly to the expansion of the JPLG into newly emerging district governments and emerging interim administration/states. Particularly, in these new areas the UN must create the operational capacities as a prerequisite for effective project delivery. Increased effort in this area is seen as vital.
- UN Habitat disbursements of funds to partners were delayed as the organization transited to UN Secretariat's new financial management system "UMOJA". Local civil society organizations and partner local and central governments were more affected than INGOs, which were able to pre-finance activities.
- Several reshuffles at the government institutions in Somaliland and Puntland continued to hinder implementation of the programme in terms of fluctuating capacity and engagement of key government players. It was noted several times that such steps lead to weak institutional memory and additional efforts in discussions with partners since new officials tend to disregard agreement reached with his/her predecessors. JPLG needs to address this by developing a rapid induction process for new government counterparts. In Puntland there was a rapid response from MOI and UNDP to train newly elected district council members. This proved to be very effective and was well received.
- In 2015 many JPLG activities/trainings collided with other sister agencies' activities, particularly during the end of the year where every agency is struggling to meet deadlines. This has caused delays in some of activities and trainings in districts.

**Peacebuilding impact** *(for Joint Programmes receiving PBF funding only – briefly describe impact – achieved and/or intended – of activities that have been undertaken on peacebuilding and stability, with supporting evidence if/when available and relevant; include in particular assessment of theory of change – and the extent to which it is being validated or challenged – and assessment of gender related impact)*

### **Additional Information** *(Optional)*

The election of the four district councils in Puntland have not resulted in significant changes in the balance of women and men district council members. However, the new Garowe district council consists of 27 members five are women (previous council had four women); Previously Gardo district council had four women while the new council only has two women representatives. Jariban's new district council comprises of 21 members with four women, which means no change from the previous district council composition. The representation of women on the district councils does not meet the requirement of the Presidential degree of 20-30% representation of women at all government institutions including local government councils.

UNDP-JPLG continued focusing on engagement of stakeholders on the role of women in local government in 2015. A



## SOMALIA UN MPTF

series of dialogues and workshops targeting increasing women's participation and engagement in local elections and local government was conducted in Puntland with the engagement of MOWAFA. UNDP-JPLG has engaged the partners on setting gender targets for recruitment and participation in trainings and engaged MoWDFAFA as an implementation partner in supporting women in political participation in local government elections.

In the complex context of Somalia establishing realistic expectations is a challenge for achieving higher sustainable levels of delivery. The JPLG is working to enhance its ability to adapt to the social, economic and political realities of Somali government and community partners. While the five year programme is designed to increase outputs on a quarterly and annual basis the reality is that there will be periods in the year, and over the five year programme, where the JPLG and the Government will be less productive. For instance, when a community is in a period of elections their Government's ability to debate new issues, pass legislation, create improved systems and even delivery services are diminished. However, when a community's Government is in a period of post-elections there is often a heightened space for consensus and for technocrats to delivery government services. Other political, social and economic factors also effect the delivery cycle. For example, reshuffles of cabinets, heightened insecurity, broad dialogue on constitution reform, etc. If these factors and many other competing factors that the project partners need to balance, are not considered in our planning process unrealistic expectations of what can be achieved will be the outcome. In response the JPLG has engaged closely with Government and donors to agree and more realistic delivery targets and have consequently lowered previous expectations on delivery timelines of a number of milestones. The project has established consultative meetings with all partners that occur not less than twice a year to review and adjust targets of the annual work plan.