



JOINT PROGRAMME ON LOCAL GOVERNANCE AND DECENTRALISED
SERVICE DELIVERY IN PUNTLAND

WORKPLAN AND BUDGET
2011

2011 THEME: EXPAND AND CONSOLIDATE

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LIST OF ABBREVIATIONS

AA	Administrative Agent
AIMS	Accounting Information Management System (in Districts)
AWPB	Annual Work plan and Budget
BOQ	Bill of Quantities
CDD	Community Driven Development
CDRD	Community Driven Recovery and Development
DBF	District Basket Fund
DC	District Council
IDPs	Internally Displaced People
ILO	International Labour Organisation
JNA	Joint Needs Assessment
JPLG	UN Joint Programme on Local Governance and Decentralised Service Delivery
LDF	Local Development Fund
LG	Local Government
M&E	Monitoring and Evaluation
MOWDAFA	Ministry of Women Development and Family Affairs.
MIS	Management Information System
MOI	Ministry of Interior
OAG	Office of the Auditor General
OES	Outcome Evaluation System
PCU	Project Coordination Unit (of JPLG)
PFM	Public Financial Management
PPP	Public Private Partnerships
PWG	Programme Working Group (of JPLG)
RDP	Somali Reconstruction and Development Plan
ROLS	Rule of Law and Security (of UNDP)
RSL	Recovery and Sustainable Livelihoods (of UNDP)
SWM	Solid Waste Management
TOR	Terms of Reference
TWG	Technical Working Group (of JPLG)
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNSAS	United Nations Somali Assistance Strategy
UNTP	United Nations Transition Plan
USD	United States Dollar

1 EXECUTIVE SUMMARY

The United Nations Joint Programme on Local Governance and Decentralised Service Delivery (JPLG) in Somalia is a five year programme from 2008 to 2012 of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. This document is the 2011 Annual Work Plan and Budget (AWPB) for the JPLG in Puntland and covers 12 months from January 2011 to December 2011.

The total budget for this AWPB is USD 7,154,427. Of this amount USD 5,079,446 is secured, leaving a funding gap of USD 2,074,981.

The JPLG is aligned to the programming frameworks of the Somalia Reconstruction and Development Programme (RDP) 2008-2012 and the United Nations Somali Assistance Strategy (UNSAS) 2011-2015. It follows a comprehensive approach to rendering local governments as credible basic service providers, and strengthening civic awareness and participation in decision making. The JPLG covers outcome 1, sub outcome 1.3 of the United Nations Somali Assistance Strategy (UNSAS) 2011 -2015.

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

The **partners** in the JPLG are the Puntland Authorities including central and district authorities that have been established in accordance with Law Number 7, as well communities and other relevant actors in the target areas. Donors to the JPLG are: EC, SIDA, DFID, USAID, Italy, Norway and Denmark.

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.

In 2011, the overarching theme is expand and consolidate which reflects the fact that in the target districts JPLG will be deepening its capacity development efforts in target districts and at community level, strengthening the civic awareness campaign. As well as consolidating the public expenditure management processes through efforts such as the further development of the computerised accounting system for districts, development of the municipal finance policy and review of district planning and budgeting processes, particularly with the introduction of the Local Development Fund (LDF) in 2011.

The JPLG has developed a set of public expenditure management procedures for district councils that guide the annual planning and implementation process. These procedures focus on the principles of accountability, participation, transparency, harmonisation, flexibility, and learning-by-doing. JPLG has also laid out a gender and communication strategy, and a conflict analysis matrix. Note that it is important to regard this work plan as a flexible document that can be adjusted and responsive to changes in the context and lessons learnt.

The LDF will be launched in 2010 and operational in the 2011 budget cycle. The LDF will introduce a performance based system for inter-governmental fiscal transfers to districts. This should, in turn, contribute to better and more sustainable service delivery in Puntland, by creating fiscal space for districts allowing them to make optimal choices for investing in better service delivery. The LDF will be co-financed by national counterparts, by the participating districts, and by external resources through the JPLG. In its first year of implementation, the success of the LDF will depend on overall

governance mechanisms for the LDF, as well as capacities for implementation at central and local level.

The **expected results** of the JPLG in Puntland in 2011 are:

- The review process for the decentralisation law is completed and recommendations approved; reviewed procurement regulations presented for legislation; draft land policy and land law near completion.
- Health, education and water sector recommendations made and guideline developed to support decentralization process.
- Roadmap towards municipal finance policy under implementation.
- Functional analysis of district councils and their administrations.
- Functional analysis of Ministries of Interior and Women of Development and Family Affairs and Public Works.
- Systems developed for the Department of Planning and Department of Social Affairs in the district administrations.
- Policy and regulations for solid waste management (SWM) under development.
- Councillors and staff in four target districts have an understanding of their roles and responsibilities and the rules and regulations guiding their work and are better able to carry them out.
- Councillors and staff have basic leadership and management skills and apply these in their daily work.
- Accountability and transparency in municipal finance operations enhanced and revenue collection increased through continued system and tool development
- SWM capacity developed and infrastructures improved in four Districts.
- All eligible district councils (target four) have at least one priority service delivery project funded annually.
- Start up of the LDF in four target districts.
- Two district council buildings rehabilitated and equipped.
- Communities in four target districts have a basic understanding of their rights and responsibilities in relation to district councils.
- Annual district work plans and budgets in four districts reflect community priorities.
- Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational.

JPLG will continue to work in the four target districts that were indentified in 2009 and deepen their involvement in these target districts. These districts are Garowe, Bosasso, Gardo, and Galkayo. A minimum of USD 100,000 will be allocated per target district in the Local Development Fund.

2 BACKGROUND

In 1991, after the collapse of the Somali State, a series of locally sponsored conferences were held resulting in the formation of the Puntland State. These conferences involved the traditional elders, political leaders and delegations from communities. The Puntland State was formed in August 1998¹, based on the design of three branches of government; Legislative (66 members, with 5 women), Judiciary, and Executive (President with Vice-President and 9 Ministers). Puntland covers the north eastern part of Somalia.

Puntland borders the Indian Ocean to the east and south-east, Gulf of Aden to the north, and Ethiopia to the south-west.

The population figures as of 2007 were estimated to be 3.9 million, with 52 per cent of the population defined as nomadic². The population growth rate of Puntland is currently high due to the influx of people from southern Somalia. Currently, 30 per cent of the population is living in the fast growing towns of Bosasso, Gardo, Garowe, and Galkayo and approximately 70 per cent of the population is below the age of thirty³.

There are four main sources of revenue in Puntland today: Livestock, Fishery, Agriculture and Remittances.

The livestock sector dominates the economy of the Puntland regions. The livestock products not only contribute to the livelihood of the nomads, but are also a substantial portion of the daily food intake of the population living in rural and urban areas. The economy of Puntland is largely dependent on livestock exports, which contribute to approximately 80 per cent of foreign exchange earnings, 40 per cent of the GDP and 60 per cent of employment opportunities.⁴

The Somali coastline is 3,333 km long with the proportion attributable to the State of Puntland being approximately 1,648 kilometers. The fishing industry provides direct employment to thousands of people during the eight-month fishing season, as well as indirect employment for people working in restaurants and enterprises. The fishing industry is ranked as the second highest income earner for the population of Puntland, after livestock⁵.

The population mainly depends, either directly or indirectly, on livestock products for their livelihood. Remittances from the Diaspora have also played a major role in the economy.⁶

In 2005, over 70 per cent of revenue for Puntland was reported to have been generated through customs taxes, mainly at the port of Bosasso⁷. Fiscal resources for regional councils and local governments outside of Bosasso are meagre, and mainly cater for staff salaries and to respond to emergencies, such as drought. Per capita incomes range from \$150 to \$300 per annum with high inequalities across the regions. The average per capita income in Mudug and Nugaal is US\$150–200 per annum, while in Bari is estimated at US\$250–300 per annum (UNDP and the World Bank, 2002)⁸.

¹ Ministry of Planning and International Cooperation, Department of Statistics, Puntland Facts and Figures, 4th Edition, 2008

² Ibid

³ Ibid

⁴ Somali Reconstruction and Development Framework, Deepening Peace and Reducing Poverty, Volume 111, Puntland, Dec. 2006

⁵ Ministry of Planning and International Cooperation, Department of Statistics, Puntland Facts and Figures, 4th Edition, 2008

⁶ Somali Reconstruction and Development Framework, Deepening Peace and Reducing Poverty, Volume 111, Puntland, Dec. 2006

⁷ Ministry of Planning and International Cooperation, Department of Statistics, Puntland Facts and Figures, 4th Edition, 2008

⁸ Somali Reconstruction and Development Programme, Deepening Peace and Reducing Poverty Volume III: Puntland

Rural areas tend to be poorer than urban centres which typically also have better access to services. Nomadic communities, who constitute the majority, are the most disadvantaged in terms of lack of access to education, health, and other basic services.

The Puntland Constitution is consistent with the federal approach, with a State Executive and District Councils (DCs). The District Councils have been assigned responsibilities for regulatory functions and service delivery, and the Regional Governors provide political and security functions as well as representational link between the Ministry of Interior (MOI) and the district administrations. In 2003 a Local Government Law Number Seven was issued, which gives power to the MOI to supervise local authorities. To fulfil their functions, District Councils have been given the responsibility of mobilising local resources however; most DCs in Puntland do not have the required capability to fully affect a decentralisation system.

Key Priorities for Decentralisation and Local Governance – as indicated in “The Puntland Five Year Development Plan 2007 – 2011⁹” are:

- Complete decentralisation of service delivery through the establishment of inclusive, participatory local governance systems.
- Ensure gender issues are incorporated into all policies.
- Strengthen the policy-making capacity in the decentralisation and fiscal (taxation policy, re-distribution mechanisms) framework.
- Draw up state constitutions and local government acts where appropriate, to clarify functions, institutional structures and roles and responsibilities at the different levels.
- Develop and agree on a model for service delivery, increase partnerships with the private sector and other non-state actors, and facilitate development of pro-poor policies.
- Provide investment funds to enable district councils to deliver services.

Conditions and planning assumptions for Puntland

District Council Status

Since 2002, the Puntland State of Somalia has created thirty five districts, almost doubling (increase of 57 percent) the eighteen districts it had prior to 1991. District authorities have been, and continue to be, established by selection of councillors and a mayor on the basis of a clan, sub-clan and sub-sub-clan system. Of these councils, ten had new councils selected in 2010 including the four target districts of JPLG.

Political events

In December 2008, a new parliament was elected. This was followed by the presidential elections in January 2009, which saw Abdulrahman Mohamed Farole elected as the new President of Puntland through a peaceful election process.

During this period the terms of seven district councils expired and sixteen councils have undertaken an election process. This election process was lead by the Ministry of Interior and the Ministry of Women Development and Family Affairs (MOWDAFA) with JPLG support. The role of MOWDAFA has been critical in increasing the female representation in the district councils; as an example, in 2009 six women were selected for the Galkayo council. Then in 2010 further districts councils were re-elected as their mandate had expired with four women in elected in Garowe, Gardo and one women being elected in Burtinle.

⁹ Note this document is closely aligned to the Somali Reconstruction and Development Programme 2008 – 12 (RDP).

In 2009 and 2010 largely due to the presence of political stability, the JPLG has been able to engage with the Ministry of Interior and the four target districts of Garowe, Gardo, Galkayo and Bosasso. The engagement in the four districts will continue in 2011 and deepen provided the political situation remains stable.

Security

Security Risk Assessments by the UN Department for Safety and Security (UNDSS) are constantly updated and prescribe staff levels in and access to programme locations and beneficiaries. In addition, the JPLG has adopted the Risk Management and Mitigation Tool which defines types of risks and how these may be mitigated.

In 2009 and 2010, due to the security phasing and the restriction of international presence in Puntland, the JPLG has strengthened the capacities of the national team, central level institutions and district councils to implement and monitor the JPLG. This has been reinforced by periodic visits to the region from the JPLG team in Nairobi and frequent telecommunication backstopping support. In 2010, JPLG intends to place a full time international staff member in Garowe as well as increase the national presence in Bosasso and Galkayo to strengthen the ability of JPLG to work with the district councils to increase their capacity to deliver services.

3 OBJECTIVES

The **overall objective of the JPLG** is: *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, that community-driven equitable service delivery managed by the district councils. The JPLG will facilitate the engagement of communities and private sector in the delivery process. These objectives are further outlined in the logframe in Annex 1, with objectively verifiable indicators, expected results, targets, source and means of verification, and assumptions.

The JPLG objectives fall within the following policy document objectives:

- The Somali Reconstruction and Development Programme 2008 – 12 priority/goals 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 2008-10 (UNTP): *‘Local governance contributes to peace and equitable priority service delivery in selected locations’.*
- Outcome 1 of the United Nations Somali Assistance Strategy (UNSAS) 2011 -2015 and sub-outcome 1.3: *‘Local authorities have the capacity to operationalize local development plans and ensure the provision of services following the principles of accountability, transparency and participation’¹⁰.*
- 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 different levels to:

1. Improve the legislative and regulatory framework for decentralised local government and service delivery in Puntland.
2. Improve the capacity of district councils to provide services in an accountable transparent and participatory manner.
3. Improve the capacities at central government level to support decentralisation.
4. Providing funding for service delivery through councils.
5. Develop capacities of communities to engage with district councils and improve downwards and upwards accountabilities.

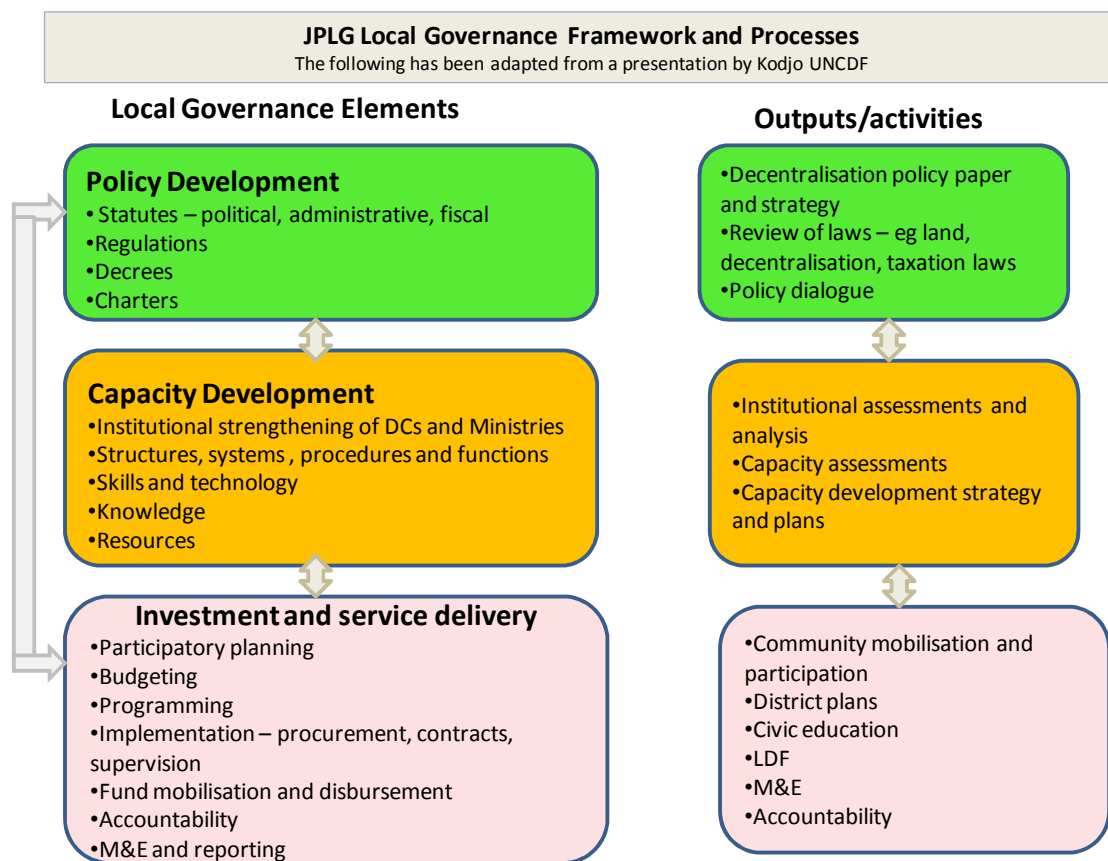
10. Note up until the end of 2010 JPLG was addressed by Outcome 2 of the United Nations Transition Plan 2008-10 (UNTP): *‘Local governance contributes to peace and equitable priority service delivery in selected locations’* and is now transitioning to the UNSAS starting 2011.

4 DESCRIPTION OF 2011 ACTIVITIES

Please note that this description of activities which follows is based on outcomes and not written in any sequential order and activities may take place in parallel to each other.

The diagram which follows shows the relationship between the JPLG activities in policy and regulatory work, capacity development and the actual investments for service delivery. It is important to note that the policy and regulatory work is informed and strengthened by the actual service delivery efforts through local governments and the capacity development efforts strengthen both the policy work and improve service delivery. It is important that these elements are not seen as stand-alone activities but rather inter-related and working in unison.

Diagram 1 – JPLG Local Governance Framework



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

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 Puntland enhanced:

Legal and policy efforts for decentralisation reform

Policy activities will build on those undertaken in 2009 and 2010 and mainly involve the elaboration of the decentralisation policy; finalisation of the local government procurement policy guidelines and actions towards requisite legislation; review of the legal framework for land; local level finance policy, policy direction on public private partnerships and harmonisation of existing legal framework and regulations to identify and address overlap. Priorities in the next twelve months will be as follows:

Decentralisation policy: In 2011 the decentralisation policy will be elaborated, based on recommendations made in 2010 on the principles for decentralisation and the capacity development plans for decentralization. The MOI will lead the development of this draft policy paper and ensure the involvement of all relevant Ministries and government stakeholders. This policy will be submitted to Cabinet for approval.

Local government procurement guidelines: Further refinement of the local government procurement guidelines developed in 2010 will be carried out in order to link the guideline with the national procurement law and other relevant public financial reforms, the adaptation of which is being led by the World Bank and UNDP.¹¹

- Further monitoring and audit procedures and tools for local government procurement will be developed and piloted across the target districts. In the absence of a procurement regulatory body, this function will be assigned to an appropriate institution (i.e. National Tender Board, Ministry of Finance) whose staff will be trained in carrying out this function in the interim as the groundwork for establishing an appropriate procurement regulatory body is undertaken.
- Support will be continued to the district procurement structures and units established in the target districts in 2010 in the implementation of the local government procurement guidelines. Stakeholders in the key sector line ministries will be oriented in the local government procurement guidelines.

Public Private Partnerships (PPP): Further consultative work with the administration on the establishment of a Public Private Partnership policy will be undertaken, taking forward the draft policy framework prepared in 2010. All relevant sector ministries will be involved in the development of this policy. Guided by the resulting policy framework support will be provided to establish an appropriate institutional framework to provide guidance to the local authorities on the PPP policy, process and related legislation. The PPP toolkit prepared in 2010 will be reviewed and finalised to guide the initiation and management of PPP projects. Depending on funds available feasibility studies will be undertaken as well as investment support in solid waste management.

Municipal finance policy: In 2010, the JPLG took the first steps towards the development of municipal finance policy in Puntland by carrying out a feasibility assessment and stakeholder consultations at the central and local levels. Targets for 2011 include a final agreement on and

¹¹ UNDP and World Bank are providing support to central government public financial management reform and with the respective administrations are developing national procurement laws.

implementation of the Road Map for Municipal Finance Policy and continued partner consultations in order to formulate a feasible system. An emphasis will be on raising district councils' and central government's awareness on the linkages between revenue and service delivery.

Land management policy: Work on the land legal framework (outline for Land Policy and Land Management Law) will continue in 2011 after a series of facilitated discussions by Land Focus Group during 2010 and a drafting of options for the institutional set-up. Draft Land Management Law will be reviewed using consultative process and formulation of Land Law taken forward. JPLG will also support the districts in the establishment of Dispute Tribunals for tackling the land-related and other disputes that currently hinder development initiatives and risk peace and stability.

Support to the Ministry of Finance and Ministry of Interior for the management of the LDF: In its first year of implementation, the success of the LDF will depend on overall governance mechanisms for the Fund, as well as capacities for implementation at central and local level. For this, the Fund will receive technical advice on governance mechanisms, and support to the provision of management information (aggregate data and analysis on the use of the LDF, etc).

- Technical assistance will be provided to implementing the overall institutional governance mechanisms for the LDF. Support will be provided to the Ministry of Finance/Accountant General in its role in requesting and ensuring compliance in the implementation of the LDF. This support will be provided through: (i) direct technical assistance and (ii) assistance provided through a Letter of Agreement for implementation services.
- The Ministry of Interior will receive technical assistance when carrying out the minimum criteria assessment, as well as the performance assessment of Districts. The assessments and notifications of allocations of LDF funds for the 2012 will take place in October 2011.

Sectors and functional assignments: In addition to the sector studies on roads and solid waste management which were carried out in 2010, further studies will be done on Health, Education and Water sectors to assess current service delivery practice, including the legal and regulatory frameworks, institutional structures, procedures, resources and funding (national budget and external resources) at all levels - central, regional and district level, and to provide recommendations on necessary reforms in line with on-going decentralisation work. The outcome of these studies will guide further work and support interventions to develop appropriate legal, institutional and regulatory frameworks; as well as sector policies, strategies, processes and tools to enhance local service delivery. Corresponding guidelines and manuals on local service delivery will be developed. JPLG will ensure that this work is carried out in coordination with relevant agencies and line ministries, for example, JPLG will work with the UNICEF Water, Education and Health sections. Once the sector studies are completed a series of round table discussions all stakeholders to get agreements will be held with all stakeholders to get agreement on actual devolution of functions and corresponding resources.

Management of Information Systems: The Management Information System (MIS) for MOI was set up in 2010 which includes an online contract database for district contracts and indicator tracking system. This has been embedded within the department of planning of MOI and in 2011 there will be further training on the system to ensure that all the relevant department staff are familiar with it to ensure its sustainability.

Financial management systems: JPLG has developed and installed basic accounting software to record and report on the use of district project funds. This system will also be introduced into the other ministries that JPLG is supporting in Puntland.

Office of the Auditor General: The Office of the Auditor General will be supported in 2011 to develop a system of annual external audits and reports for the districts.

Ministry of Women Development and Family Affairs: Ministry of Women Development and Family Affairs (MOWDAFA) will be supported to develop its institutional capacity in order to deliver its mandate of gender and social affairs. This institutional strengthening will be at both the regional and central level. In addition to the institutional and capacity development, this support will also assist the Ministry to carry out outreach and networking as well as take a lead role in ensuring women's participation in local governance structures and the decentralisation of government services.

Ministry of Interior: The support provided to the Ministry of Interior in 2011 will focus on institutional and capacity development. The capacity of the ministry will be strengthened in policy, strategic planning, monitoring and evaluation, capacity development and finance. These activities will ensure that the Ministry is able to provide effective backstopping to all regions and districts. The focus of the support will be in the Directorate of Regions and Districts. Recommendations will be made and implemented on how the relevant departments in the Ministry can be restructured to ensure efficient service delivery. Further capacity development interventions will consist of basic office training and specific training defined by an assessment of the needs of the Ministry. In addition support will be provided to the Ministry of Interior Support to establish new district councils in district whose mandate expires in 2010.

Puntland Local Government Association: JPLG will support the establishment of a Puntland Local Government Association (PLGA). During the first year, organisational structures, operations and key functions will be defined in collaboration between the major district council members and concerned stakeholders in the central government and civil society. These will be set out in a Constitution or other form of legal agreement which will enable registration of PLGA as an organisation with clear status and functional purposes. To this end, JPLG will provide technical advise to and support PLGA in managing the consultative process.

Result 1.2 Up to 24 districts has legitimate Councils established and operational in selected locations:

District Administration and Councils: The institutional arrangement of the district councils will be assessed and recommendations made and implemented. This support will not only set up administrative systems but also ensure that district staff have ownership of the systems. Terms of Reference will be updated and created for all staff members in the relevant Ministry deconcentrated departments and districts. Specific attention will be paid to the departments of planning and social affairs and systems developed for these departments. The public expenditure cycle will be revised and further training delivered on this to the districts. Further capacity development interventions will consist of basic office training.

The year 2011 will see system expansion and continued technical assistance to all users in basic operational budgets and automated accounting systems (AIMS) in all four JPLG target District Councils.

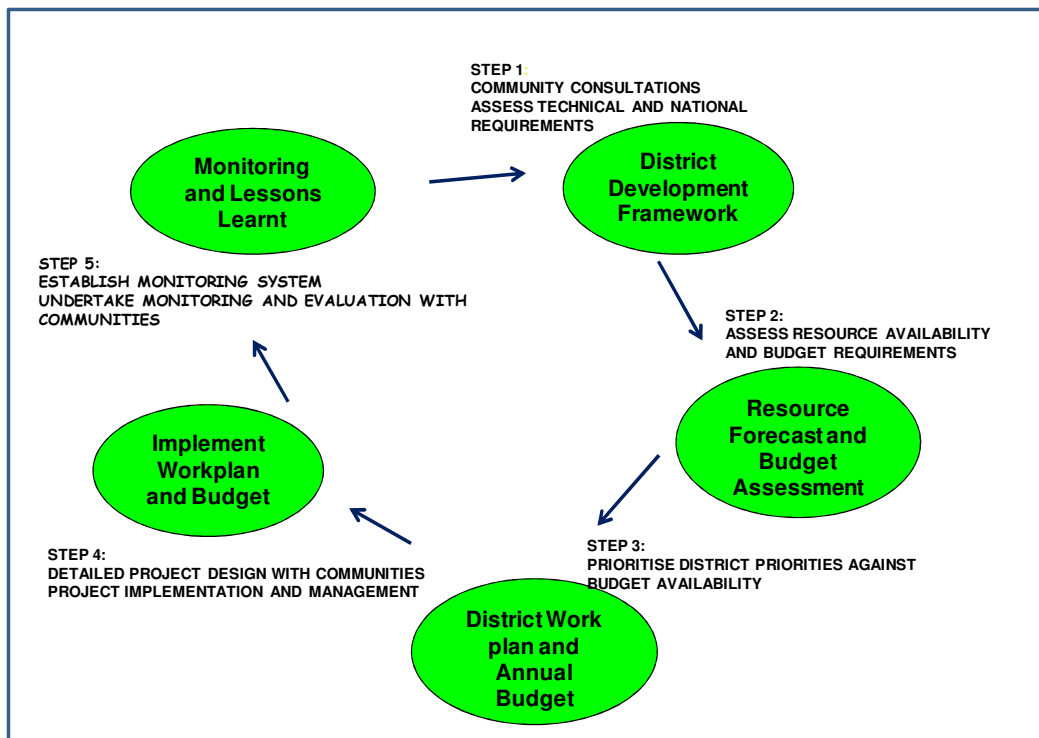
Support will also be provided to ensure that basic physical structures such as district office buildings are in place and functioning. After the completion of the rehabilitation and equipping of the Ministry of Interior Sub-Office in Bossaso in 2010, JPLG will rehabilitate the Council Offices of Bossaso and Galkayo districts. In addition, support will be provided to Districts in manage and resolve local conflicts by building the capacity of district officials and local community actors to resolve their conflicts more effectively. UNDP JPLG will work in close collaboration with UNDP ROLS to ensure a proper implementation of this activity.

Result 1.3: Up to 10 district councils' capacity to govern and manage service delivery enhanced:

JPLG has set up a package of capacity development modules at the district level to cover the public expenditure management cycle¹². This package forms the foundation that will be built on in 2011 when the capacity development activities of JPLG will be systematised to ensure that systems are set up for demand side training and that training is evaluated. The modules developed will be revised and adapted to take into account the realities on the ground and the results of the evaluations of the training. Training of Trainers will also be provided to key government staff and service providers on all the revised modules. Training of service providers on all the revised modules as well as on training methodologies will be provided.

Capacity building for the management of the LDF: In order to ensure an effective and efficient implementation of the LDF in its first year of implementation, UNCDF will provide on-the-job training to districts on the implementation of the Fund. This will be closely coordinated with JPLG's other related capacity building activities.

Diagram 2 – District Council Public Expenditure Management Cycle



The public expenditure management cycle entails an annual process of five key steps which are:

1. Based the community consultations, overall district needs and assessment of technical and national requirements that results in the preparation of a five year district development framework;¹³ identify annual priorities and targets.
2. Assess resource availability and budget requirement to implement the development framework.
3. Prepare District Annual Work Plan and Budget.
4. Implement Work Plan and Budget.
5. Monitor, evaluate and manage assets.

¹² Annex 2 provides a description and complete list of the JPLG capacity development modules.

¹³ These were prepared for the target districts in 2010 and will be reviewed in and improved in 2011.

MOI and JPLG will provide capacity support, backstopping and monitoring for the entire process.

Capacity development package (district development package)

The district procurement guidelines will be reviewed and the manuals and tools further developed; this will include the development of procurement audit guidelines and manual. Refresher training of trainers courses on all modules will be provided, and training on new audit guidelines. The target district councils will receive refresher training on the guidelines and training on procurement audits will be provided to an appropriate institution assigned to undertake the procurement audits.

Training needs of the district public works departments will be reviewed and the training modules further developed to enhance the departmental capability to plan, procure and manage service delivery through approaches that optimise local resource utilisation, for example, are employment-intensive, use local materials and skills, and stimulate the local economy. This effort will be carried out in partnership with a local tertiary/technical or professional institution with the aim of developing a training unit with capability of further developing/tailoring and delivering training to district council technical staff (engineers and other related technical staff) on a regular basis or on demand. The district public works departments will receive further technical and project management training as well as regular mentoring support in the planning and management of the delivery of public works projects.

In collaboration with the Ministry of Public Works and the sector ministries technical guidelines and standards for basic infrastructure, such as roads, health, schools, water supplies, will be collated, reviewed and further developed and guidelines prepared.

Through partnership with Ministry of Labour, guidelines and manuals on basic labour standards will be developed and the Ministry's capability to deliver training and monitor/enforce application at the district level. Training will be delivered to the relevant department within the local district council on basic labour standards and on their enforcement; with elements relating to workers rights developed for civil society and integrated into the civic education campaigns.

In 2010, new Councils were selected in Garowe, Gardo and Bosasso. Basic capacity building packages (*Local Leadership and Management Skills training, Managing Conflicts and Differences and Gender in Local Governance*) will be delivered to these new councils.

JPLG will continue to provide its target District Councils with urban spatial planning support (such as review of previous strategic plans in selected target towns). This work is based on the previous efforts of UN Habitat in support of spatial planning process and skills at the district level in Puntland. The new focus will be on discussions on an appropriate institutional set-up for capacity building and technical support for urban planning, utilising the existing models for national land and urban management framework, and on support to networking between relevant ministries and all stakeholders.

In order to ensure conflict sensitive programming, in 2011 JPLG will carry out conflict assessments within the target districts to inform all interventions.

The toolkit and training manual on PPP will be reviewed and a new training manual on PPP regulation will be developed. Further training of training for the local PPP training service providers will be provided, who in turn will facilitate PPP workshops for relevant ministries, local governments and provide further detailed PPP training on demand-driven basis by councils interested in improving and/or initiating new PPP arrangements.

Districts will receive training on local economic development and in particular, on how they can create an enabling environment for business.

In 2011, a first part of the comprehensive Asset Management training manual for the Somali local authorities will be completed. This is adapted to the present capacity levels of the DCs and will cover the first tools and procedures required from a DC to manage its assets, such as compilation of inventory and controls of the correctness of the inventory (institutional requirements). These will be complemented in the follow-up parts of the manual, including basic valuation techniques, maintenance and actual asset management plans. Parallel to trainings on the first part, assessments will be continued on the feasible applications for the full module.

Result 1.4: Targeted district councils have awareness about options of revenue generation:

Based on the feasibility assessments carried out in 2010, work to set up a GIS-based taxation system will commence in Garowe in 2011, in order to increase and better predict revenues at the district level. This activity will be initiated in an additional target district depending on funding and the security situation. The work will include the collection of data to populate the property data base and a synthesis of the old manual and new digital systems.

A revenue yield assessment will be undertaken as the initial step towards helping councils improve their revenue potential through tax collection in additional sectors.

Result 1.5: All eligible district councils have at least 1 priority service delivery project funded annually:

The 2011 annual workplans and budgets for the four target districts will be completed in late 2010 for implementation of the LDF in 2011. It is anticipated that there would be approximately twenty projects from a range of sectors being implemented in 2011 under the LDF. Once the projects have been prioritised they will be reported on the in 2011 JPLG quarterly reports as well as on the online MIS.

The district public works departments will continue to be provided with on the job mentoring support to strengthen their capability to design, plan and manage service delivery projects.

Implementation of the Local Development Fund at District level: At the district level JPLG will provide support to the management of the LDF in the selected recipient districts. The entire cycle of LDF management will be monitored and supported together with other involved UN partners. Technical assistance will be provided to the districts in carrying out the following responsibilities:

- LDF Financial management (2011 cycle): Once annual budgets are clearly established for 2011 projects, a finance plan for the LDF releases, national budget contribution and own revenues from the local governments will be developed with MOI, MOF DCs and UN partners;
- Procurement of the 2011 cycle: Based on the DCs annual work plan and budget.
- Implementation (2011 cycle): Contract management, oversee the disbursements from district accounts to contractors when triggered by contract payments and project completion (in collaboration with ILO);
- Financial management: Provide technical support on the management of financial management documentation and DC reports, preparing for audits; reviewing the adequacy and application of the internal control framework at district level; ensure that internal audits are organized, and that the results are presented to District Council, and that recommendations are adopted and monitored.

JPLG will complete projects to improve solid waste management (SWM) which were started in two target districts in 2010 (Garowe and Bosasso). SWM policy and regulations will be developed alongside the project investments to enhance sustainability through better management structures. In 2011, projects will also be started in Gardo and Galkayo. The use of PPPs in SWM will be guided by the development of PPP policy and toolkit.

Result 1.6: Capacity to deliver services developed within 25 communities and 10 private sector service providers:

Districts will be supported to undertake pre-qualification proceedings to identify suppliers and contractors that are qualified. This will enable the district to maintain a list of approved suppliers and contractors which should be kept under constant review by the DC tender committee and renewed annually at the beginning of each financial year to remove defunct service providers.

In partnership with the Ministry of Public Works preparatory work towards the definition of a process to legislate and establish a registration board for contractors will be initiated to help to further develop and regulate a competitive construction industry with contractors capable of delivery quality works

To open and expand private sector participation in the service delivery local councils will be supported in creating awareness through public advertisements and campaigns to explain opportunities for private sector and communities to do business with them through public procurement in line with the procurement guidelines. 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. Village committees will be supported to appoint resource persons for their villages to be trained in project cycle management to support and increase effectiveness and competitiveness in 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 will include the following results.

Result 2.1: Target communities in up to 24 districts have basic understanding of their rights and responsibilities in relation to district councils:

Civic education is crucial in empowering communities, encouraging community participation in governance and service delivery and enabling them to hold their local councils more accountable. The civic education strategy and programme was developed in 2009 and rolled out in the four targeted districts in 2010. Feedback and lessons learnt from implementation indicates the need to make the programme more interactive, improve targeting and deepen outreach particularly in the rural communities. Therefore in 2011 the focus will be on improving and increasing dialogue and the use of culturally acceptable and sensitive interactive media such as folk music, drama and storytelling. Public gatherings for debate and discussion between the communities and the local authorities will also be supported.

The civic education strategy and programme will be reviewed to ensure that marginalised and vulnerable groups are also reached. In addition where possible, work in close collaboration with other sectoral ministries such as the MOWDFA, Ministries of Environment and Education to include environmental and conservation awareness, basic labour standards and women’s role in

governance, and educational school clubs to advance civic education. Reporting mechanisms will be improved for more accurate recording of the numbers of people reached through the print and electronic media, as well as feedback mechanisms from target audience.

Result 2.2: Annual district plans and budgets in up to 24 districts reflect community priorities:

An assessment of the local enabling environment for micro, small and medium enterprises will be undertaken. Based on the assessment findings, support will be provided to implement recommendations such as improving economic infrastructure and local regulations which are fair and consistent encouraging increased investment in key productive sectors. The assessment will also support in the development of economic development strategies for the districts which will outline key activities to be driven from the DDF. Districts will be encouraged to appoint Local Economic Development Officers who will be trained and tasked to carry out economic/enterprise development support functions. Districts will be supported in hosting workshops on the role of the local government in stimulating local economic development and creating jobs.

In 2010, the community consultation and validation processes were undertaken in all the four targeted districts to ensure that community priorities were articulated and reflected in the District Development Frameworks (DDF) and Annual Work Plans. In 2011, support will be provided to review and improve the five year DDFs and annual District Work plans for 2011 will be developed as the basis for annual investment, work planning and reporting. A quality assurance strategy will be developed and implemented to ensure that the priorities included in the DDF are a true reflection of the community priorities and are not interchanged. JPLG will continue to assist the district to use the DDF as a planning tool to inform all investments in the district both through own source revenues and external for example, the Community Driven/ Recovery and Development Programme (CDRD) will fund selected priorities from the DDF in Galkayo and Gardo.

Result 2.3: Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational:

In 2010, community monitoring groups (CMG) were established and trained to monitor the projects funded under the JPLG district basket fund. In 2011, the basic mechanism for community monitoring will continue to be enhanced through the establishment and training of additional groups based on the projects selected and conducting refresher training of the existing groups. This training will be provided to the CMGs, District Council, Economic and Development sub-committee and the contractors. The training will facilitate the development of joint indicators for the specific projects that will direct the monitoring and reporting. To ensure that there is follow up on the concerns raised by the community, the capacity of the Community Monitoring Groups to capture, document and report on the progress made on and feedback to the district councils will be developed. This will enhance the district council's accountability to its citizens and the effective and efficient use of resources.

Result 2.4: Public reporting meetings in up to 24 districts held annually:

Districts will be supported in organizing and holding two public meetings to report on the progress of the District Annual Work Plans in terms of achievements, challenges and way forward. A strategy to strengthen the community participation in the public meetings will be developed and implemented. These will provide the community with the opportunity to raise any concerns and obtain feedback on the council's activities and accountability. The programme will also build the capacity of the council members to ensure that they hold participatory dialogues with community members during these sessions.

5 PRINCIPLES FOR IMPLEMENTATION

Basic principles of JPLG

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

- **Harmonisation:** Harmonisation of all processes and practice for more effective public expenditure management at local government level and for capacity development remains a key principle of the JPLG.
- **Coordination.** Maintaining effective coordination mechanisms to ensure efficient management and utilisation of resources is a key principal for the joint programme. Established coordination mechanisms will be maintained including bi-weekly meetings of the Inter-Ministerial Working Group; bi-weekly meetings between MOI and the JPLG team in Garowe; and the bi-weekly technical working group meetings in Nairobi. The frequency of the planning workshops with all partners will be reduced to bi-annual given it is now felt that a good foundation and understanding of concepts and working processes have been established. Frequent field missions will be sustained. Overall coordination between the UN agencies takes place in the Programme Coordination Unit (PCU) in Nairobi, which communicates to all partners in Puntland through the JPLG team leader and maintains open and regular discussion with donors in Nairobi.
- **Learning-by-doing:** The principle of learning-by-doing remains as the core of the approach for sustained capacity development of the JPLG. This approach is complimented with formal training, on-the-job training and mentoring. The lessons learned through actual practices are used to inform and review process and tool development and up-stream policy development.
- **Capacity development linked to investment funding:** Complementary to the learning-by-doing capacity development approach is an investment fund accessible to districts to undertake service delivery projects to be dispersed through a fiscal local development fund (LDF) transfer mechanism currently being established and to become operational in 2011. This enables the target districts to go through an on-the-job learning process of the full district planning and investment cycle which culminates in the delivery of tangible prioritised projects.
- **Predictability:** Assurance of a certain minimum of annual allocation through the Local Development Fund¹⁴ and other mechanisms announced at the beginning of the annual planning and budgeting process for district investment to facilitate multi-year planning.
- **Transparency, Accountability and Participation:** Embedding the local public expenditure management processes in governance principles is essential to improve overall trust and accountability between the people and their local governments. Transparency of operations is a guiding principle for all actors and stakeholders involved in order to set good governance standards. Appropriate checks and balances have been embedded into all the local public expenditure management processes to ensure accountability at all levels. Anchoring processes at community level ensures communities will hold their councils accountable. Capacity support will continue to be provided to develop community participation and monitoring.
- **Simple, Action and Solution Oriented:** Systems, processes, tools and procedures designed are context specific and are always as simple as possible to facilitate action while ensuring attention to accountability, efficiency and quality. Given the peculiarities of the context, the design allows sufficient flexibility to allow solutions to address potential challenges without compromising accountability, efficiency and quality. Simple guidelines/manuals are and will continue to be developed to allow the councils to carry out planning, budgeting, implementation service delivery, monitor, control and report within a reasonable time frame and at a reasonable cost.
- **Ownership and institutionalisation:** All interventions, processes, systems and procedures are/will be designed (reformed) with full engagement and endorsement of the government partners and other relevant stakeholders (including private and civil sectors and communities) to

¹⁴ The Local Development Fund will supersede the District Basket Fund effective 2011.

ensure ownership and the ultimate adoption as a national practice. This will be complimented with the requisite policy and institutional reforms and knowledge, skill and competency development.

- **Building and working through local and central government institutions** vis-à-vis setting up parallel structures to ensure functions, knowledge, skills and capacities are retained in these institutions.
- **Criteria for selection of target districts:** Criteria for inclusion of target districts will remain, for example; the district council is in place; inclusion in the JPLG will not result in disputes and conflict (including armed conflicts and serious land/boundary disputes); accessibility for UN staff; and existence of a basic financial management system and capacity.
- **Commonality in approach and practice across agencies:** Adherence to common practice in critical areas including procurement, recruitment and remuneration of local partners and consultants. The JPLG will continue to work through a common work planning mechanism and through the teams of all UN partner agencies working as one at local and Nairobi levels.

Implementation strategy for major programme components

- **Policy, systems and regulatory framework review and development:** Supportive policy, legal, institutional and regulatory frameworks are essential to facilitate the delivery of decentralized local service delivery and good local governance. Where absent, a bottom-up approach to policy, legal, institutional and regulatory framework development will take place with the development of structures, processes and tools on the ground to guide policy formulation if/when conditions allow. Where policies exist these will be assessed, reviewed or reformed and then harmonized (where in conflict with each other) through a guided process engaging all stakeholders. This process will be informed by local practice (as well as international and regional best practice), specific contexts, and ongoing JPLG interventions on the ground.
- **Development of a capacity development strategy:** A more comprehensive capacity development strategy presenting a coherent approach to developing institutions, core competencies, knowledge and skills for effective local governance and decentralised service delivery in the short, medium and long term will be developed. The strategy will guide further development of the district capacity development package already in place as well as the approach and methodology for its implementation.
- **Development of the Local Development Fund (LDF):** The Local Development Fund mechanism – a predictable fiscal transfer modality of resources from the national budget to local governments will commence from 2011 replacing the District Basket Fund mechanism of direct transfer to the districts. The allocation of LDF funds for eligible districts will be based on an allocation formula and the districts meeting certain benchmarks and criteria which include revenue generated locally. This approach will create an incentive for good performance.
- **Development of capacity among communities to participate in the planning and delivery of services:** Developing the demand-side of governance remains a primary pillar in the JPLG's approach. Empowering communities to become active participants in planning and delivery of services through deliberate efforts to establish and strengthen community structures giving communities a voice in how they are governed will continue; as will a sustained civil education programme on the roles and obligations of citizens and their local governments.
- **Broadening private sector engagement in deliver services:** Recognising the important role of the private sector as a partner in the delivery of services and in stimulating local economic development, the programme will continue to support the development and use of procurement tools to broaden private sector engagement in local service delivery. This will be complimented by awareness creation amongst the private sector of procurement opportunities and the procurement process.

- **Nurturing local economic development:** JPLG will support local governments to develop their role in promoting economic development. Districts will be supported in identifying areas of potential for economic development and interventions to create an enabling environment to exploit them such as improving economic infrastructure and local business regulations stimulating increased investment in key productive sectors within their administrative boundaries.

6 GENDER STRATEGY

The JPLG seeks to incorporate gender as a core value underpinning governance and human development. As such gender issues will be addressed in three ways within its realm of work: (i) at the policy and legislative level; (ii) in programming and analysis; and (iii) in implementation. The JPLG will assist the Ministry of Women Development and Family Affairs to implement the Puntland National Gender Strategy with a focus on the elements that refer to governance and decentralisation.

Policy and legislative level

- Ensure that gender is appropriately incorporated into all relevant legislation and policies pertaining to local government, service delivery and land, including dispute settlement and restitution mechanisms.
- Ensure that local government practices are consultative, participatory and actively encourage the involvement of women and marginalised or vulnerable groups.
- Ensure that plans and services are sensitive to the specific needs of women and marginalised or vulnerable groups.
- Advocate that District Councils, committees and steering groups encourage the participation of women and strive to meet a 30 percent minimum representation level.

Programming and analysis

- Ensure that gender analysis is included in the district development plans as well as design and provision of services, through proportionate participation of women at all stages of identification, planning and implementation.
- Ensure that women benefit from the economic opportunities that are usually created through the agreed development projects.
- Ensure that the municipal finance systems that are being established are capable of producing gender disaggregated reports, and enhance gender-based revenue collection, budgeting and planning as a part of the ongoing system development.
- Ensure close co-ordination and collaboration with other gender-specific activities and related programmes
- Ensure that all the program reports and indicators are gender sensitive.
- Document successful stories for women in social, political and economic activities.
- Advocate and lobby for centres for women local councillors.
- Continue capacity building for local leaders on gender equality and gender mainstreaming.

Implementation

- Support the MOWDAFA to take a lead role at the national level, and to work together with the Ministry of Interior and District Councils. Including: sensitisation on gender and women's rights and public role, especially aimed at local government officials, clan elders and women leaders; decentralisation reform and gender budgeting.
- Support MOWDAFA in ensuring that women participation at community and district level is effective.
- Provide technical support to MOWDAFA to facilitate setting up of a network for female councillors.
- Ensure the capacity of MOWDAFA and women in government positions are increased in leadership and management
- Support efforts to ensure that all UN interventions across the board are gender sensitive and do not aggravate gender disparities.
- Work to ensure an appropriate level of representation of women in meetings, trainings or consultations.

- In developing training materials and curricula, ensure that gender issues/concerns are addressed.
- Ensure that UN staff are adequately gender sensitive and responsive and that internal policies and procedures are applied.
- Involve MOWDAFA in all JPLG activities such as the civic education programme.
- Strengthen and collaboration with MOI on gender disaggregation of data.

7 COMMUNICATIONS STRATEGY

The JPLG developed a Communications Strategy in 2010 and its expected outcomes are:

1. To build trust and buy-in from Somalis in what Local Governments can do for them.
2. For Somalis to demand better performance from their Local Governments.
3. To assist Local Governments to be more participatory, accountable and transparent.

The communication strategy outcomes will be achieved through messaging which will be targeted for specific audiences. The main communication objectives for the people of Puntland will be to:

- Raise awareness about the roles of local governments and the citizens' role in demanding services and better performance from their local governments.
- Increase participation from the people in their local governments processes.
- Create a sense of ownership over what the local governments are doing for their communities.
- Increase peoples' demand for local governments to perform with greater participation, accountability and transparency.

Other audiences targeted in the communications strategy will be the local governments themselves, central government, donors, local media, Diaspora and international media.

The following activities are to be carried out for each target audience in 2011:

- Awareness raising among the people of Puntland about the roles of local governments and their roles in demanding services and better performance from their local governments. This will be carried out through civic education programs and public meetings.
- Public meetings will be organized by the districts councils to share annual work plans with public, provide feedback and increase accountability.
- Cross exchange visits and study tours will be encouraged and documentation of council projects and successes will be undertaken.
- Award schemes for best performing district councils will be carried out and video scripts will be developed from the success districts work.
- Access to local and international media on the JPLG work will be enhanced and success stories will be developed and shared out to the donors and other stakeholders.

8 INSTITUTIONALISATION OF PROCESSES AND PROCEDURES

The local governance and service delivery structures and systems will be anchored in the actual local governments through legislative, institutional and policy reform and a substantial and sustained capacity development effort involving mentoring approaches through local training institutions.

The government recognises the importance of decentralisation in its development plans, as such decentralisation reforms will be facilitated by JPLG with appropriate legislative, institutional and policy frameworks established, defining the decentralisation of powers, including the necessary fiscal decentralisation to support the delegated functions. An integral part of this process will involve undertaking sector studies to inform the unbundling of functions. This policy will inform the legal framework and be embedded in the overarching legal framework of the state.

The local development fund and participatory public expenditure management processes developed will provide the framework for fiscal inter-governmental transfers through which all fiscal and external resources will be planned for, disbursed and utilised for development investment and recurrent expenditure. This will help institutionalise medium-term district planning and service delivery functions as the annual district budgets become more predictable.

Financial viability will be approached from two sides. On the one hand the current staffing structures will be reviewed, aiming at leaner and more effective and efficient structures. However, JPLG recognizes that institutionalization of these structures and processes must be done in tandem within a broader civil service reforms. On the other hand, the local economic potential of districts will be explored and interventions to create an enabling environment for local investment and economic development will be supported to help raise revenue generating possibilities. In the long term, more responsive and efficient service delivery, that addresses community needs, will help to improve the image of the local government, nurture local enterprise and expand the tax base, as the willingness to contribute increases. Core to this will be fair, transparent and accountable systems within the local governments set up with the assistance of JPLG through improved financial management, procurement procedures and human resource management.

9 CONFLICT ANALYSIS

The conflict analysis includes :

- i) the risk assessment which evaluates the risks for United Nations (UN) and other international partners implementing the JPLG, and
- ii) a conflict analysis which details how the JPLG could potentially create conflict and how these areas will be addressed within the JPLG.

The risk assessment is based on experience and lessons learned during and the possible scenarios for the next twelve months of JPLG implementation and is updated annually. The security situation in Puntland remains unsettled with strong threat for kidnapping. This is a limiting factor for the presence of international staff. Piracy off the coast continues to be a threat, with possible implications on the mainland.

The conflict analysis below has identified areas of conflict that JPLG could potentially generate, implications for the JPLG if these reach their potential and steps in place address/mitigate. These will be reviewed quarterly in the JPLG reports.

Table 1 JPLG Conflict Analysis

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
District Selection Process	District identified for political reasons rather than the agreed upon criteria resulting in politicization of JPLG inputs and leaving out districts that meet the criteria. Disengagement by district council and loss of interest. Increased risk of misuse of resources by investing in non-priority sectors/projects making citizens less interested in engaging in the public expenditure management process.	Transparent and agreed to criteria for district selection in place, and made known to all stakeholders. This criterion has been applied throughout the duration of the JPLG.
Formula and assessments for LDF allocation of funds	Risk of manipulation of indicators/parameters. Risk of formula being changed due to political reasons. Risk of assessments being corrupted.	Allocations are based on a base figure for each district plus an adjustment for district grades and announced publicly. Assessment of minimum conditions being conducted by external evaluators.

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
Consultants placed in Ministries and local governments.	Difference in remuneration package for consultant to government staff salaries leading to resentment and ineffectiveness of the consultants involved. No institutionalisation of capacities and functions provided/undertaken by consultants displacing ministry or local government staff and not contributing to the development of capacities within the institutions themselves. Resulting in capacity substitution.	The JPLG will continue to ensure that consultancy positions are discussed with the host agencies and scope of work agreed upon; consultants are placed within the organisation's organigram supporting the relevant heads of department. The performance of the consultants is assessed annually and payments linked to outputs/deliverables.
Project prioritization and selection (elite capture)	Poor investments and non alignment to development objectives in the DDF. Marginalization and disenfranchisement of some groups leading to hostilities between communities and district councils; or between two communities. Loss of credibility in the process due to elite capture.	The JPLG will continue to make it conditional for districts to engage communities in project prioritization and validation processes in order to access funds for the delivery of priority projects. Districts will be required to provide evidence of such consultations. Annual public meetings will be facilitated by the JPLG to ensure that citizens are informed on expenditures by the District Councils.
UN Agencies coordination	Loss of interest in JPLG. Promoting mandate at the expense of the programme. Lack of coherence of approach to government support and engagement	The JPLG has developed a standard capacity development package in terms of contents as well as costs. The JPLG has one integrated work plan and budget creating ownership and collective responsibility amongst the UN agencies Agreement on JPLG principles and ground rules.
Funding to MOI could lead to conflict with other Ministries (such as Finance, Education, Public Works, Water, and Health).	Other Ministries could lose interest and commitment to the decentralisation reform process. Other Ministries may not be supportive to the JPLG.	It will be important for the JPLG and MOI to identify how and when to involve line ministries according to the mandates and technical expertise in the policy dialogue and reforms.

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
Procurement	<p>Manipulation of and disregard for the procurement process leading to lack of competitiveness and opens the door for incompetent contractors and collusion in contractor selection encouraging clan/relationship based selection.</p> <p>Compromising quality of works as selection not based on merit resulting in potential hazards and conflict.</p> <p>Citizens lose faith in the procurement process as it is skewed towards certain individuals/companies. This inhibits the development of a vibrant/thriving private sector.</p>	<p>The JPLG is working on improving the procurement process and regulatory framework for DC. Capacity development is being undertaken for relevant DC staff and committees on managing proper procurement procedures.</p> <p>JPLG will continue to play an oversight role in the procurement process in central government institutions as well as within the DC. There are clear pre-conditions/ steps to be met by the DC as well as the contractors in the procurement process.</p> <p>JPLG will ensure that there is monitoring by relevant user groups/ communities of every project implemented through the LDF funds and payment to the contractors will be upon certification and verification by the user group/community as well as a UN appointed entity. JPLG will undertake training of service providers to familiarize them with the procurement processes.</p>
Recruitment	<p>Not merit based hence poorly qualified persons performing key functions.</p> <p>Lack of objectivity as far as performance and service delivery is concerned.</p> <p>Clans/communities and individuals demanding positions even when the persons they are pushing for are not competent.</p> <p>Difficulties in removing non-performing staff due to poor enforcement of HR guidelines as well as possible security threats.</p>	<p>JPLG will continue to promote use of merit based recruitment process by ensuring that positions under the JPLG are filled through a competitive process with UN agencies staff overseeing/part of the process.</p>

10 MONITORING AND EVALUATION (M&E)

The JPLG M&E system is in place and has been functioning since 2009 and includes the following components:

- Monitoring and Information System (MIS): The online and excel format MIS database is set up in the Ministry of Interior to assist with their monitoring and oversight functions of local governments. The MIS was set up in the Ministry of Interior during 2009 and ongoing capacity development and backstopping support to operate the MIS is provided from the M&E Specialist in the JPLG Programme Coordination Unit. The MIS consists of two main parts: i) ongoing monitoring of the JPLG indicators and targets whereby data is collected from target districts and entered by Ministry of Interior quarterly and reported in the JPLG quarterly reports; ii) data entry to record key information related to the capital investment projects in the districts and also reported in the quarterly reports. The MIS can be accessed online through www.jplg.org and the website also has a document section including annual and quarterly reports.
- Outcome evaluation system (OES): The OES which collected baseline data during 2009/2010 and which will continue to conduct six monthly review missions to target districts to verify both some of the output indicators as well as the outcome indicators of JPLG. The OES will also study issues identified by JPLG partners for more in depth analysis for example in 2011 DFID has requested data and analysis on the costs and benefits of JPLG interventions. New indicators will be introduced from the 1st quarter of 2011 where data collection will take place quarterly or annually depending on the indicator.
- Reporting system which includes three quarterly and one annual report: JPLG follows the reporting formats from Multi Donor Trust Fund and all JPLG donors have agreed on the format and frequency of reports. The reports essentially report on progress against the annual work plans and budgets. The reports also include achievements and results by outcome (as per the JPLG logframe/JPLG Workplan); Contract data (including payments made); Indicators (also in MIS); available budget; expenditures and training data (number of participants and males and females).
- M&E expert in place in Ministry of Interior to support Department of Planning (with support from the JPLG M&E Specialist) including collecting indicator and training data and identifying documents for uploading in MIS as well as uploading data (indicator and project) on to the MIS website. JPLG will continue to develop this capacity within the ministry.
- Community Participatory Impact Monitoring (PIM): which includes community participation in monitoring local government projects and participatory reporting from the local governments to their communities will to be carried out by through the user monitoring groups and village committees in all target districts in 2011. Mechanisms and indicators have already been developed and Community Monitoring Group trainings will be undertaken.
- M&E Training: Training on monitoring and evaluation concepts, techniques, tools, activities and responsibilities, in addition to on the job coaching will continue to be provided to ensure accountability and transparency of and within the local governments.
- JPLG Mid-Term Review: Is planned for the 1st quarter of 2011 with the aim to assess the progress of the JPLG against the project document and possible benefits of continuing the JPLG beyond 2012. The MTR will also include a review of the JPLG M&E System.

11 MANAGEMENT AND COORDINATION ARRANGEMENTS

The JPLG is implemented by five UN agencies in Puntland. The funding modality and subsequent management arrangements for the JPLG funds were described and agreed to in the project document using the UNDG's Joint Programme mechanism of pass-through with UNDP as Administrative Agent (AA). All the standard legal agreements have been signed between the UN Agencies to activate this mechanism however to date only approximately 30 per cent of the total JPLG funds are utilising this efficient mechanism.

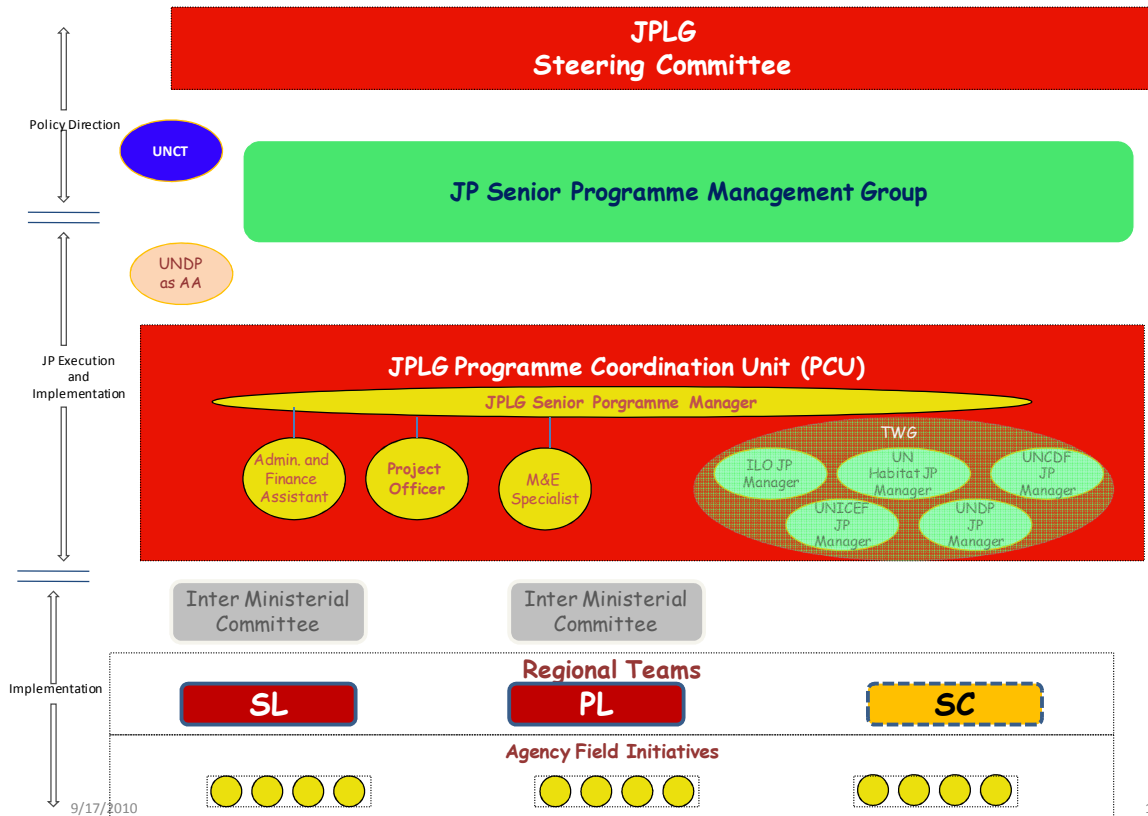
The management and coordination structures for the JPLG as described in the Project Documents include the following:

- Steering Committee (SC): The main function of the Steering Committee is to provide strategic direction to the JPLG and approve annual work plans and budgets. This committee is co-chaired by UN-Habitat and the Ministry of Interior. Members include the Government, JPLG donors and the participating UN Agencies. The Steering Committee meets annually.
- Senior Programme Management Group (PMG): The main function of the programme management group is to make executive decisions based on matters concerning participating UN Organisations to the JPLG and provide programmatic harmonisation. This meeting is chaired by the Senior Programme Manager with heads/deputy heads of UN Agencies as members and the technical working group as observers. The programme management group meets approximately every three to four months.
- Project Coordination Unit (PCU): The main functions of the programme coordination unit are to provide strategic support to the implementation of the JPLG. The PCU is also responsible to coordinate and prepare the annual work plan and budgets and support the overall implementation of the M&E framework as well as provide leadership in the integration and harmonization of UN Agencies and government activities. It has an important role in liaising with the JPLG donors and joint fund raising for the programme activities on behalf of the JPLG partner agencies. The PCU also coordinates with the AA to ensure timely disbursement of funds and follow-up on expenditures. Members include the Technical Working Group made up of all UN Agency project managers, the Senior Programme Manager, M&E Specialist, and Admin/Finance and Communication Officers. The TWG meets regularly and at least every two weeks.
- Puntland JPLG Implementation Teams: The main function of this group is to ensure the agreed work plans and budgets are implemented efficiently and in a timely and coordinated manner between the UN agencies and the central and local governments. This team is also responsible for monitoring the activities of the JPLG at the field level. Members include staff from participating UN Agencies and staff from government ministries e.g. Ministry of Interior and Ministry of Women Development and Family Affairs. This team is provided with leadership and guidance by the JPLG Team Leader appointed from one of the participating UN Agencies and currently in Puntland, this is UNDP. In addition, each team member is assigned with a thematic function relevant to the JPLG such as capacity development or M&E, to ensure that there is coherent coordination across UN Agencies in the relevant thematic areas. The JPLG team meets every two weeks and reports to the PCU.
- Puntland Inter-Ministerial Committee (IMC): The main function of the Inter-Ministerial Committee is to coordinate government efforts on decentralization across ministries and provide strategic direction in local governance with the aim of strengthening decentralized governance in Puntland. Members of this group include Government Ministries, UN partners, and other relevant stakeholders. The IMC meets monthly and reports to the steering committee and the JPLG team.
- UN Assistance Strategy for Somalia (UNSAS): As the JPLG is the main implementation instrument for the local governance targets of the UN Country Team in Somalia (UNTP Outcome 2 between 2008-2010 and UN Assistance Strategy for Somalia Outcome 1 starting

in 2011), the subsequent UN mechanisms for monitoring and reporting are supported by the data and reports generated through the JPLG M&E system. The PCU coordinates closely with the regional JPLG teams to ensure that UNCT monitoring requirements are met and duplication is avoided.

Diagram 3 – JPLG Organogram

The following diagram provides a summary of the JPLG management and coordination arrangements:



12 WORKPLAN AND BUDGET

The 2011 Work plan and Budget is based on consultations with local counterparts as well as experiences to date. The summary work plan and budget is attached in Annex 3.

The following summary tables provide an overview of the planned 2011 JPLG work plan and budget for Puntland.

Table 1 Total 2001 Budget By UN Agency

UN AGENCY	US\$
UN HABITAT	1,599,834
UNDP	2,511,298
UNICEF	683,998
ILO	1,169,453
UNCDF	556,402
FEES	633,442
TOTAL	7,154,427

Table 2 Total 2001 Budget By donor

DONOR	PUNTLAND
EC	1,406,905
SIDA	1,236,499
DFID	528,459
DENMARK	837,132
NORWAY	295,262
UNCDF	141,747
UNFUNDED	2,074,981
Fees/security	633,442
TOTAL	7,154,427

Table 3 Total 2001 Budget By Budget Category

BUDGET CATEGORY	AMOUNT US\$
Human resources	
Salaries local staff	364,064
Admin/support staff	41,447
Salaries/consultants international	740,786
Per diem Somalia	51,660
Travel	
Local	157,595
International	308,514
Equipment and supplies	
Local procurement	469,000
Local Office	
Operations and maintenance	282,117
Other costs and services	42,000
Works, contracts, grants, training	
Contracts and partnerships	2,450,220
Grants to DCs	748,852
Training and capacity building	864,730
TOTAL	6,520,985
Fees and security	633,442
GRAND TOTAL	7,154,427

Please note that the budget category contracts and partnerships includes inputs such as the rehabilitation of selected district and central offices; agreements between JPLG and ministries of Interior, Public Works and Women Development and Family Affairs. District level support includes: PPP training, solid waste management investments, support to spatial planning, civic awareness and training on participatory impact monitoring, support to prepare the DDF and AWPBs for the target districts.

ANNEXES

1. Logframe
2. Capacity development modules
3. Annual Work plan and Budget for 2011

Annex 1 Logframe for all zones¹⁵

¹⁵ Please note the logframe targets herein are those set for the three zones – Somaliland, Puntland and South Central.

Joint Program on Local Governance and Decentralized Service Delivery				
Logical Framework (5 years)				
	Intervention Logic	Objectively Verifiable Indicators	Source and Means of Verification	Assumptions
Overall objective	Local governance contributes to peace and equitable priority service deliver in selected locations			
Specific objective 1	Communities have equitable access to basic services through local government	Significantly positive results of representative surveys on improved access to basic services	Opinion surveys	
Specific objective 2	Local governments are accountable and transparent	Significantly positive results of representative surveys on improved performance of district councils	Opinion surveys	
Expected results	Expected results under specific Objective 1			
1.1	Local government policy, legal and regulatory framework in the 3 regions of Somalia initiated	No. of regions that have initiated local government policies	Policy commitments	Political will to endorse / enact local government policies and regulations
		No. of regions that have initiated local government regulations	Regulation commitments	
1.2	Up to 24 districts have legitimate Councils established and operational in selected locations	No. of legitimate regional councils established	Regional council registration with central government	(1) Stability in districts, (2) Commitment from councils and communities to go through reconciliation and council identification process
		Number of legitimate district councils established	District council registration with central government	
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	Project reports	Funding mechanism operational
		No. of projects funded		
1.6	75 communities and 25 private sector service providers awarded contracts to deliver priority projects for service delivery	No. of community service providers whose capacity is developed; No. and nature of services delivered	District project reports;	
		No. of private sector service providers whose capacity is developed	User satisfaction on quantity and quality of service	
Expected results under specific Objective 2				
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,	Stability prevails in districts
			(2) Outcome evaluation system will address the extent to which the civic education programmes have resulted in increased awareness	
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	(1) District councils committed to transparent and accountable management.
			(2) Outcome evaluation will seek to clarify whether the plans truly reflect community priorities	(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
2.4	Public reporting meetings in up to 98 districts held annually	No. of annual meetings by district	District project reports	Community meetings will improve accountabilities between LGs and the people.

Activities	Activities under specific objective 1 result 1	Means	Costs (refer to work plan & budget breakdown Annex 2)	Assumptions
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
	Activities under specific objective 1 result 2			
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
	Activities under specific objective 1 result 3			
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 18 urban and 80 rural councils, (2) Commitment to capacity development process by councils
1.3.3	Implement the capacity development package	Staff time; trainings; workshops; consultants.		
	Activities under specific objective 1 result 4			
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		
	Activities under specific objective 1 result 5			
1.5.1	Allocate funds to eligible community and district projects (based on a funds transfer system specific to the three regions)	Staff time; workshop; districts and community grants; specialized training projects		Funding mechanism operational
1.5.2	Monitor the grant transfer system	Staff time; training on MIS		

	Activities under specific objective 1 result 6			
1.6.1	Conduct market capability assessment for private sector LG service delivery	Consultants; Staff time		
1.6.2	Design and carry out awareness creation activities for the private sector and communities on opportunities and procurement process	Consultants; Staff time		Stability prevails in districts
1.6.3	Support and mentor service providers implementation	Staff time; on-job training through infrastructural projects;		
	Activities under specific objective 2 result 1			
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
	Activities under specific objective 2 result 2			
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
	Activities under specific objective 2 result 3			
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
	Activities under specific objective 2 result 4			
2.4.1	Implement system for community performance monitoring of local government			

Revised benchmark	Revised indicators	MoV	Frequency of data collection	OES focus	Targets	
1.1. Local government policy, legal and regulatory framework in the three regions in place						
1.1.1. Local government/ councils policies, laws, regulations and guidelines drafted, approved, disseminated and implemented	1. Revisions of policies, laws, regulations and guidelines related to LG drafted and approved (e.g. human resource management, procurement and gender)	Policy statements	Yearly	LGs, VCs and community members aware of LG regulatory framework	Names and Numbers of policies, laws, regulations and guidelines related to LG drafted and/or approved	
		Published acts?		Extent to which policy takes account of wider LG representation	(Decentralization Policy, Law No 23, Procurement Guidelines, Gender Guidelines, Human Resource Guidelines, Law No 7, Law No 17?)	
	2. Harmonisation of the decentralisation legal framework with the sectors initiated	Study reports	Yearly	Changing perceptions and practices of line ministries towards decentralisation	Describe how the decentralisation of the legal framework with the sectors was initiated and the number of names of sectors involved	
		Draft bills				(Education, Health, Water/Sanitation, Public Works)
		Sector Study findings				
	3. LG policies, laws, regulations and guidelines implemented (e.g. human resource management, procurement, and gender)	LG minutes of meetings	Quarterly	Extent of implementation of LG regulatory framework	Names and Numbers of LG policies, laws, regulations and guidelines implemented (Decentralization Policy, Law No 23, Procurement Guidelines, Gender Guidelines, Human Resource Guidelines)	
LG by-laws						
1.1.2. Tasks and responsibilities for service delivery distributed between central and local governments	4. Number of sector ministries decentralising service delivery obligations and resources to local governments	Study reports on allocation of sector functions between central and local governments	Yearly	Extent to which service delivery obligations are allocated to LGs	(Agreement on assignment of functions) SL: 2 to 3 PL: 2 to 3	
		Line ministries strategic and work plans			SC: 0	

1.2. Up to 98 districts have legitimate councils established and operational in selected locations					
1.2.1. District councils established as per grade	5. Number of districts by grade with councils established as stipulated in the law	Mol and LG records of council members	Yearly	Councils perceived as legitimate by the public	SL: 19 PL: 8 SC: 0
	6. Increase in number of women and vulnerable groups represented in district councils	Mol and LG records of council members	Yearly	Improved representation of women and vulnerable groups Extent to which issues related to gender and vulnerable groups are raised	SL: 5% PL: 0% SC: 0%
1.2.2. District councils meetings held	7. Number of district councils holding and recording meetings as stipulated in the law	Minutes of council meetings	Quarterly	Improved documentation of meetings Effect of meetings on council operations	SL: 6 PL: 4 SC: 0
1.2.3. District councils passing by-laws	8. Number and type of by-laws passed by district	Minutes of meetings Published by-laws	Quarterly	% of new by-laws passed that are implemented	SL: 70%; PL: 70%; SC: NA
1.2.4. District council sub-committees established	9. Number of districts where sub-committees have been established as per the law	LG records of sub-committee members	Yearly	Functionality of sub-committees	SL: 6 PL: 4 SC: 0
1.2.5. Village committees established	10. Number of VCs established as per law	Mol and LG records of villages and village committee members	Yearly	Functionality of VCs	PL: 56 SL: Being collected by Mol; SC: ?
	11. Number of VCs having representation of women and other vulnerable groups	Mol and LG records of villages and village committee members	Yearly	Improvements in representation Extent to which community priorities related to needs of women and vulnerable groups are raised	PL: 54 SL: Clarify after data collection Mol; SC: ?
1.2.6. LG departments in place	12. Number of districts with departments in place as per the law	Mol and LG records	Yearly	Enhanced clarity of departmental functions	SL: 6 PL: 4 SC: 0
		LG organograms			

1.3. Up to 98 rural and urban councils' capacity to govern and manage service delivery enhanced					
1.3.1. Approved annual work plan and budget (AWPB) per district	13. Number of districts with approved annual work plan and budget derived from the five-year District Development Framework (DDF)	DDF	Yearly	Number of districts using DDF as fund mobilisation tool	SL: 6 PL:4 SC:1
		AWPB			
	14. Number of districts with DDF mainstreaming gender and security	AWPB	Yearly	Extent to which attention is paid to gender and security issues	SL: 6 PL:4 SC: 1
1.3.2. Departmental work plans in place	15. Number of departments with approved departmental plans derived from the AWPB	Departmental work plans	Yearly	Enhanced practices in relation to departmental planning	SL, PL and SC: Public Works, Admin and Finance Departments
1.3.3. At least 70% of the planned results in the AWPB achieved	16. % age of results in AWPB implemented	Project progress reports	Quarterly	Quality of achieved results	SL - Borama: 70%; Berbera: 70%, Hargeisa: 70%, Buraao: 70%; Sheikh: 70%; Odweine: 70% PL – Garowe: 70%, Bossaso: 70%, Gardho: 70%, Galkayo: 70%; Adado: 70%
	17. % of budget in AWPB utilised	Project financial reports	Quarterly	Efficiency of fund management	SL – Borama: 70%, Berbera: 70%, Hargeisa: 70%, Buraao: 70%; Sheikh: 70%; Odweine: 70% PL – Garowe: 70 %, Bossaso: 70%, Gardho: 70%, Galkayo: 70%; Adado: 70%
1.3.4. Quarterly financial statements approved by LG Executive Committee	18. Number of districts with approved quarterly? financial statements	Financial statements	Quarterly	Efficiency of financial management	SL: 6; PL: 4, SC: 0
1.3.5. Four internal audit reports approved by district council	19. Number of districts where one internal audit reports are submitted to the council	Internal audit reports	Quarterly	Usefulness of internal audit to operations	SL: 3; PL: 2, SC: 0
1.3.6. Annual external audit report produced and approved	20. Number of districts where annual external audit report has been produced	External audit report	Yearly	Number of LGs taking up audit recommendations	SL: 6; PL:4; SC: 0
1.3.7. Fiscal transfer system developed and implemented	21. Number of districts receiving fiscal transfers as per the law	Financial statements	Quarterly	Efficiency of fiscal transfer system and effect on council operations	SL: 6; PL: 4; SC: 0

1.3.8. LG contracts awarded according to procurement guidelines	22. % of contracts awarded against targets in procurement plan in line with guidelines	Procurement plan	Quarterly	Extent of LGs adherence to procurement guidelines	Borama: 70%; Berbera: 70%; Hargeisa: 70%, Buraq: 70%; Sheikh: 70%; Odweine: 70%
		Procurement committee minutes			Garowe: 70%; Bossaso: 70%, Gardho: 70%; Galkayo:70%; Adado: 70%
1.3.9. LGs develop and implement human resource management/development (HRM/D) guidelines	23. Number of LGs where staff have job descriptions	HRM/D guidelines	Yearly	Enhanced clarity in LG staff functions and effect on performance	SL:6; PL: 4, SC: 0
	24. % increase in women filling professional positions per district	Human resource records	Yearly	Gender sensitivity in LG recruitment and deployment	SL: 1% PL: 1% SC: NA
	25. Number of councillors and staff having attended and completed capacity building activities (by district, gender, committee, department)	Training data sheets	Quarterly	Extent to which training is being applied	Hargeisa: M/F; Committee Name/Department Buraq: M/F; Committee Name/Department Borama: M/F; Committee Name/Department Berbera: M/F; Committee Name/Department Sheikh: M/F; Committee Name/Department Odweine: M/F; Committee Name/Department Garowe: M/F; Committee Name/Department Bossaso: Gardho: M/F; Committee Name/Department Galkayo: M/F; Committee Name/Department Adado: M/F; Committee Name/Department

1.3.10. Registration systems in place and operational	26. Number of districts with system for collecting data on births, marriages, deaths, registration of persons, land (disaggregated by gender)	Registration data sheets	Quarterly	Availability of comprehensive district-specific data	SL: 2; PL: 2, SC: 0
	27. Number of districts with basic information on services (health, education, water, roads, communication)	Registration data sheets	Yearly	Availability of comprehensive district-specific data	SL: 2; PL: 2, SC:17
	28. Number of districts with up-to-date information on all development projects implemented in the district by sector and location	Registration data sheets	Yearly	Availability of comprehensive district-specific data	SL: 2; PL: 2, SC: 0
Result 1.4. Target district councils have increased awareness about options of revenue generation					
1.4.1. Local revenue generation improved	29. % increase in local revenue per district	Revenue forecast	Quarterly	Efficiency of local revenue collection	SL - Berbera : 10%; Borama : 5%; Hargeisa : 10%, Bura'o : 10%; Sheikh: 5%?; Odweine : 5%?
		Financial statements			PL – Garowe : 10%; Bossaso : 10%?; Gardho : 5%?; Galkayo : 5%?
	30. Number of LGs collecting more than 80% of the revenue forecast	Financial statements	Quarterly	Efficiency of local revenue collection	SL: 6; PL: 4; SC: 0

Result 1.5. All eligible district councils have at least one priority project funded annually					
1.5.1. LGs implementing priority projects	31. % of LG projects implemented and operational	Project reports	Quarterly	% of completed projects that are operational and utilised by intended beneficiaries	SL: 80%
					PL: 80%
					SC: 80%:
1.5.2. LGs having an asset management system	32. Number of LGs with up-to-date comprehensive asset register and Operations & Maintenance plan	Asset register	Quarterly	Improvements in asset management	SL: 6, PL: 4, SC: 1
		O&M strategy			
Result 1.6. 300 communities and 100 private sector service providers have been awarded contracts to delivery priority services and works					
1.6.1. Private sector contractors delivering services on behalf/in partnership with district councils	33. Number of LG services outsourced per district	Contracts	Quarterly	Increased establishment and effectiveness of private/public partnerships	SL:
					Borama: 3
					Berbera: 3
					Hargeisa: 3
					Burao: 3
					Sheikh: 2
					Odweine: 2
					PL:
					Garowe: 3
					Bossaso: 3
					Gardho: 2
					Galkayo: 2
					(SC not yet included)

2.1. Target communities in up to 98 districts have basic understanding of their rights and responsibilities vis-a-vis district councils					
2.1.1. Civic education coverage	34. Number of districts covered by civic education campaigns	Civic education strategy and reports	Quarterly	Extent of community awareness of LGs functions and their own responsibility towards LGs	SL: 6; PL: 4 SC:1
2.2. Annual district plans and budgets in up to 98 councils reflect community priorities					
2.2.1. Community priorities reflected in LG plans	35. Number of LGs that hold planning meetings at village level on AWPB	LG minutes	Yearly	Extent to which district plans and projects are as per community priorities	SL: 6; PL: 4; SC: 1
		AWPB			
	36. Number of LGs that hold public meetings to endorse AWPB	DC minutes	Yearly	Extent to which feedback is given to the public about LG plans	SL: 6; PL: 4; SC: 1
		AWPB			
2.3. Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational					
2.3.1. Community monitoring groups established through VC	37. Number of districts that have community monitoring groups formed and trained in participatory impact monitoring	LG records of community monitoring groups	Quarterly	Extent to which issues of community monitoring groups are raised and addressed	SL: 6; PL: 4; SC: 1
		Training data sheets			
		Community project sign offs			
2.4. Public reporting in up to 98 districts held annually					
2.4.1. LG information made public (council resolutions, quarterly activity/ project plans, financial and procurement reports)	38. Number of districts that have mechanisms for disseminating information to the public (e.g. displaying on notice boards, publishing and disseminating annual report)	LG notice boards	Yearly	Extent to which communities are aware of council plans, activities, performance	SL: 6; PL: 4, SC: 1
		Printed notices			
		LG annual reports			
	39. Number of LGs holdings reporting meetings with communities at least once a year	LG minutes	Yearly	Extent to which communities are aware of council plans, activities, performance	SL: 6; PL: 4, SC: 0

Annex 2 JPLG Capacity Development Modules

Basic Modules					
No	Module	Content	Target Audience	Proposed Training Time	Progress
	District Council Capacity Assessment	What is a district council capacity assessment and why is it important? The capacity assessment tools and how to apply them. Preparation for the assessment, putting together the capacity assessment teams, the actual assessment. Compiling, analysing the data following the assessment and writing the report. Feedback to the DC on the results of the capacity assessment and action plan.	Councillors, Committees, DC department staff plus MOI.	2-3 days	Capacity assessment tool developed and 7 have been completed. 6 DCs in SL and 3 in PL. Capacity assessment tool and report can be translated into a capacity assessment training module. Ownership and issuance with respective MOIs. Tool in south central needs to be developed.
1.1	Local governance Induction module	Introduction to local government, overview of LG laws in respective region, roles and responsibilities of councillors, executive, administration, DC sub-committees, representation and responsibility, functions of DC, financial, planning, admin, legislative, delivery of public services and local economic development, operations of the DC – meetings and elections.	Councillors, Committees, DC department staff.	16 hours with 4 units or 4 days	SL and PL trainer and participant manuals completed. Training completed in 6 target districts in Somaliland. Ownership and issuance with respective MOIs.
1.2	Local Leaderships and Management Skills training series	Training on 12 competencies: representation, communicating, facilitating, using power, decision making, enabling, negotiating, financing, overseeing, institution building.	Elected/selected council members, traditional leaders, and key technical staff	6 days	Ownership for government entities of materials.
1.3	Building bridges between citizens and LGs through managing conflicts and differences	Conflict and democracy, understanding the nature of conflict, conflict management strategies, dialogue and other important inter-relational skills, negotiation, mediation, other conflict management themes and future trends and suggested actions.	Elected/selected council members, traditional leaders, and key technical staff	4 days	6 SL in 2010, 1 in PL 2010, 3 potentially in PL in 2011, 17 SC in 2010. Ownership for government entities of materials.

No	Module	Content	Target Audience	Proposed Training Time	Progress
2a	Participatory planning	District profile, consolidating priorities and plans, participatory planning processes, community involvement in the planning process, preparing the district development framework and objective setting.	Councillors, relevant committees and DC department planning staff,	5 days	Manual completed and participant and trainer manuals completed. Ownership and issuance with respective MOIs.
2b	Community Consultation process	Understanding on how to conduct community consultations process with villages and tools used to facilitate the process including the forms used to report on the developed community priorities	MOI dept of planning, Councillors, relevant districts staff/committees and Facilitators	5 days	Manual completed and participant and trainer manuals completed. Ownership and issuance with respective MOIs.
3	Budgeting and financial management	Introduction to district budgeting, revenue forecast, initial budget assessment, participatory budgeting.	Councillors, DC staff	4 days	Manual completed and participant and trainer manuals completed. Ownership and issuance with respective MOIs.
4	Investment programming	Selection of priorities and projects, budget assessment of work plan, final annual work plan and budget.	Councillors, DC staff	3 days	Manual completed and participant and trainer manuals completed. Ownership and issuance with respective MOIs.
5	Procurement and implementation				
5a	Project Management	Project cycle: Design, procurement, implementation, contract management.	District Public Works & other Service Departments	7 days	Manual completed. Training carried out in 4 districts. Ownership and issuance with respective MOIs.
5b	Local Government Procurement	Procurement guidelines: Procurement planning and implementation including contract management appropriate to the goods or services being procured	Executive Secretaries; Procurement Officers, Heads of Department	7 days	Manual completed. Training carried out in 4 districts in 2010; Manual to be improved/revised in 2011 Ownership and issuance with respective MOIs.
5c	Local Government Procurement Overview	Procurement guidelines: Introduction to the procurement concepts, procedures, good practice and role of Mayors and Councils in the process.	Mayors, Councillors	2 days	Manual completed. Training carried out in 4 districts Ownership and issuance with respective MOIs.

No.	Module	Content	Target Audience	Proposed Training Time	Progress
6	Monitoring and evaluation	Participatory monitoring of investment plan and evaluation of district development framework. User groups, associations, participatory impact monitoring	Councillors, DC staff	2 days	Manual completed and training materials being developed. Ownership and issuance with respective MOIs.
7	Gender in local government	Empowering women to participate in local governance	Councillors, DC staff	3 days	2 in SL in 2010, 4 scheduled for 2010-11, 1 in PL 2010, 3 scheduled in 2010-11 Ownership for government entities of materials.
8	Administration and Human Resource Management for District Councils.	Human resource management, record keeping, filing, meetings and minutes and documentation.	Councillors, DC staff	7 days	Scheduled to be developed in 2010.
9	HIV AIDS		Councillors, DC staff	To be determined	UNDP is preparing a module on this for DCs.
10	Asset management	Introduction to basic asset management and tools	Councillors, DC staff	To be determined	Scheduled to be developed by end of 2010.
11	Land Management	Land administration, management and revenue systems for local governments	Councillors, DC staff	To be determined	Scheduled to be developed in 2010.
12	Local Development Fund (LDF)	LDF process and systems	Councillors, DC staff	To be determined	Scheduled to be developed in 2010.

Annex 3 2011 ANNUAL WORKPLAN AND BUDGET

Year : 2011 JPLG WPB PUNTLAND		DONORS							Time frame				Implementing Agency				
Planned Budget		EC	SIDA	DFID	DEN	NOR	UNCDF	UNFUNDED	Q1	Q2	Q3	Q4	UN HABITAT	UNDP	UNICEF	ILO	UNCDF
Overall objective: Local governance contributes to peace and equitable priority service delivery in selected locations.	Total Cost US\$																
OBJECTIVE 1: COMMUNITIES HAVE EQUITABLE ACCESS TO BASIC SERVICES THROUGH LOCAL GOVERNMENT																	
Result 1.1: Local government policy, legal and regulatory framework initiated																	
Activity 1.1.1. Review and facilitate the formulation of policies of relevance to local government																	
Elaboration of Decentralisation Policy	48,406							48,406		X	X						
Restructuring of MOI (follow up of existing study)	35,604							35,604		X	X						
Elaboration Strategic Plan MOI	35,604							35,604			X	X					
Institutional Assessment MOI and MOWDAFA									X								
Training Assessment MOI and MOWDAFA									X								
Municipal finance policy	39,300	15,500		20,000				3,800	X	X	X	X					
Land policy - facilitate development of a land policy	18,000				18,000				X	X	X	X					
Review and complete the draft land policy	35,188		10,188		22,000			3,000			X						
Review and complete Garowe City Charter (on hold)																	
Support to PL local govt association	46,000							46,000	X	X	X	X					
Public Private Partnerships (PPP) policy development	10,000		10,000						X	X	X						
Finalise draft with stakeholders	20,000							20,000	X	X	X						
Support to establishment of PPP unit in MOF	19,205		19,205						X	X	X						
<i>subtotal</i>		15,500	39,393	20,000	40,000	-	-	192,414					138,488	119,614		49,205	

Activity 1.1.2 Review and facilitate formulation, harmonisation and implementation of laws and regulations related to local government																		
Institutional Development (Region and Districts organisational chart, roles and responsibilities, minimum number of staff and ToRs)	35,902		35,902						X									
Deliver basic administrative training (MOI and MOWDAFA)	22,730		22,730						X									
Government Financial Management Reporting for LOAs and MIS	70,000		70,000						X	X	X	X						
Support to MOI through LOA	292,100		292,100						X	X	X	X						
Support to Minsitry of Women Development and Family Affairs	214,599				110,000	104,599			X	X	X	X						
Support to Auditor General Office (audit of Districts)	67,430		67,430						X									
Bi annual Workshop (outside PL)	105,000				105,000				X		X							
Steering Committee Meeting	21,750				21,750							X						
Urban regulatory framework, incl. planning and building codes and standards	40,462						40,462				X							
Puntland urban planning manual	20,236						20,236				X							
Complete/ Draft manuals of service delivery sector strategies, by-laws, regulations, and institutional framework, roles & responsibilities in SWM	20,000						20,000				X							
Improve service delivery management structures and tools for SWM and water (PPPs, resource mgmt Boards)	15,000		15,000						X	X								
	20,000						20,000		X									
Facilitate the development of an outline Urban Policy	15,000	15,000							X									

Support to MoF through LoA	46,700							46,700	X	X	X						
Support to MOI for MC and PC assessments	12,043							12,043	X	X	X						
LG procurement guidelines completed																	
Support the implementation, procurement audits; review and further development of the procurement guidelines (i.e. audit) linking to national procurement law	15,000		15,000						x	x							
Training service provider contract (mentoring)	40,305		40,305						x	x							
Workshops	10,000		10,000						x	x							
Procurement audits (by MOI sample of four districts)	15,000		15,000								x						
Public Private Partnerships (PPP) in local service delivery																	
PPP tool kit reviewed in line with PPP policy	12,845	6,000						6,845	x								
Workshops	10,000							10,000	x								
Develop sector legal & institutional framework, policy, strategy, by-laws & regulations for local service delivery for education, roads, solid waste																	
Roads	62,729				62,729				x	x							
Undertake three sector studies in health, education and water	113,438				113,438				x	x							
Institutional assessment of Ministry of Public Works; support to policy & strategic, capacity dev. Plan	62,729							62,729	x	x							
<i>subtotal</i>		21,000	525,488	-	412,917	104,599	-	239,015					130,698	771,532	113,438	228,608	58,743

Result 1.2: Up to 24 district have legitimate Councils established and operational in selected locations																			
Activity 1.2.1 Facilitate community consultations and reconciliation for agreement on council composition																			
Activity 1.2.2. Support to infrastructure for regional and district councils																			
Support equipment to MOI	5,000			5,000															
Support equipment to the districts	16,000			16,000															
Rehabilitate two DC buildings: Bosasso, Galkayo	105,000		55,000					50,000											
	20,000		10,000		10,000														
									X	X	X	X							
									X	X	X	X							
Activity 1.2.3 Support to systems development																			
Establish operational budgets and automated accounting system in JPLG target districts	502,500		100,000		100,000	100,000		202,500											
									X	X									
<i>subtotal</i>		-	165,000	21,000	110,000	100,000	-	252,500					627,500	21,000					
Result 1.3: Up to 24 urban and rural councils' capacity to govern and manage service delivery enhanced																			
Activity 1.3.1 Assess local government capacity needs																			
Assess conflict dynamics	30,000					30,000			X	X									
Activity 1.3.2 Develop capacity development package (district development package)																			
Set up a Training Impact Analysis	50,000							50,000	X	X									
Assess LG capacity needs	50,000		50,000								X								
Review needs & further develop district public works project management guidelines and manuals	44,010							44,010	X	X									

Delivery of capacity building modules UN-HABITAT	32,500	32,500								x	x								
	12,500							12,500		x	x								
	10,000		9,812					188		x	x								
Produce Manuals and training materials on Basic Municipal Finance & Revenue Collection for District Councils and deliver training										x	x								
Urban Spatial Planning support to District Councils	19,800	19,800								x	x	x	x						
Provide on-the-job training for LDF management (District level)	20,000							20,000											
District Public expenditure cycle training (new district)	46,000							46,000		x									
<i>subtotal</i>		246,233	69,714	-	-	-	-	298,414							74,800	239,933		279,628	20,000
Result 1.4: Targeted district councils have awareness about options of revenue generation																			
Activity 1.4.1 Assess revenue generation capacity																			
Activity 1.4.2 Identify revenue generation opportunities																			
Activity 1.4.3 Develop capacity for revenue generation																			
Establishment of GIS-based property tax system (2 towns)	121,300							121,300		x	x	x							
Result 1.5: All eligible district councils have at least 1 priority service delivery project funded annually																			
Activity 1.5.1 Allocate funds to eligible community and district projects (based on a funds transfer system specific to the three regions)																			
2010 Project carry over	338,240			338,240															
Support to service delivery management and mentoring	150,000	150,000																	
Upgrade SWM and water/sanitation systems	200,000							200,000		x	x	x	x						
Disbursement of LDF	363,800			134,215	45,663	100,000		83,922											
	6,812							6,812											
		150,000	-	338,240	134,215	45,663	100,000	412,034							321,300	338,240		150,000	370,612

Activity 1.5.2 Monitor output and outcome of support																			
Implement the Outcome Evaluation System	106,250			100,000				6,250	X	X	X	X							
Implement the mid term review of JPLG	44,525							44,525	X	X									
<i>subtotal</i>		-	-	100,000	-	-	-	50,775											150,775
Result 1.6: 75 communities and 25 private sector service providers have developed capacity to deliver services																			
Activity 1.6.1 Conduct market capability assessment for private sector LG service delivery																			
Conduct PCM Training for districts councillors	80,000	80,000							X	X	X	X							
Conduct PCM Training for communities									X	X	X	X							
Support the establishment of contractor registration body and process (link to WB/UNDP work)	33,962							33,962	X	X									
Support the establishment of suppliers and consultants register at district	25,000							25,000	X	X									
<i>subtotal</i>		80,000	-	-	-	-	-	58,962											80,000
Activity 1.6.2 Design and carry out awareness creation activities for the private sector and communities on opportunities and procurement process																			
Support local councils create awareness through open days, procurement notices	8,000							8,000	X	X	X	X							
Activity 1.6.3 Support and mentor service providers implementation																			
Detailed review of and improvements to existing PPP projects (e.g. contract revisions, new working arrangements, additional technical and business management training to operators)	24,010							24,010	X	X	X	X							
Feasibility studies for new PPP projects	40,000							40,000	X	X	X	X							
<i>subtotal</i>		-	-	-	-	-	-	72,010	X	X	X	X							72,010

OBJECTIVE 2: LOCAL GOVERNMENTS ARE ACCOUNTABLE AND TRANSPARENT																			
Result 2.1: Target communities in up to 24 districts have basic understanding of their rights and responsibilities vis-a-vis district councils																			
2.1.1 Review and develop civic education programme																			
Review, adopt, translate and print civic awareness materials	20,000	10,000			10,000					X	X	X	X						
2.1.2 Implement the civic education programme																			
Implementation of the civic education programme	180,000	90,000			90,000					X	X	X	X						
Result 2.2: Annual district plans and budgets in up to 24 districts reflect community priorities																			
2.2.1 Initiate review and revision of participatory planning and budgeting mechanism																			
2.2.2 Facilitate the implementation of participatory planning and budgeting mechanism																			
Support district local economic development planning & implementation of LED interventions																			
Support districts host workshops on the role of local government in creating jobs	20,000							20,000		X	X								
	15,000							15,000		X	X								
LED training to council staff and establish economic development office	20,000							20,000		X	X								
Assessment of local enabling for MSMEs (policies, regulations and by-laws set by local councils that impact businesses)	49,010				15,000			34,010		X	X								
Develop project proposals based on recommendations from local enabling environment assessment	20,000							20,000			X								
Enterprise surveys	20,000							20,000			X								
Undertake Community mobilization/consultation and planning process in review of the Districts 2011 Annual work plans	20,000	10,000			10,000					X	X	X	X						
Validation of DDF & Districts AWP	20,000	20,000								X	X	X	X						
Technical assistance for community Planning and Budgeting	45,343	6,124			39,219					X	X	X	X						
<i>subtotal</i>		136,124	-	49,219	100,000	15,000	-	129,010										285,343	144,010

Result 2.3: Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational																			
2.3.1 Develop participatory community monitoring tools																			
Review, adopt, translate and print PIM manual/ materials	3,000		3,000							X	X	X	X						
2.3.2 Pilot with communities the use of the participatory monitoring tools																			
Community training on participatory monitoring	27,000		2,700					24,300		X	X	X	X						
Result 2.4: Public reporting meetings in up to 24 districts held annually																			
Public meeting held annually	60,000		25,000		35,000					X			X						
Training of Local councils in conducting participatory Meetings	16,000		16,000							X			X						
<i>subtotal</i>		-	46,700	-	35,000	-	-	24,300											106,000
MANAGEMENT AND OPERATIONAL COSTS																			
Human Resources																			
<i>International and national staff</i>																			
Urban planning and dev officer	54,000	54,000								X	X	X	X						
National staff	132,865		132,865							X	X	X	X						
National Project Officer Northeast	93,468	93,468																	
NPPO Garowe	29,052							29,052											
<i>Travel</i>																			
	56,860		56,860																
	101,080	71,080						30,000		X	X	X	X						
	12,695							12,695											
Operational Costs																			
Vehicle Hire	80,100		80,100							X	X	X	X						
Vehicle purchase	400,000	400,000								X	X								
Vehicle Hire	53,500	53,500								X	X	X	X						
General operational costs	99,217	86,000			5,000			8,217		X	X								
Vehicle purchase	45,000							45,000		X	X								
Fuel, Consumables	20,300							20,300		X	X	X	X						
Communication																			
Communication	17,400		12,400					5,000		X	X								
<i>subtotal</i>		758,048	282,225	-	5,000	-	41,747	108,517						307,048	682,225	99,217			107,047
TOTAL	6,520,985	1,406,905	1,236,499	528,459	837,132	295,262	141,747	2,074,981						1,599,834	2,511,298	683,998	1,169,453	556,402	
Fees and security	633,442																		
GRAND TOTAL	7,154,427																		