



**UNITED NATIONS**

**Joint Programme on Local Governance  
and Decentralised Service Delivery  
in Somaliland**

**SOMALILAND  
WORKPLAN AND BUDGET  
2009–2010**

September 2008

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## List of Abbreviations

AA	Administrative Agent
AWPB	Annual Workplan and Budget
BCPR	Bureau for Crisis Prevention and Recovery
CBPS	Community Based Peace Support
CDD	Community Driven Development
CDRD	Community Driven Recovery and Development
DBF	District Basket Fund
DRC	Danish Refugee Council
IDPs	Internally Displaced People
ILO	International Labour Organisation
JNA	Joint Needs Assessment
JPLG	UN Joint Programme for Local Governance and Decentralised Service Delivery
LDF	Local Development Fund
M&E	Monitoring and Evaluation
MIS	Management Information System
OES	Outcome Evaluation System
PCU	Project Coordination Unit
PFM	Public Financial Management
PWG	Programme Working Group
RDP	Somalia Reconstruction and Development Programme
ROLS	Rule of Law and Security
RSL	Recovery and Sustainable Livelihoods
SMT	Security Management Team
TOR	Terms of Reference
TWG	Technical Working Group
SUDP	Somalia Urban Development Programme
UNCDF	United National Capital Development Fund
UNDSS	United Nations Department for Safety and Security
UNTP	United Nations Transition Plan

# 1 SUMMARY

The United Nations Joint Programme for Local Governance and Decentralised Service Delivery (JPLG) in Somaliland is a five year programme from 2008 to 2012 of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. This document is the first Annual Workplan and Budget (AWPB) for the JPLG and covers 24 months from January 2009 to December 2010. It will be reviewed in the last quarter of 2009. The total budget for the first 24 months is USD 7 million, of which USD 0,4 million is already secured, leaving a funding gap of USD 6,6 million.

The JPLG is aligned to the programming frameworks of the Somalia Reconstruction and Development Programme (RDP) 2008-2012 and the UN Transition Plan (UNTP) 2008-2009. It is envisaged to achieve as wide coverage as resources and conditions allow with a comprehensive approach to rendering local governments as credible basic service providers, and strengthening civic awareness and participation in decision making. The JPLG covers most of Outcome 2 in the UNTP.<sup>1</sup>

The **overall objective** of the JPLG is that *local governance contributes to peace and equitable priority service delivery in selected locations.*

The **specific objectives** are that:

- (i) Communities have access to basic services<sup>2</sup> through local government, and
- (ii) Local governments are accountable and transparent.

Throughout the Programme, strong emphasis will be placed on the role of marginalised groups, human rights and good governance principles of transparency, accountability and participation.

The two specific objectives address both the 'supply' and the 'demand' elements of local governance. The supply being the delivery of services by local governments to communities; and the demand being that communities demand accountable and transparent delivery of services and management of funds from their local government.

The **partners** in the JPLG are the Somaliland Authorities, as well as regional and district authorities that have been established through legitimate election processes, as well as communities and other relevant actors in the target areas.

The primary **target groups** for the interventions are local communities. The secondary target groups are district and regional councillors and staff, as well as staff in relevant central government institutions, notably in ministries responsible for local government, planning, public works and finance. Where relevant, non-state actors will be used to help build capacity among the primary and secondary target groups; as well as contracted in the service delivery process.

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<sup>1</sup> UNICEF's water and sanitation programme which falls under Outcome 2 of the UNTP is currently being integrated into the JPLG.

<sup>2</sup> Basic services are defined as improved water, health, sanitation and education services as well as infrastructure.

The **expected results** of the JPLG over the next two years are:

- (i) Local government policy, legal and regulatory framework in Somaliland is enhanced;
- (ii) Legitimate Regional and District Councils established/strengthened in up to 10 Districts;
- (iii) Up to 10 districts' capacity to govern and manage service delivery enhanced;
- (iv) Target district councils have awareness about options of revenue generation;
- (v) All eligible district councils have at least one priority service delivery project funded annually;
- (vi) 25 communities and 10 private sector service providers have developed capacity to deliver services;
- (vii) Target communities in up to 10 districts have basic understanding of their rights and responsibilities vis-à-vis district councils;
- (viii) Annual district plans and budgets in 10 districts reflect community priorities;
- (ix) Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational;

The **main activities** will be:

- (i) review and facilitation of the local governance policy formulation and law harmonisation;
- (ii) facilitation of community consultations and (s)election of councils;
- (iii) capacity assessment of local government; and development and implementation of a district capacity building package;
- (iv) assessment of revenue generation capacity, opportunities, and development of capacity for revenue collection;
- (v) allocation of funds to eligible community and district priority projects;
- (vi) design and implementation of a capacity development package for community and private sector enterprise;
- (vii) review, develop and implementation of a civic education programme;
- (viii) review and introduction of participatory development planning and budgeting mechanisms; and support in the implementation of revised mechanisms;
- (ix) development of participatory community monitoring tools; and assistance in the implementation of these tools.

The activities will allow capacities, structures, mechanisms and tools for local governance and service delivery to be put in place; and for communities to hold their councils accountable. Currently, the policy framework to enable this is weak or absent, and where it exists, overlapping roles and responsibilities need to be clarified in order to make policy implementation efficient.

The **methodological approach** is to ensure that extensive emphasis will be placed on development and implementation of a capacity building package both at the district and community level in order to facilitate planning, budgeting, implementation and monitoring of service delivery. At the same time, support is given to the development of an appropriate policy and regulatory framework. In addition, all eligible target district which receive capacity building support, will also receive funds for investment and service delivery projects, through the establishment of a District Basket Fund. This will enable the development of the districts capacity through actual delivery of investment and delivery of services projects.

The JPLG aims to target 10 districts in the 2009-2010 workplan. These target districts will receive a basic training package as well as the District Basket Fund. As the target districts build their capacity through the basic training, improve their performance and meet established criteria they will become eligible for further support i.e. the advanced capacity building package, and may be eligible for a second round of the District Basket Fund.

The funds will be disbursed directly to the communities and the districts to implement prioritized projects identified through the use of common planning and prioritisation guidelines with clear steps for rights based objective setting, community consultation, prioritisation, budgeting, implementation, monitoring and evaluation. Capacity building support will also be provided to the communities to enable them to participate in the planning and delivery process and empower them to hold their councils accountable and demand for equitable delivery of services. This is fundamental to enhancing local governance, and in essence a core requirement to sustain peace in a fragile security environment.

**Management** of the JPLG: The co-location of UN staff involved in the JPLG into one compound is completed in Hargeisa. Staff from the different agencies will take up specialised tasks across agencies and thus avoid duplication. A team leader from UN-Habitat has been appointed for Somaliland and all UN staff, notwithstanding their agency affiliation, will report to this team leader. Project Managers from each agency make up the Technical Working Group (TWG) in Nairobi, and manage the JPLG across Somaliland, Puntland and South Central Somalia. The TWG sits in the Project Coordination Unit (PCU) managed by a Senior Joint Programme Manager, and supported by support staff for communication and monitoring & evaluation (M&E). The PCU reports to the Programme Working Group (PWG) of the UNTP, which approves documents for the Steering Committee.

The **risk assessment** done by the JPLG indicates the following: Somaliland security remains stable in the west, however, Sool, Sanaag and areas of Togheer remain volatile. Access to programme locations and beneficiaries is good, and an established and committed central authority is in place. The partners in Somaliland voice strong demand for refined local governance and service delivery support.

The programme strategy for **sustainability** is largely based on an approach to build on and enhance capacity of local partners and institutionalise structures, common process and tools for governance and decentralised service delivery within the respective partners. In addition, the strategy will also be to ensure that intergovernmental transfers and own source revenue collection become an important part of funds available within districts. The programme will promote planning approaches and service delivery that take cognizance of and support local economic development which in turn will help expand the capacity of constituents to pay for services and therefore expand the revenue base of the districts. The sustainability of the action will be linked with UNTP Outcome 5 on support to livelihoods; and Outcome 4 on social services. Further to this, the programme will avoid development of parallel and/or structures and processes that over-burden councils and communities.

**Funding** for the JPLG is currently being mobilised and some commitments from donors have been made. Existing funds raised prior to the JPLG and committed to relevant components under Outcome 2 are being utilised to support the integration and transition process of existing activities into the JPLG.

## **2 BACKGROUND**

The planning for the JPLG was initiated following recommendations by the Joint Needs Assessment (JNA) in Somaliland in 2006. At this stage, fundamental policy documents such as the RDP and the UNTP were in place and created the framework for a focus on decentralisation and local governance. The JPLG partners had extensive consultations with partners in Somaliland, and a Project Document was finally signed between the five UN partners on 2 April 2008. Following this, the TWG consisting of the project managers from the respective UN organisations conducted field missions to agree on priorities and timelines with the Somaliland partners. On 24 June 2008, a pre-steering committee for the JPLG took place in order to draft the Terms of Reference (TOR) for the Steering Committee for the JPLG.

### **Conditions and planning assumptions for Somaliland**

#### **Security**

Security Risk Assessments by UNDSS are constantly updated and prescribe staff levels in, and access to programme locations and beneficiaries. In addition, the Joint Programme has adopted the Risk Management and Mitigation Tool recently developed by UNDP and adapted to the Joint Programme, which defines types of risks and how these may be managed during programme implementation.

#### **District Councils Status**

In Somaliland, local government structures gradually moved from clan-based local authorities to more formal and representative structures after 1991, and resulted in a Local Government Law (2001) and elections of councillors and mayors in 16 districts (2002). Of these elected district councils, 12 have changed their executive committee, the Mayor, Deputy Mayor and Executive Secretary, more than once over the last 5 years. Progress in decentralising administrative functions has been slow and little achievement has been made with regards fiscal decentralisation. Sources of local revenue include land registration and annual property fees, store licensing fees, livestock taxes and customs taxes mainly from the Berbera port. Over half of district budgets are spent on staff salaries and allowances.

#### **Ongoing and previous interventions under the Joint Programme**

Capacity building for district councils and local authorities within the broad areas of governance and service delivery has been an ongoing concern in Somaliland. Previous and ongoing interventions are the:

- Good Local Governance and Leadership Training Programme 2003 -2005 (UN-HABITAT/EC),
- Support to Priority Areas in the Urban Sector 2003 - 2005 (UN-HABITAT/EC & UNDP),
- Somalia Urban Development Programme (SUDP) and complementary projects 2005 - 2008 (UN-HABITAT/EC, UNDP, ILO, Italy, DfID)
- Employment, Enterprise and Livelihoods Programme 2006 – 2009 (ILO/DFID/DANIDA) supports local economic development, community-driven district administered employment intensive works projects and enterprise

development, and through the process builds of capacities, structures and systems of communities, private sector and local administrations.

- Community Driven Recovery and Development (CDRD) initiative (2006-ongoing in Somaliland and Puntland) which aims at building community capacities to plan for service delivery (UNICEF, UN-HABITAT, World Bank and DRC)

These initiatives are now being reviewed and lessons learned and best practices will inform and be integrated into the Joint Programme, as on-going initiatives are harmonised with other initiatives.

### 3 OBJECTIVES

The **overall objective of the JPLG** is set by the UNTP: *Local governance contributes to peace and equitable priority service delivery in selected locations.*

Within this overall objective, **two specific objectives** have been identified, namely

- (i) *Communities have equitable access to basic services through local government, and*
- (ii) *Local governments are accountable and transparent.*

These specific objectives underpin the focus of the programme, i.e. community-driven equitable service delivery managed by the district councils. The JPLG will facilitate delivery by communities and private sector. These objectives are further outlined in the logframe in annex 1, with objectively verifiable indicators, expected results, source and means of verification, and assumptions.

The objectives falls within the following policy document objectives:

- The Somali Reconstruction and Development Programme 2008 – 12 (RDP) priority/goal(s) of deepening peace, improving security and establishing good governance and investing in people through improved social services.
- Outcome 2 of the United Nations Transition Plan 2008-9 (UNTP): ‘Local governance contributes to peace and equitable priority service delivery in selected locations’.
- The Millennium Development Goals: 2 (achieve universal primary education), 3 (promote gender equality and empower women), 4 (reduce child mortality), 5 (improve maternal health) and 7 (ensure environmental sustainability).

The JPLG will work to ensure transparent, accountable and efficient local service delivery, by working at four different levels:

1. Improving legislative and regulatory framework for decentralised service delivery in Somalia;
2. Improving the capacity of existing and upcoming councils;
3. Providing funding for service delivery through councils; and
4. Developing the capacity of communities to become competent (demand side) partners to local governments.

## 4 RELEVANCE

Somaliland declared independence from the rest of Somalia on 18 May 1991 following the fall of Siad Barre, and a parliament was established by consensus. Since the early 1990s, Somaliland has seen remarkable progress on many fronts, not least in a unique reconciliation process, the creation and implementation of functioning governance and judiciary systems, and a democratization process that has led to free and fair elections and a multiparty legislative system. Among key milestones in the democratization process so far has been the adaptation of new Constitution in 2001, local elections in 2002, and presidential elections in 2003. The democratization process culminated with the first multiparty parliamentary elections on 29 September 2005<sup>3</sup>. During the course of the JPLG two significant events will take place: local elections and parliamentary elections in 2009. Despite this, Somaliland has yet to be recognized by the international community as an independent state.

Somaliland has an area of about 180,000 square km. Of its population, 54 percent are pastoralists, 30 percent agro-pastoralists and 16 percent urban dwellers.<sup>4</sup> Split equally between male and female, the population is likely among the youngest in the world, and the population growth rate was estimated at 3.14 percent in 2004. Over the last 15 years, there has been a discernible movement of populations towards towns and cities, with villages growing into towns, and towns becoming cities resulting in rapid urbanisation. In addition, drastic changes in the economy registering major increases in urban service-based activities and in regional trade play a major role, in addition to recurrent crises in rural based production<sup>4</sup>. People tend to be on the move in search of livelihood opportunities ostensibly to be found in the urban centres where new productive sectors are particularly dynamic. The flows and numbers of internally displaced people and returnees are frequently changing, which puts a strain on already limited resources and capacities of local authorities.

Poverty levels are estimated to be high with more than half of the population living below the poverty line (i.e. less than US\$ 2 per day). The figures however reveal large geographic disparities, with per capita income ranging from about US\$ 201-250 in Sahil; and US\$ 251-300 in Sool and Sanaag, to US\$ 301-350 in Awdal, Hargeisa and Togdher regions. In addition, the figures show clear urban-rural disparities, with urban populations far better off than their rural counterparts<sup>3</sup>.

Access to basic services is extremely limited in Somaliland, and constrained by lack of trained staff and physical facilities, limited access to financing, and the government's capacity to provide a sustainable policy framework. Although Somaliland has made significant progress in the provision of primary and tertiary education, it is still constrained by limited capacity, quality of staff and curricula. Basic health service provision are similarly constrained<sup>3</sup>.

### **Somaliland key socioeconomic indicators**

Access to improved water source (%)	41
Access to improved sanitation (%)	40
Primary school enrolment - total (%)	40
Primary enrolment rate - female (%)	32

<sup>3</sup> Somali Reconstruction and Development Programme. Volume IV- Somaliland. 2007

<sup>4</sup> See Productive Sectors Cluster Report for further details

Infant mortality (per 1,000 live births )	73
Under-five mortality (per 1,000 live births)	116
Children (under five) under weight (%)	19
Maternal mortality (per 100,000)	1,044
Proportion of seats in Parliament held by women	2/82
Source: World Bank Development Data Platform 2005, UNICEF Primary School Survey 2005/2006, UNDP MDG Report 2004, Preliminary Results from Somali MICS 2006	

Water supply is inadequate with only 45 percent of the urban population served by either piped water or water kiosks. User charges are high i.e. about US\$ 1.20/m<sup>3</sup> for the piped compared to US\$ 10/m<sup>3</sup> charged at water kiosks indicating that more vulnerable groups are paying far more than affluent groups. In rural areas, about 45 percent of the population relies on water catchments<sup>3</sup>.

The water and sanitation provision is largely implemented by the private sector, illustrating how the government can potentially play an important role as facilitator for service provision. For instance, the public-private water supply partnership in Boroma has resulted in increased access to safe water for the urban population through better and more effective management and maintenance of supply facilities. While these systems and structures present important lessons for the future development of Somaliland, there are however still key systemic constraints preventing them from reaching full potential, including the lack of appropriate laws and regulations<sup>3</sup>.

Somaliland has a decentralized governance model, in which the districts are given the primary responsibility for service delivery. Given the limited capacity for local revenue generation, a state transfer mechanism has been put in place to provide financing, but the fund transfers are still insufficient relative to the functional responsibilities at the district level, and the transfer system does not constitute a re-distribution mechanism that would support poorer districts. Local government provision of social services is also constrained by extremely limited capacity and the lack of direct control of service provision staff<sup>3</sup>.

Service delivery is generally constrained by a lack of trained human resources, physical facilities, limited access to financing, and the government's limited capacity to provide a sustainable policy and regulatory framework. Financial resources are often incommensurate with mandated responsibilities. Salaries and allowances of staff, and security absorb the majority of resources, often over 60%. Levies and fees collected as reported in the Joint Needs Assessment rarely exceed \$2.00 per inhabitant per year in rural areas, and \$4.50 per inhabitant per year in urban areas. This is well below the norm for Least Developed Countries, which is between \$20 and \$50 per capita. These capacity and resource deficits render Somaliland local authorities weak in the face of committing to local development and designing and delivering basic services.

In response to the lack of public investment in social services, non-state actors (i.e. charities, NGOs and the private sector) are mostly providing basic services, often financed through remittances from the Somali Diaspora. However, access to services, such as education, is largely rationed through the payment of a fee, meaning that the system suffers the same inefficiencies as a private system. In other words, those who have the financing gain access to education, whilst those who are poor are excluded.

Service provision relies largely on the local authorities being able to perform their responsibilities, manage resources appropriately and to earn trust with their constituents. Moreover, only government can and is obliged to ensure equitable access

and coverage of all the population through fiscal redistribution. In the short and medium-terms, a mix of government, private and non-state resources will be necessary for improving performance of service delivery, and local governments will need to develop mechanisms for local resource mobilisation and fiscal transfers. Policy needs to be formulated to build a long-term sustained effort where every Somali can participate in and contribute to development through decentralisation, transparent and accountable local governance.

Support to and linking local governance and decentralised service delivery through the Joint Programme will be a core meeting Somaliland's priorities of investing in the people through improved service delivery, establishing an enabling environment for poverty reducing sustained growth and Deepening peace, improving security, and establishing good governance.

## 5 DESCRIPTION OF ACTIONS AND EFFECTIVENESS

### *Specific Output 1 – Communities have equitable access to basic services through local government.*

Specific output 1 focus on the 'supply' side aimed at initiating the establishment of appropriate policy, institutional and legal frameworks; establishment/strengthening of district and regional council; enhancing the local government's ability to govern and deliver services in a equitable manner.

The targeted results under Output 1, including the major strategies and actions to achieve these results are as follows:

**Result 1.1: Local government policy, legal and regulatory framework in Somaliland enhanced.** This will mainly concern development of decentralisation policy and review of existing regions and district laws; review of the legal framework for land; review of taxation policy; and harmonisation of existing legal framework and regulations to identify and address overlap. Priorities in the first 24 months will be to (i) harmonise current planning and procurement guidelines in order to ensure that district councils have one planning approach notwithstanding the source of funds, and develop new relevant guidelines; (ii) to review decentralisation, land management, and taxation policies.

The first activity is fundamental in order to secure the minimal regulatory framework needed to allow districts to plan and invest for service delivery. The second activity is important in the medium term in order to clarify roles and responsibilities, as well as the review the most necessary legal framework to allow for taxation. Taxation is fundamental for sustainability as it is envisaged that own source revenues will cover recurrent costs and part of the development budget for the districts. The amount of own contribution to the development fund will vary between the regions and urban/rural districts, and will be revised annually depending on lessons learned.

In addition to this, work will start on review of the current intergovernmental transfer system in Somaliland. The task will assess the support needed over the next couple of years if development funds to the districts is to be channelled through this system in the medium term, for example with a pilot in 2010. The aim would be to strengthen the transfer mechanisms while transferring funds from development partners.

Other supportive regulations that will require review and development and/or strengthening will include for example, development and implementation a merit based recruitment system catering to various levels of the administrations.

Further to the establishment of the legal and regulatory framework, support will be given to core ministries and regional governments to play their role as identified in the relevant legal framework. Core ministries targeted for such support are in particular the ministries responsible for local government, planning, finance and public works. This will be closely coordinated with UNTP Outcome 1 on institutional development to ensure that overlap is avoided. However, support given to ministries within the framework of the JP will be for targeting activities and consultants of relevance to local governance, and therefore overlap is not very likely. Support to regional governments

will address their role to coordinate planning at a regional level, more specifically through regional integration workshops which are part of the district planning process, and in general to play a coordinating role between the local and the national level, and contribute to reconciliation and conflict resolution.

**Result 1.2: Up to 10 districts have legitimate councils established/strengthened and operational.** In Somaliland, the JPLG will support in principle only category A, B and C districts (as classified by the administration), which are considered legitimate. The category D districts and the recently established districts (yet to be classified) will not directly fall within the target districts because Somaliland requires that all districts should have a certain amount of revenue collection to be considered 'legitimate'. However, in order to support the D districts to become C districts, the JPLG will provide some support to revenue identification and capacity development for own source revenue. Also, provisions will be allowed for part of the development funds allocated to the C districts to be used to support service delivery in D districts.

**Result 1.3: Up to 10 district councils' capacity to govern and manage service delivery enhanced.** The JPLG has agreed with counterparts on the development of a district capacity development package including a 'basic' and an 'advanced' package. The basic package includes nine series or sets of modules (see attachment 3).

Series 1-4 is the basic package consisting of the following:

- Series 1: Introduction to structures, roles and responsibilities (including basic training on HIV/AIDS, basic labour rights to work, wages, decent working conditions, gender equity, human rights, basic conflict resolution and environmental awareness).
- Series 2: Training on basic planning, basic financial management (basic budgeting and accounting), basic procurement and basic M&E. This training follows the district planning and investment process and kick-starts the planning process, with the larger part of the training being on-the-job training for councillors and staff in the actual planning process. This process is fundamental for allocation of district funds, and comes along with the funds (see below for further details on the funds).
- Series 3: Basic Revenue Collection and training on billing and collection systems. This is designed to help ensure that councils collect revenues and manage the revenues in a proper manner in order to cover recurrent costs and part of the development budget for the district.
- Series 4: Project cycle management for service delivery for district staff. It addresses project planning, design, implementation, supervision, technical oversight and environmental management.

Districts will be expected to have undergone basic training and acquired skills in basic planning, investment and financial management and basic service delivery before they can proceed with the advanced capacity building package. Refresher training on the basic package will be given to districts according to needs. It is anticipated that basic and refreshment training will be the main focus with regards to capacity building for rural districts and C districts not only for the period covered by this workplan but most likely for the entire Joint Programme period.

The advanced package (designed for municipalities and advanced districts) covers series 5-9.

- Series 5: District Financial Management and is designed for district staff. It will include training on basic public financial management, accounting and public auditing.

- Series 6: Designed for district councillors and district staff on procurement covering public-private partnerships, contracting and contract management.
- Series 7: Conflict and dispute resolution for district councillors and staff.
- Series 8: Performance management systems for district staff.
- Series 9: Land management and administration for district councillors and staff.

The following principles will be applied in the development and delivery of the package (i) the JPLG will work primarily with already established institutions (ii) standard for workshops and training will be applied.

Part of the support to the districts will include development of a Management Information System, which can inform all levels of government as well as UN and development partners on the progress towards improved local governance and service delivery and the use of funds. This is further elaborated in the M&E chapter below.

**Result 1.4: Targeted district councils have awareness about options of revenue generation.** A special focus will be given to the development of capacity to increase revenue collection, and an appropriate management of these funds. The vision is that all recurrent costs of the district and regional councils should be covered by own source revenues, as well as part of the development budget (30 % in urban areas and 10% in rural areas). In the initial phase less-able districts will only be required to cover the recurrent costs from their own source revenues, as their own source revenue potential is expanded. Links will be established with the activities under the Public Finance Management activities supported by the World Bank, DFID and UNDP to ensure proper development of fiscal management and the transfers and collection of tax, tariffs and fees at the local level. This is key to increase ownership at the local level and to enhance sustainability.

**Result 1.5: All eligible district councils have at least 1 priority service delivery project funded annually.** Funds to strengthen the district councils' capacity to deliver services to local people will be provided. The JPLG will move towards developing a Local Development Fund (LDF). Pilots for this will be implemented through the establishment of a District Based Fund (DBF), which will be the central focus in 2009 and 2010. The DBF will be allocated to eligible districts that have completed series 1 and series 2 training. Series 2 will allow for the planning and investment process to take place, and funds will only be released for service delivery projects in districts that have followed the process as identified in the planning process. It is proposed that up to USD 100,000 will be allocated to eligible districts. The funds will be transferred directly to contractors or service providers following the regulations as stipulated in the planning manuals. The councils will be required to issue Request for Proposals, carry out the procurement process including transparent and public bid opening meetings with UN observers present, and to enter into contracts with the eligible service provider. Until proper financial management systems are set up through Treasury the service providers will be paid directly from the JPLG based on requests from the district councils supported by a statement from the user group and with technical verification by UN Staff or independent monitoring. Details of requisite documentation as proof for each step of the planning and investment process are specified in a separate M&E framework, which the councils are taken through as part of series 2 training.

The DBF will include the current Community Driven Development (CDD) Fund supported by the World Bank, UN Habitat and UNICEF. The intention is that the relevant community consultation aspects of the CDD planning process will be harmonised and become a part of the consultation by district councils with the communities. Once the DBF system is up and running and proven to be efficient, the CDD fund as it is presently

disbursed directly to communities, will cease to exist and the money will be transferred to communities through the district council. It will thus become an earmarked part of the DBF targeted at communities. The DBF will therefore consist of a fully discretionary part, and an earmarked part for community projects.

The district council will be responsible for the planning and investment process of the DBF. The district council will be signatory to all contracts. For the part of the DBF that is earmarked for community projects, the district will delegate to the Village Development Committee (which in Somaliland is a recognised institution in the legal framework) to enter into contracts on its behalf. 'Communities' through their Village Development Committee will be able to enter into "community contracts" with the councils and deliver services or implement works, however, they too will be subject to defined implementation standards, monitoring and reporting controls.

The planning process/cycle will entail an annual workplan and budget meeting in each target district to kick-start each year's planning process. This meeting will bring together stakeholders from district, regional and central government level as well as relevant non-state actors and discuss amendments to planning manuals and other regulations, the legal framework of relevance to the planning and investment process, and announce the fund allocations from the District Basket Fund and other relevant funds. The intention is that this will become an annual event driven by central authorities in which intergovernmental transfer and all donor funds can be announced in order to facilitate the budget forecast for the districts as an input to the planning process. An initial workshop to introduce the process has already taken place in Hargeisa (11-12 June 2008) and another, more comprehensive one with announcement of legal framework for district planning and funds for the DBF will be arranged by the Somaliland Ministry of Interior before the end of 2008.

**Result 1.6: Capacity to deliver services developed within 25 communities and 10 private sector service providers.** It is recognised that capacity to deliver services must be built among communities and the private sector in order to strengthen the supply of capacitated service providers. This capacity development support will focus on developing skills among small enterprises and communities to engage in service delivery through building of management skills such as understanding the procurement process, writing project proposals, basic financial management and reporting; technical implementation skills and basic enterprise and business management skills. Community groups will also be trained on how they can formally organise themselves and bid for service delivery.

## ***Specific output 2 – Local governments are accountable and transparent.***

Specific output 2 will focus on strengthening of the 'demand' side, i.e. to build understanding and capacity among communities enabling them to engage in the participatory planning process, in monitoring and evaluation of delivery of services, supported by appropriate tools and mechanisms to hold councils accountable.

The major actions and effectiveness will include the following:

**Result 2.1: Communities in up to 10 districts have basic understanding of their rights and responsibilities vis-à-vis district councils.** This action will provide support to civic education through community capacity building. The JPLG will support

the development of an understanding among communities of what rights and responsibilities they have, and what they should expect of the council. This will include their rights and responsibilities related to participation in planning processes, transparency and budget insight, and to pay tax, etc. The action will also seek to ensure the communities understand the role of the council, in order to hold it accountable and require transparency.

A 'community capacity building package' (see annex 3) will be developed and implemented to build capacity and confidence among communities to demand that councils are transparent and accountable. Different tools will be applied for the implementation for the community capacity building package. District facilitators will train community resource persons to deliver these packages. Use of innovative media including the use of radio as a medium and group listening with community facilitators will be explored for example self-powered (solar/wind-up) radios for group listening.

**Result 2.2: Annual district plans and budgets in 10 councils reflect community priorities.** These actions are related to the participatory planning process to ensure that there is equitable access to services and equitable distribution of resources. The councils will initiate this process. A central part of the district planning process includes consultations with the local communities. In order for the communities to be able to contribute effectively in these meetings, it is critical that they understand what role they have in this process, what funds that are available, how they would be allocated to the communities, what type of projects can be funded and their potential role in the delivery process. This knowledge is also critical to avoid misunderstanding, high expectations and potentially conflict. The experiences from the CDD process will inform these activities, but they will differ in the sense that the community priorities are discussed in a wider context and become part of the district plan. This will allow for a coordination of activities, i.e. the district can ensure an appropriate distribution of investment and service delivery from an economic, geographic and equity perspective. Attention will be given to building of social capital, and addressing marginalised groups including women and Internally Displaced People (IDPs), as well as economic potential and resource mapping.

**Result 2.3: Basic mechanisms for community monitoring of all projects funded by the development fund strengthened.** This action is related to the establishment of monitoring user groups amongst beneficiary communities. Tools will be developed and capacity to manage these tools strengthened amongst communities to monitor that their councils plan, procure and implement in a transparent and accountable manner. The planning process will include identification of user groups, which play a critical role in project approval. The challenge will be to ensure that the tools are implemented, and that communities develop or strengthen their understanding of the tools they can use to hold the council accountable. These actions will also look into option for peer review between councils where councillors from one district review the performance of councillors from another district, specifically on issues of transparency and accountability.

## **Link to other relevant projects**

The JPLG activities have developed links with the following activities:

**Community Driven Development (CDD)** (World Bank, DFID, UNICEF, UN Habitat, Danish Refugee Council): It has been agreed that the CDD activities will be streamlined into the district planning system and that the funds will become part of the DBF. The

CDD approach will be separated into three parts: (i) the awareness raising component of the CDD will become part of the 'community capacity building package'; (ii) the planning process of the CDD approach will be reviewed and integrated into the district planning and community consultation process; and (iii) the funding of the CDD will be integrated into the development funds for the district as a earmarked part of the DBF for community projects.

**Recovery and Sustainable Livelihoods (RSL) (UNDP):** The RSL will use the results from the community consultation phase of the district planning and investment process to identify projects for funding. Hence, communities will not have to go through a separate process for each project. In essence, this is what the harmonisation of the regulatory framework aims to achieve.

**The Somalia Urban Development Programme (SUDP):** an umbrella programme for urban interventions funded by the EC and UNDP supporting urban governance, planning, financial management, land management and service delivery in Somaliland. It was implemented by a consortium comprising of UN Habitat (lead), ILO, UNICEF, Oxfam-Novib and UNA. The programme ends in September 2008 and will continue as a second phase under the JP to build on the gains and scale up the successes.

**Somali Enterprise and Livelihoods Programme (ILO):** Currently operational in Somaliland and funded by DfID and DANIDA. On-going work under the programme will be co-ordinated with the Joint Programme, to leverage existing activities and allow cross-learning particularly in the areas of community and district level planning, community mobilisation and participation in local projects, local economic and enterprise development. This project ends December 2008.

**HIV/AIDS** activities will be integrated into the JPLG District and Community Packages. USAID and UNDPs HIV/AIDS unit is currently designing training that will be delivered as part of series 1 training. Further mainstreaming of HIV/AIDS is required and will be sought integrated during the workplanning processes.

## **Link to central government and sector policies and systems**

**Public financial management (UNTP outcome 1):** The World Bank is providing leadership on the public financial policy and framework for Somaliland. The Joint Programme will work within this framework for local governments and be engaged in technical support such as training and establishing the Local Development Fund mechanism as a means for increasing fiscal transfers from central government/line ministries to local governments.

**Systems for planning, reporting, budgeting and procurement (UNTP outcome 1):** In developing similar systems for local government, the Joint Programme will ensure compatibility with those in place at the federal/state level.

**Civil service policies and human resources (UNTP outcome 1):** In developing local government staffing policies and conditions for service, recruitment system and affirmative action policy (30% quota for women), the Joint Programme will ensure compatibility with those at the federal/state level. The same vision applies to both central and local government levels: lean, professional, efficient institutions, functioning with competent civil servants, capable of planning, providing key regulatory functions and engaging partners to deliver public services and promote local development.

**Social Services** (UNTP outcome 4): Strengthening capacity in data management, planning, financial management, general administration, monitoring and evaluation will apply to social sector administration within District Councils, as well as the council executive, as a means to increase access to quality education and health services.

**Land policy and legislation** (UNTP outcome 3): Policy and legislation development related to equitable access to land and efficient land management will be carried out, and the formulation of procedures and mechanisms for housing, land and property dispute resolution and restitution will be done in co-operation with rule of law initiatives for Somaliland. Similar co-operation will be pursued for strengthening associated legal institutions for processing housing, land or property dispute claims.

**Livelihoods:** (UNTP outcome 5): The Joint Programme will develop local planning procedures, finance systems and capacities for service delivery required for management of local investment projects and for community-led projects. However, projects that specifically address sustainable livelihoods, employment creation and emergency preparedness are part of the UNTP outcome 5. This comprises projects to rehabilitate, construct and manage livelihoods-related community infrastructures and assets, local economic development assessments ('LED'), development of legal, policy and micro-finance frameworks for enterprises and business services for community-based livelihoods and capacity building. These activities will increase livelihoods and enterprises and thus the revenue base for districts. It will contribute to the sustainability of the districts capacity to delivery services established within the Joint Programme.

**Synergies with humanitarian assistance:** For provision of legal assistance and counselling related to housing, land and property disputes, particularly for IDPs and returnees, and strengthening local capacities in monitoring disputes and resolutions, the Joint Programme will co-ordinate closely with other UN agencies and various international NGOs. Since protection is an important factor in the face of land issues, the Joint Programme will need to link its support to existing protection endeavours, particularly those of OCHA, OHCHR and UNHCR. In supporting the district and community-level planning process, the Joint Programme will ensure that emergency planning is factored in and that needs of marginalised groups, including IDPs and returnees are addressed.

## 6 METHODOLOGY

The following basic **principles** will guide the implementation of activities:

- **Harmonisation.** Harmonisation of donor funds into one overall fund for local councils; harmonisation of rates for DSA, salary stipends/performance based pay; harmonisation of regulations. This is already taking place in that the CDD funds will be combined with the DBF; and processes to harmonise planning and community consultation processes are ongoing.
- **Coordination.** Coordination between partners and stakeholders to ensure complimentary approaches and efficient management. Coordination structures within the Ministries have already been put in place in Somaliland. Further in Somaliland the JPLG staff of the participating agencies is located in one office under the leadership of a Regional Team Leader. In addition, the development of a Management Information System to monitor the DBF and other funds to the

districts will build on and strengthen the current Public Project Database used for coordination and monitoring projects currently under development in Ministry of Planning and Coordination in Somaliland.

- **Piloting, learning-and-doing, and reviews:** as a rule, experiences from the ground will inform policy development, roll-out approaches, etc; and roll-out will be phased to ensure sufficient (absorptive) capacity on the ground. Regular reviews of procedures will take place to assess soundness and regular changes to these procedures will be made as required. In addition, service delivery systems in certain sectors will also require a pilot approach to learn lessons.
- **Predictability:** donor funds available through the District Basket Fund/Local Development Fund and other mechanism will be announced to the beneficiary district councils at the beginning of the annual local planning and budgeting process; and the participating councils will be assured of a certain minimum of annual allocation for investment to facilitate multi-year planning, preparation for maintenance cost, etc. The AWBP workshops arranged by the Ministries of Interior and Planning and supported by the JPLG in Hargeisa in June 2008 was an important milestone for discussions of the regulatory framework within decentralisation.
- **Transparency and Accountability:** transparency of operations will be a guiding principle for all actors and stakeholders involved in order to set good governance standards. Appropriate checks and balances will be embedded into the process to ensure accountability at all level. Anchoring processes at community level will allow communities to hold their councils accountable. Capacity support will be given to develop community participation and monitoring.
- **Simple and Action Oriented:** all procedures and processes designed will be clear and as simple as possible to facilitate action while ensuring attention to accountability, efficiency and quality. Sufficiently simple operation manuals will be developed to allow the councils to carry out the planning, budgeting, manage service delivery, monitor, control and report within a reasonable time frame and at a reasonable cost.
- **Encompass roll-out and exit strategies:** all designs, systems and procedures will be developed with the clear vision for roll out to cover all districts and regions as resource allow and for the respective governments to ultimately contribute to part of the fund requirements through intergovernmental transfers coupled with local government own source revenues. With this in mind, the JPLG will not pay any recurrent costs, as this should be covered by own source revenues. Rather, support can be given to payment of professional consultant input to a government institution to help strengthen capacity within prioritised fields.
- **Needs-based and not supply based.** Planning for the JPLG will be based on an assessment of minimum needs in order to develop and implement a local government programme that makes sense. The workplans will be guided by this, rather than by the supply of funds available to the JPLG. This does not imply that planning will be beyond reasonable limits.

## **Implementation Methodology for Major Programme Components**

### **Policy, systems and regulatory framework review and development**

Supportive policy, legal and regulatory frameworks are essential to facilitate delivery of decentralized local service delivery and good local governance. However, in situations where such structures are inexistent or inadequate, a bottom-up approach to policy, legal and regulatory framework development will take place. A dual approach will be

adopted under the JPLG to suit the prevailing policy, legal and regulatory frameworks in the different regions; where policies exist these will be assessed, reviewed or reformed and then harmonized (where in conflict) through a guided process engaging all stakeholders. This process would be informed by local practice (as well as international and regional best practice), specific context, and ongoing JPLG interventions on the ground. However, where appropriate policy and legal frameworks are absent or weak, the JPLG will work towards a bottom-up approach and develop structures, processes and tools on the ground that may be used to guide policy formulation if/when conditions allow. The Programme will seek to draw from regional best practice in this area of work through use of regional technical expertise amongst the partners and external consultants, as well as through study tours to expose and influence key stakeholders.

### **District Capacity Building package**

According to the phased approach, all established Councils that are accessible will be trained through a district capacity building package, comprising several series that cover a range of topics related to governance, service delivery, project cycle management, financial management and performance management (see table annex 3). This will be delivered through a combination of classroom training and actual implementation of specialised training projects. Most of the training will be sequential, with districts having to meet minimum basic criteria to become eligible for the next module. The JPLG will adopt an approach whereby trained trainers will be deployed to the districts to deliver the training, backstopped by JPLG experts. Where possible, the JPLG will seek to build the capacity of local research and training institutions, and engage them in further capacity building work.

The training will be complimented with an initial allocation of the District Basket Fund for a specialised training project (which will eventually form the Local Development Fund - LDF) after the councils have gone through a participatory planning process involving the communities they serve. This will allow them to manage and deliver services through a practical learning-by-doing approach. The districts will be taken through specialised training projects, which will allow them to go through the project cycle practically from planning to actual implementation of a public works or services project.

Subsequent stages of assistance to Councils will be results-driven and performance-based. In the initial phase, allocation of funds to the districts will only require that they have established a district council through a participatory process, approved by the central government institutions. Later in the implementation period, allocation of LDF funds for eligible districts will be based on meeting certain benchmarks and qualifications; as a result, there will be no *a priori* allocation of a set amount of resources to districts, nor will the allocations necessarily be of equal amount. This approach will create an incentive for good performance. In areas where government-owned fiscal transfer mechanisms are not yet in place, districts will receive minimum support with regard to service delivery and infrastructure development.

Criteria to determine the districts for each phase and benchmarking methods will be developed in consultation with government counterparts and endorsed by the Joint Programme Coordination Unit. The Programme will be prioritised in locations where it will actively contribute to peace and equitable, priority service delivery. In Somaliland, eligible districts are those that are legitimate (A, B, and C districts), committed (for example through engagement in Community-driven Recovery and Development or other locally driven initiatives), and where intergovernmental transfers and own source revenue collection is in place. Guiding principles for selecting districts and rolling out the support are illustrated in annex 4. There will be flexibility for districts (urban and

rural) to advance at their own pace, however by the end of the AWPB period it is expected that up to 10 districts across Somaliland should have achieved some minimum standards of performance, even if some have exceeded.

The JPLG will adapt the training modules to local needs and priorities as far as possible, although some will be generic across regions.

To achieve the geographical coverage envisaged, the JPLG will adopt the model of training of trainers and a cascading system of assistance based on performance.

### **Development of capacity among communities to participate in the planning and delivery of services**

A community Capacity Building Package will be developed to empower communities to become active citizens and to play a role in processes that impact on their own development. This will include creation of awareness on civic rights and responsibilities, the role of the councils and how to hold them accountable, how to participate in planning, prioritisation, budgeting and monitoring processes (see annex 3). Different tools and methodologies will be employed, based around the participatory integrated community development approach already developed under the CDD programme. The programme will employ trained trainers to undertake the training of community facilitators in participatory approaches. The trained facilitators will be deployed in the districts to undertake the work amongst communities. The programme will put in place monitoring capacity to ensure standards and to mentor the facilitators. Public media, namely radio, will be used to increase outreach. Programme materials will be developed to suit the communication patterns and styles of the communities as well as their literacy levels.

### **Capacity building of communities and the private sector to deliver services**

It is recognised that capacity to participate in delivery services must be built among communities and the private sector in order to strengthen the supply of capacitated service providers. This capacity development support will focus on developing skills among small enterprises and communities to engage in service delivery through building of management skills in procurement processes, writing project proposals, basic financial management and reporting; technical implementation skills and basic enterprise and business management skills. Community-based groups will also be trained on how they can formally organise themselves and bid for service delivery projects.

### **Establishment of the District Basket Fund for prioritised service delivery**

The JPLG will develop a district funding mechanism to channel funds to the districts to enable them to deliver priority services to their constituents. Pilots for this will be implemented in 2008 and 2009 through the District Basket Fund. This will be developed into a more full fledged LDF at a later stage. The DBF will be allocated to eligible districts that have completed Series 1 and 2 training covering the basic planning and investment process. The funds will only be released on the basis of district plans for priority projects. Disbursements will be limited to a maximum of USD 100,000 for each eligible district. The districts will be required to procure directly or contract and manage services for the implementation of the project. The DBF will be combined with the current CDD-Fund supported by the World Bank, UN-HABITAT and UNICEF. Work will be done to develop allocation criteria for the DBF.

The intention is that lessons learned and best practice from the community consultation aspects of the CDD planning process will be harmonised and become a part of the consultation by district councils with the communities. The CDD fund as it is presently disbursed directly to communities will cease to exist and the money will be transferred

to communities through the district council. It will thus become an earmarked part of the DBF targeted at communities. The DBF will therefore consist of a fully discretionary part, and an earmarked part for community projects. For the part of the DBF that is earmarked for community projects, the district can delegate to the Village Development Committee (a recognised institution in the Somaliland legal framework) to enter into contracts on its behalf. 'Communities' through their VDC will be able to enter into "community contracts" with the councils and deliver services or implement works, however, they too will be subject to defined implementation standards, monitoring and reporting controls. Complementary capacity building of communities to engage and undertake contracts will be provided through targeted training activities.

The disbursement of funds will be complemented with training on financial management, taxation and revenue collection to boost own source revenues, and other support actions to put in place accounting and budget control, and reporting mechanisms. In addition, the strategy will also ensure that funds provided to districts are integrated into the intergovernmental transfers as these are strengthened, and that own source revenue collection becomes an important part of funds availed to the districts.

### **Institution-building for sustainable capacity development**

The Programme will seek out, develop and build capacities of local institutions to sustain capacity development; this will include for example the Urban and Regional Planning Institute and GIS Resource Centre in Somaliland to institutionalise national and local planning functions, land administration, building of national expert capacity, etc, and create a service centre for a wide range of central and local authorities.

## 7 RISK ASSESSMENT AND ASSUMPTIONS

The risk assessment to evaluate the risks for United Nations (UN) and other international partners implementing the Joint Programme is based on experience and lessons learned during the last years and the possible scenario for the first 24 months of JPLG implementation.

Somaliland remains relatively stable though progress in dialogue with the TFG on federal arrangements is limited and upcoming elections may create political frictions.

The risk assessment is aligned to the key planning assumptions and sets the direction for the level at which the Joint Programme can be realistically implemented during the coming 24 months.

Planning assumptions	Implementation priorities
<p><b>Somaliland</b></p> <ul style="list-style-type: none"> <li>• Stable security in the west, Sool, Sanaag and areas of Togheer remain volatile</li> <li>• Good access to programme locations &amp; beneficiaries</li> <li>• Established and committed central authority</li> <li>• Strong demand for refined local governance and service delivery support</li> </ul>	<ul style="list-style-type: none"> <li><b>(a) Renewed capacity building,</b></li> <li><b>(b) Advanced technical assistance towards service delivery,</b></li> <li><b>(c) Institutionalisation and refinement of achieved performance levels.</b></li> </ul>

These planning assumptions imply that risks associated with the implementation of the Joint Programme are low to medium in Somaliland.

The relative stability in Somaliland has encouraged donor confidence however anticipated funding levels are not yet secure particularly for the medium- and longer-term programme and resource planning horizons. This may impact on programme implementation, with negative reactions from Somaliland partners and beneficiaries, whose expectations may not be met. Although the JPLG has sought not raise expectations, this is inevitable in a process of consultation and discussions, and the Somaliland counterparts have set certain expectation levels of engagement from the UN and the development partners. This AWPB covers the first 24 months only, but the donors should endeavour to pledge funding over a longer period of time to allow the UN and the Somaliland counterparts to plan effectively.

The required budgets for the first 24 months of implementation of priority interventions under the Joint Programme reflect the respective levels of enabling environments in Somaliland. Therefore, allocation of US\$ 7 million to Somaliland is considered realistic and necessary to achieve impact.

## 8 SUSTAINABILITY

The JPLG will support lean and efficient systems for local government to avoid over-burdening and complicated bureaucratic methods that consume unnecessary time and resources. At the same time, the Joint Programme will seek to institutionalise these systems through a substantial capacity development and mentoring approach, and will seek to build local Somaliland training institutions. Training will be conducted as much as possible through Somaliland organisations/experts and in Somali language in order to enhance understanding and Somaliland ownership.

Funding for service delivery is eventually anticipated to be transferred through the Local Development Fund. With the LDF covering capital/development expenditures as well as contribution to recurrent costs, the JPLG will commence with a pilot approach through a District Basket Fund in order to demonstrate planning, allocation, management systems and community participation, and to test it as a viable model that can be replicated across all districts in Somaliland. In this manner, the JPLG will promote resource mobilisation and government cost-sharing for selected districts to reach a level of financial sustainability, i.e. once started in a district the District Basket Fund/Local Development Fund must continue annually at least for the duration of the JPLG; a calculated approach to expansion will therefore be applied. The JPLG will be sensitive to the absorptive capacity of the various institutions it will support

While the JPLG covers a five year period, the need for external support to service delivery will be needed in the long term. The aim for sustainability would be to reach a stage where own source revenues and intergovernmental transfers will cover the recurrent budget and part of the development budget. This is already taking place to some extent in Somaliland. The challenge here will be to increase the transparency of the use of own source revenues and intergovernmental transfer and ensure a lean administration and a larger part of the budget for service delivery.

It is anticipated that, the local councils will not be fully financially sustainable after the completion of the intervention. However, it is expected that the structure and capacities put in place under the JPLG will be institutionally sustainable due to the high interest and commitment towards decentralisation.

The result of JPLG is envisaged to be sustainable at the political level due to the fact that all work on the policy, legal and regulatory framework will be anchored within the government system, all instruments will be developed with government to meet its own needs.

## 9 MONITORING AND EVALUATION

The JPLG is developing a Monitoring, Evaluation and Reporting Framework. The draft outline, currently under work, consists of the following:

**Management Information System (MIS):** The MIS will be developed for all the JPLG and Somaliland partners to monitor planning, service delivery and how the development funds to districts and communities are being used. The MIS will develop a coding system for the planning process as well as a contract data base to monitor the flow and use of funds. This will allow for tracking of the extent to which there is a link between the priorities established in the planning process and the actual service delivery. The MIS will consist of data collected at the community and district level that are of relevance for the planning process. Hence, the MIS will serve the needs of the district. Over time it will be linked to the needs of the region for eventual regional planning, but this will be developed over time. The Contract Data Base (CDB) will form part of the MIS and allow the JPLG to follow up and monitor all district and community level contracts.

The MIS for Somaliland will be closely linked to the Project Database (PDB) currently under development in the Ministry of Planning and Coordination in Somaliland. The PDB is a general overview of all agreements made between Somaliland authorities and development partners, but it does not provide the level of details needed in the CDB. For example, the JPLG will be one project in the PDB, while the CDB will contain all the contracts entered into by districts and communities through the use of the District Basket Fund/The Local Development Fund.

It has been agreed with World Bank and Danish Refugee Council that the CDD MIS be integrated with the MIS for the JPLG. The current MIS for CDD contains a lot of information and a review of how to slim it down and integrate it with the JPLG is ongoing. Also, the Somaliland counterparts are currently discussing where the MIS should be placed. The development partners and the Somaliland authorities agree it should sit in a ministry, but it is yet to be decided on which one.

**Outcome Evaluation:** The JPLG pays great attention to the *learning process*, not simply in the sense of capacity building initiatives but rather with a view that all partners need to take part in a dynamic learning process where regular changes are inevitable and where the need for urgent action on the ground necessitates development of systems and support structures as we go, rather than before implementation starts. In order for this to be possible, there is a need for a research based outcome evaluation system. Outcome evaluation will take place as a continuous process where a team of researchers follow the decentralisation process and other key process over time, at least for the duration of the JPLG. The objective will be to help stakeholders and decision makers make informed decisions. The methodology would be that a team of researchers have regular meeting for example twice a year with stakeholders at all levels in order to assess the outcome (i.e. the indirect results) of the intervention, and to feed this information to decision makers. It is assumed that these observations and the presentation of field experiences from independent researchers will trigger discussions among stakeholders and help improve the JPLG during the implementation. This method differs from summative evaluations and biannual reviews in that it allows for regular and constant improvements based on dialogue and critical review, rather than once off reviews that are at risk of being less informed.

The outcome evaluation approach depends on the willingness of donors to set aside funds for research and learning, and it requires the willingness of all stakeholders to participate in regular, critical dialogue on outcomes of the interventions.

**Reporting Framework:** The JPLG will develop a reporting framework supported by the MIS system under development, to respond to the needs of the government, the donor institutions, as well as internal UNTP and agency specific requirements. In addition to this, donors and the government will receive briefings on an ad-hoc outside the established steering committee procedures (for the Steering Committee TOR, see annex 5) which will be provided.

The JPLG will aim to develop a Reporting Framework that can be accepted by all stakeholders and which requires as little time as possible on the part of the implementing agencies, and thus leave as much time and resources as possible for actual implementation.

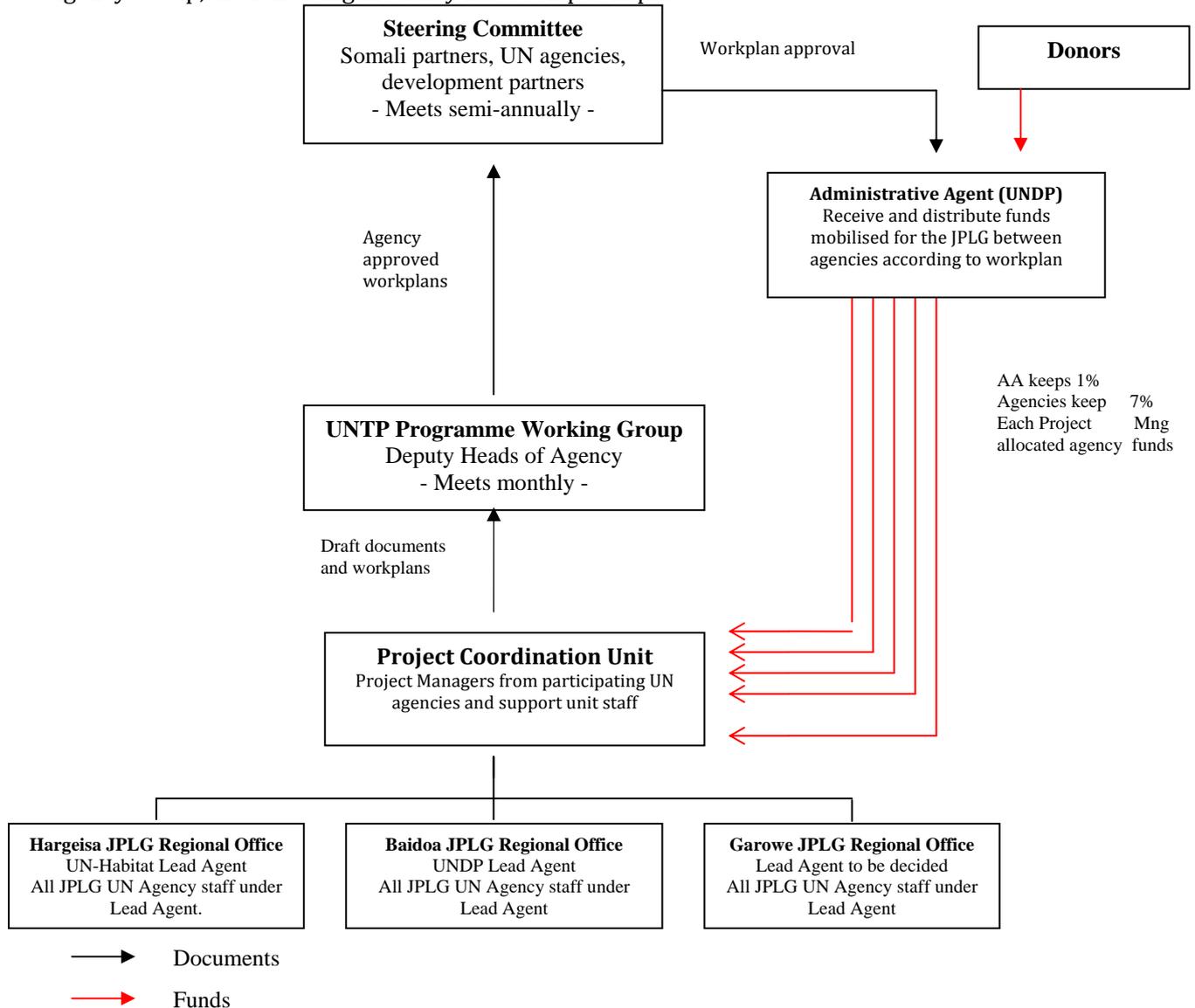
In addition to this, monitoring on the ground will take place through the use of user groups, i.e. community groups who are targets of the intervention. They will have to approve that the service delivered is according to agreement before the contractor/service deliverer will be paid.

Also, a detailed and simple Monitoring and Reporting Framework has been developed for the councils to help guide them through the list of documents and proofs they need to gather to show that the planning and investment process has been conducted according to the manual.

## 10 MANAGEMENT ARRANGEMENTS

The JPLG is implemented by five UN agencies. While the intention is to move towards 'One UN' the agencies are nevertheless tied to current individual agency regulations, and while coordination is taking place in all possible ways, the five agency modality requires flexibility, trust and respect of the fact that all have something important to contribute.

In order to allow for the most efficient management arrangements under the current agency set up, the following modality has been put in place:



The JPLG Project Documents identifies UN Habitat as the Lead Agent for Outcome 2 for the duration of the UNTP, i.e. until the end of 2009. This entails taking strategic lead and guiding the JPLG.

The Technical Working Group represented by the Project Managers from the five agencies collaborate and drive the JPLG forward and most of the direction of the JPLG is

set by the TWG. The TWG forms part of the Project Coordinating Unit (PCU). The Project Coordination Unit (PCU) consists of the TWG, plus a Senior Joint Programme Manager and support staff (for administration, communication and M&E). The PCU drafts the workplan and budgets for review of the UNTP Programme Working Group (PWG), and, under the supervision of UN-Habitat, designs all relevant strategy documents, proposals, etc.

A team leader has been appointed for Somaliland from UN-Habitat and all UN staff, notwithstanding their agency affiliation, will report to this team leader. The co-location of UN staff involved in the JPLG into one compound is completed in Hargeisa. In addition to this, a local Steering Committee has already been established in Somaliland to help guide the programme during its implementation.

The overall role of the Steering Committee is to approve the workplan and budget (see annex 5 for detailed TOR). The approved workplan guides the Administrative Agent (AA) in the distribution of jointly mobilised funds between agencies. Funds received by the AA will be handled in the following manner: 1% goes to the AA, 7% will be retained by the agency receiving the funds. The remaining 92% will go to the agency's JPLG activities, operational and management costs.

The role of the UNTP Programme Working is to review draft workplans and documents before it goes to the Steering Committee, and provide general advice and support to the Project Coordination Unit.<sup>5</sup>

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<sup>5</sup> This applies only to the five UN agencies in the JPLG

## 11 WORKPLAN AND BUDGET

The first workplan for the JPLG covers 24 months from reception of funds. While this is likely to happen before the end of 2008, for simplicity reasons, the workplan and budget covers the entire 2009 and 2010. The AWPB will be reviewed in the last quarter of 2009.

The 2009-2010 Workplan and Budget is based on consultations with local counterparts, partly undertaken during the Joint Needs Assessment (JNA) and more recently between the Joint Programme partners. The workplan is attached in annex 2.

***At the time of writing, the JPLG has covered USD 414,300 of the total budget of USD 7,035,050.***

In an attempt to explain the overall content of the budget, a separation has been made between investment, programme support and technical assistance. Investment covers all capacity building activities to districts and communities, as well as all investment funds. Programme support covers support to regional and central government to fulfil their mandate vis-à-vis the districts. Technical assistance covers all national and international consultancy input to policy formulation, manuals development, technical assistance to ministries, etc.

**TABLE 1. OVERVIEW OF FUND ALLOCATION PER LEVEL OF GOVERNMENT**

FUND ALLOCATIONS	SOMALILAND USD	
<b>DISTRICT</b>	<b>4,223,188</b>	<b>60 %</b>
Investment (grant, training, rehab. of buildings)	4,223,188	
<b>REGION</b>	<b>100,000</b>	<b>1 %</b>
Programme Support	100,000	
<b>NATIONAL</b>	<b>2,711,862</b>	<b>39 %</b>
Programme Support (national partners)	840,000	
Technical Assistance (consultancies international + local)	1,871,862	
<b>TOTAL</b>	<b>7,035,050</b>	<b>100</b>

## ***ANNEXES***

## Annex 1 Logframe

Please note the logframe targets herein are those set for the three regions – Somaliland, Puntland and South Central.

<b>Joint Program on Local Governance and Decentralized Service Delivery</b>				
<b>Logical Framework (2 years)</b>				
	<b>Intervention Logic</b>	<b>Objectively Verifiable Indicators</b>	<b>Source and Means of Verification</b>	<b>Assumptions</b>
<b>Overall objective</b>	<b>Local governance contributes to peace and equitable priority service deliver in selected locations</b>			
<b>Specific objective 1</b>	<b>Communities have equitable access to basic services through local government</b>	<b>Significantly positive results of representative surveys on improved access to basic services</b>	<b>Opinion surveys</b>	
<b>Specific objective 2</b>	<b>Local governments are accountable and transparent</b>	<b>Significantly positive results of representative surveys on improved performance of district councils</b>	<b>Opinion surveys</b>	
<b>Expected results</b>	<b>Expected results under specific Objective 1</b>			
1.1	Local government policy, legal and regulatory framework in the 3 regions of Somalia is enhanced	No. of regions that have initiated local government policies No. of regions that have initiated local government regulations	Policy commitments Regulation commitments	Political will to endorse / enact local government policies and regulations

1.2	Up to 24 districts have legitimate Councils established and operational in selected locations	No. of legitimate regional councils established Number of legitimate district councils established	Regional council registration with central government District council registration with central government	(1) Stability in districts, (2) Commitment from councils and communities to go through reconciliation and council identification process
1.3	Up to 24 rural and urban councils' capacity to govern and manage service delivery enhanced	No. of urban councils whose capacity is improved	To be based on MIS. Will among others focus on whether functions, roles & responsibilities are in place and adhered to, including: planning, budgeting, accounting, auditing, service logs, conflict resolution mechanisms	(1) Stability in target councils, (2) commitment to capacity development process by councils
1.4	Target district councils have increased awareness about options of revenue generation	No. of district councils whose awareness is raised	To be based on MIS. Will include: 1) revenue generation options identified, 2) sources of revenue established (taxes, tariffs, fees)	Stability to undertake revenue generation activities
1.5	All eligible district councils (up to 24) have at least 1 priority service delivery project funded annually	No. of districts with projects funded No. of projects funded	Project reports	Funding mechanism operational
1.6	75 communities and 25 private sector service providers have increased capacity to deliver services	No. of community service providers whose capacity is developed; No. and nature of services delivered No. of private sector service providers whose capacity is developed	District project reports; User satisfaction on quantity and quality of service	
	<b>Expected results under specific Objective 2</b>			

2.1	Target communities in up to 24 districts have basic understanding of their rights and responsibilities vis-a-vis district councils	No. of districts where civic education is implemented	(1) Civic education project progress reports, (2) Outcome evaluation system will address the extent to which the civic education programmes have resulted in increased awareness	Stability prevails in districts
2.2	Annual district plans and budgets in up to 24 councils reflect community priorities	No. of districts with annual plans reflecting community needs	(1) District annual plans, (2) Outcome evaluation will seek to clarify whether the plans truly reflect community priorities	(1) District councils committed to transparent and accountable management, (2) Conflicts resolved and stability prevails in districts
2.3	Basic mechanism for community monitoring of all projects funded by the development fund strengthened	No. of projects with community monitoring component	District project reports	Communities accept role as monitoring agent
<b>Activities</b>	<b>Activities under specific objective 1 result 1</b>	<b>Means</b>	<b>Costs (refer to workplan &amp; budget breakdown Annex 2)</b>	<b>Assumptions</b>
1.1.1	Review and facilitate the formulation of policies relevant to local government	Consultants; Staff time; Workshops		Political will to enact local government policies and regulations
1.1.2	Review and facilitate formulation, harmonisation and implementation of laws and regulations related to local government	Consultants; Staff time; Workshops		Political will to enact local government policies and regulations
	<b>Activities under specific objective 1 result 2</b>			
1.2.1	Facilitate community consultations and reconciliation for agreement on Council composition	Staff time; Workshops; Meetings		(1) Stability in districts, (2) Commitment from councils and communities to go through reconciliation and council

				identification process
	<b>Activities under specific objective 1 result 3</b>			
1.3.1	Assess local government capacity needs	Consultants; Staff time; Meetings		
1.3.2	Develop capacity development package (district development package)	Consultants; Staff time; material development		(1) Stability in 24 urban and rural councils, (2) Commitment to capacity development process by councils
1.3.3	Implement the capacity development package	Staff time; trainings; workshops; consultants;		
	<b>Activities under specific objective 1 result 4</b>			
1.4.1	Asses revenue generation capacity	Consultants; staff time; meetings		
1.4.2	Identify revenue generation opportunities	Consultants; staff time; meetings		Stability to undertake revenue generation activities
1.4.3	Develop capacity for revenue generation	Staff time; trainings; workshops, equipments		
	<b>Activities under specific objective 1 result 5</b>			
1.5.1	Allocate funds to eligible community and district projects (based on a funds transfer system specific to the 3 regions)	Staff time; workshop; districts and community grants; specialised training projects		Funding mechanism operational
1.5.2	Monitor the grant transfer system	Staff time; training on MIS		
	<b>Activities under specific objective 1 result 6</b>			
1.6.1	Conduct a rapid enterprise survey	Consultants; Staff time		

1.6.2	Design a capacity development package for community and private sector service providers	Consultants; Staff time		Stability prevails in districts
1.6.3	Implement the capacity development package	Staff time; on-job training through infrastructural projects;		
	<b>Activities under specific objective 2 result 1</b>			
2.1.1	Review and develop civic education programme	Consultant; staff time; radio programme production		Stability prevails in districts
2.1.2	Implement the civic education programme	Staff time; trainings; radio air time		Stability prevails in districts
	<b>Activities under specific objective 2 result 2</b>			
2.2.1	Initiate review and revision of participatory planning and budgeting mechanism	Staff time; workshops		(1) District councils committed to transparent and accountable management, (2) conflicts resolved and stability prevails in districts
2.2.2	Facilitate the implementation of participatory planning and budgeting mechanism	Staff time; workshops; trainings; community dialogue		(1) District councils committed to transparent and accountable management, (2) conflicts resolved and stability prevails in districts
	<b>Activities under specific objective 2 result 3</b>			
2.3.1	Develop participatory community monitoring tools	Staff time; workshops		Communities accept role as monitoring agent
2.3.2	Pilot with communities the use of the participatory monitoring tools	Staff time; trainings; consultants		Communities accept role as monitoring agent

## Annex 2: Workplan and Budget Somaliland

SOMALILAND -- Activity costs only												
24 months	2009				2010							
OBJECTIVE-RESULT-ACTIVITY	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Implementing body	Total Budget	Funded	Unfunded
<b>OBJECTIVE 1: COMMUNITIES HAVE EQUITABLE ACCESS TO BASIC SERVICES THROUGH LOCAL GOVERNMENT</b>												
<b>Result 1.1: Local government policy, legal and regulatory framework initiated</b>												
<b>Activity 1.1.1. Review and facilitate the formulation of policies of relevance to local government</b>												
Decentralisation policy									UNDP	100,000	20,000	80,000
Municipal Finance Policy									UN-HABITAT	29,400	999.60	28,400
Taxation Demarcation Law									UN-HABITAT	31,288	0	31,288
Municipal Taxation Decree									UN-HABITAT	33,938	16249.38	17,689
Land policy									UN-HABITAT	33,937	16,251	17,686
Land Management Law									UN-HABITAT	43,067	15,000	28,067
Hargeisa City Charter									UN-HABITAT	30,000	0	30,000
Intergovernmental transfers									UNDP	40,000	0	40,000
Harmonisation of legal framework									UNDP	70,000	0	70,000
<b>1.1.2 Review and facilitate formulation, harmonisation and implementation of laws and regulations related to local government</b>												
Land surveying and building codes & standards									UN-HABITAT	26,587	0	26,587
Land allocation regulation									UN-HABITAT	29,800	0	29,800
Land law implementation system									UN-HABITAT	34,615	1,800	32,815
Land dispute resolution mechanism									UN-HABITAT	56,000	17,500	38,500
Participatory budgeting guidelines									UN-HABITAT	45,600	0	45,600
Tariff structure									UN-HABITAT	24,990	0	24,990
Procurement guidelines (workshops)									ILO	82,200	0	82,200
Harmonise participatory district and community planning guidelines, incl. LED into the manual									UNDP	40,000	40,000	0
									ILO	40,000	0	40,000
									UN-HABITAT	43,000	0	43,000
Review recruitment guidelines								UNDP	10,000	10,000	0	
Service delivery sector strategies, by-laws, regulations, and institutional framework, roles & responsibilities									ILO	67,500	0	67,500

(SWM & Roads)									UN-HABITAT	160,000	0	160,000
Service delivery manuals and guidelines (SWM & Roads)									ILO	60,000	0	60,000
Management Information Systems for development funds									UNDP	50,000	50,000	0
Facilitate core ministries to play mandated role									UNDP	200,000	100,000	100,000
Facilitate regional council to play mandated role									UNDP	100,000	0	100,000
<b>Result 1.2: Up to 24 district have legitimate Councils established and operational in selected locations</b>												
<b>1.2.2. Support to infrastructure for regional and district councils</b>												
Rehabilitation of council buildings									UN-HABITAT	160,001	0	160,001
Support to equipment									UN-HABITAT	70,000	0	70,000
<b>1.2.3 Support to systems development</b>												
Establishment of operational budget and automated accounting and billing system in 2 towns									UN-HABITAT	208,026	45,000	163,026
Service delivery mngt structure and tools (PPPs, resource mngt Boards)									UN-HABITAT	120,000	0	120,000
<b>Result 1.3: Up to 24 urban and rural councils' capacity to govern and manage service delivery enhanced</b>												
<b>1.3.1 Assess local government capacity needs</b>												
<b>1.3.2 Develop capacity development package (district development package)</b>												
District capacity building package development - PCM workshops									ILO	29,200	0	29,200
Support to Somaliland Municipal Association									UNDP	50,000	50,000	0
Support to Somaliland Land and Urban Management Institute									UN-HABITAT	290,000	0	290,000
<b>Activity 1.3.3 Implement the district capacity development package</b>												
Series 1 A, B, C districts									UN HABITAT	134,826	1,500	133,326
Series 2 Selected A,B,C districts incl. basic municipal finance									UNDP/ UN-HABITAT	73,500	0	73,500
Series 4 Service delivery – PCM									UN-HABITAT	82,504	0	82,504
Series 4: Specialised EIIP technical and managerial training A districts									ILO	80,000	0	80,000
Series 1 in new selected districts									UN HABITAT	106,210	0	106,210
Series 2 in new selected districts									UNDP/ UN-HABITAT	53,105	0	53,105
<b>Result 1.4: Targeted district councils have awareness about options of revenue generation</b>												





## Annex 3: District Capacity Building Package

C	Area of training	Content	Target / Beneficiary
<b>BASIC PACKAGE</b>			
1	Local governance	Introduction to structures, roles and responsibilities, including basic training on HIV/AIDS, labour rights, wages, decent working conditions, gender equity, human rights, resolution, environmental awareness	Councillors, DC staff
2	Basic planning	Profiling, consultation, objective setting, prioritization	Councillors, DC staff
	Basic financial management	Budgeting, accounting	
	Basic procurement	Bills of Quantities (BOQs), RFPs, Procurement meetings including bid openings	
	Basic M&E	Council and user group responsibilities	
3	Basic Revenue collection	Billing and collection systems	DC staff
4	Service delivery	Project design, implementation/ supervision, technical oversight, environmental mgmt	DC staff
<b>ADVANCED PACKAGE</b>			
5	District financial management	PFM, accounting & public auditing	DC staff
6	Local Economic Development, public private partnerships for service delivery	LED, PPP, contracting, contract management, enterprise training (i.e. solid waste management, roadworks)	Councillors, DC staff, private sector
7	Conflict & dispute resolution		Councillors, DC staff
8	Performance management systems		DC staff
9	Land management and administration		Councillors, DC staff

## Community Capacity Building Package

	Area of capacity	Content	Target
1	Civic education	Rights and responsibilities, structures	Community groups
2	Participatory planning	Development planning, budgeting	Community groups
3	Community monitoring	User groups, associations, participatory impact monitoring	Community groups
4	Service delivery	Organisation, negotiation, procurement, business mgmt skills	Community groups

## ANNEX 4: PRINCIPLES FOR ROLL OUT OF DISTRICT CAPACITY BUILDING PACKAGE

	Phase 1 (24 months) Basic District support	Phase 2 Mentoring on established capacities, sectoral capacities	Phase 3 (~2012 - )
<b>Capacity development interventions</b>	Basic office infrastructure and equipment Training Series 1-4 Priority project implementation Community capacity building package	Basic: Mentoring on Series 1-4 Advanced: Training Series 5 - 9 Priority project implementation Community and private sector capacity building in service delivery	Advanced capacity building support Advanced system structure setup
<b>CRITERIA FOR ROLL-OUT OF INTERVENTIONS</b>			
	Legitimate District (i.e. existed in 1991) Legitimate District Council in place Absence of major clan-based disputes Disputed territories addressed directly without central government engagement	Completion of Phase 1, including monitoring and auditing results	Completion and review from Phase 2
<b>Incentive criteria for additional District support</b>	30 % of representation of women in decision-making structures Minorities represented in District Councils Own source revenue contributed to local development Recurrent costs		

## Annex 5: TOR Steering Committee

<b>I. The role of the Joint Programme Steering Committee</b>
<p>A Joint Programme Steering Committee will be established to provide strategic guidance and oversight to the Joint Programme on Local Governance and Decentralised Service Delivery. The Steering Committee will review progress in terms of programme performance and the evolving environment of local governance and service delivery. It will also promote coherence and collaboration between the Joint Programme partner agencies and between the Programme and central and local authorities' priorities.</p>
<b>II. Membership</b>
<p><b>Somali members</b> The Transitional Federal Government, the Government of the Puntland State of Somalia, and the Government of Somaliland will each be represented by one member at the most appropriate level, with two deputies. These will be nominated by the key partner Ministry for the local governance sector in South Central Somalia, Puntland and Somaliland, in collaboration with the UN.</p> <p><b>UN members</b> Members of the Steering Committee will be all signatories to the Joint Programme, i.e. the Heads of participating UN Agencies. The Heads of Agency may delegate membership to a Senior Manager. In addition, the main implementing agencies, such as UNOPS, the World Bank and the UNTP focal persons for cross-cutting issues may join the Steering Committee.</p> <p><b>Donors</b> Donor members are representatives of the donor organisations that contribute funding to the Joint Programme and are interested in active contributions to the management of the Joint Programme.</p> <p><b>Other members</b> Additional stakeholders, such as international NGOs or individual experts, may be invited to attend the Steering Committee meetings as approved by the permanent members and in accordance with their level of involvement in the Joint Programme.</p>
<b>III. Meetings and principles for functioning</b>
<ol style="list-style-type: none"><li>1. The full Steering Committee will meet the representatives of the Transitional Federal Government, the Government of the Puntland State of Somalia, and the Government of Somaliland in dedicated Steering Committee meetings annually, and otherwise as required.</li><li>2. The presence of 3 donor partners, one government member and 3 UN agencies will constitute a quorum.</li><li>3. Agreements will be made on the basis of majority endorsements of clearly formulated recommendations.</li><li>4. The Government partners of the Steering Committees will act as the Chair of the Steering Committee meetings. However, in order to avoid burdening the Government partners with the meeting arrangements, UN-HABITAT, as 'Lead Agency' for UNTP Outcome 2, will act as Co-Chair in order to assist the Government partners in facilitating the Steering Committee meetings and preparing the agenda in consultation with the Senior Programme Manager, UN partners, donors and the Somali</li></ol>

partners.

#### **IV. Functions and responsibilities**

The main responsibilities of the Steering Committee are to:

1. Provide guidance on the broad focus and priorities of the Joint Programme, to ensure alignment with the UNTP, the RDP and the priorities of Somali partners
2. Acknowledge Programme-level funding and annual work plans
3. Advise on resource mobilisation for the Joint Programme and funds allocation in line with established procedures, such as the Administrative Agent modality, taking into account needs, priorities, and absorptive capacities of the Somali partners
4. Review Programme performance against the work-plans and adopted SC recommendations
5. Exchange relevant information, share examples of best practices, and consider any matters related to the enhancement and implementation of the Joint Programme and its various components. This includes discussing core issues related to the Programme, for example decentralisation, local governance, and service delivery
6. Liaise with UNPOS to update the Programme in line with the political progress in Somalia
7. With input from the Programme Coordination Unit (PCU), identify any significant challenges, risks and opportunities that may arise, and advise the PCU and participating UN organisations on appropriate action
8. Initiate reviews of the Joint Programme, and advise on follow-up actions related to review and evaluation findings and recommendations