



JOINT PROGRAMME ON LOCAL GOVERNANCE AND DECENTRALISED
SERVICE DELIVERY IN SOMALILAND

WORKPLAN AND BUDGET
2011

2011 THEME: EXPAND AND CONSOLIDATE

Final 20 December 2010 after Steering Committee Meeting

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LIST OF ABBREVIATIONS

AA	Administrative Agent
AIMS	Accounting Information Management System
AWPB	Annual Work plan and Budget
BCPR	Bureau for Crisis Prevention and Recovery
BIMS	Billing Information and Management System
BOQ	Bill of Quantities
CAP	Community Action Plan
CDB	Contract database
CDD	Community Driven Development
CDRD	Community Driven Recovery and Development
CMG	Community Monitoring Group
DBF	District Basket Fund
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
M&E	Monitoring and Evaluation
MLSA	Ministry of Labour and Social Affairs
MIS	Management Information System
MOI	Ministry of Interior
OAG	Office of the Auditor General
OES	Outcome Evaluation System
PCU	Project Coordination Unit
PFM	Public Financial Management
PIM	Participatory Impact Monitoring
PPP	Public Private Partnership
PWG	Programme Working Group
RDP	Somalia Reconstruction and Development Programme
ROLS	Rule of Law and Security
RSL	Recovery and Sustainable Livelihoods
SMT	Security Management Team
TOR	Terms of Reference
TWG	Technical Working Group
UNCDF	United National 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 Somaliland and covers twelve months from January 2011 to December 2011.

The total budget for this AWPB is USD 7,983,094. Of this amount USD 5,343,818 is secured, leaving a funding gap of USD 2,639,276.

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 Somaliland central authorities as well as district authorities that have been established through legitimate election processes, as well communities and other relevant actors in the target areas.

The primary **target groups** for the interventions are local communities. The secondary target groups are district 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 and at community level strengthening the civic awareness campaign. As well as consolidating the public expenditure 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 implementation process. These procedures focus on accountability, participation, transparency, harmonisation, flexibility, and learning-by-doing. JPLG has also laid out a gender and communication strategy, and conflict analysis matrix. Note that it is important to regard this work plan as a flexible document that can be adjusted and is 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 Somaliland, 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 **main activities** in 2011 will be:

- The decentralisation policy will be elaborated, based on recommendations made in 2010 on the principles for decentralisation and the capacity development plans for decentralization.
- Work on the land legal and policy framework will continue through a review of the draft Land Law in 2011. The Hargeisa City Charter will be completed and finally passed after the ongoing review by the Parliament.
- The draft document on Urban Regulatory Framework (land surveying, planning and building codes and standards) will be reviewed with the aim to have it in place by the end of 2011.
- The public private partnership (PPP) toolkit prepared in 2010 will be reviewed and finalised to guide the initiation and management of PPP contracts.
- In addition to the sector studies on roads and solid waste management carried out in 2010, further studies on the health, education and water sector will be carried out. The studies will assess current service delivery detailing the legal and regulatory frameworks, institutional structures, procedures, resources and funding (including national budget and external resources) at all levels - central, regional and district level and provide recommendations on necessary reforms in line with on-going decentralisation work.
- The Office of the Auditor General will be supported to further develop the system of regular external audits for the districts. Training and assistance will be provided to ensure the capacity and process for audits is set up and implemented.
- Improvement of the integrated financial management systems (AIMS, BIMS) performance will continue in Burao, Boroma, and Hargeisa which are at an advanced level, and consolidation of the systems in the remaining three JPLG target districts Berbera, Sheikh and Odweine (plus in Gabiley, Erigavo and Las Anood where it is operational), including problem solving and continued user support. Feasibility study for AIMS and BIMS system will be conducted in two additional districts.
- The organisational structure district councils will be reviewed and restructured to ensure more efficient service delivery. Systems to be developed for the Department of Planning and Department of Social Affairs in the district administrations.
- In order to ensure conflict sensitive programming, JPLG will carry out conflict assessments within the target districts to inform all interventions. Full capacity assessments will also be carried out to ensure that the programme is able to address the demands at the district level.
- The Land and Urban Management Institute (LUMI) will receive support to acquire core staff and provide them with essential training packages in urban spatial planning and land management, based on the manuals completed in 2010 (Urban Planning Manual and Urban Regulatory Framework).
- Districts will be supported to undertake pre-qualification proceedings to identify suppliers and contractors that are qualified. This will enable the district maintain a list of approved suppliers and contractors which should be kept under constant review by the tender committee and renewed annually at the beginning of each financial year to remove defunct 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.
- Feedback and lessons learnt from civic education implementation point to the need to make the programme more interactive, to improve targeting and deepen outreach particularly in the rural communities. Thus 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.

- In 2011, the basic mechanism for community monitoring will continue to be enhanced through establishment and training of additional groups based on the projects selected and conducting refresher training of the existing groups. Participatory Impact Monitoring will be provided to the Community Monitoring Groups (CMGs), the Economic and Development sub-committee and the contractors. The training will facilitate the development of joint indicators for the specific projects that will facilitate monitoring and reporting. To ensure that there is follow up of the concerns raised by the community, a service provider will be engaged to build the capacity of the community to capture, document and report on the progress made on and feedback to the district councils. This will enhance the district council's accountability to its citizens and effective and efficient use of resources.
- Districts will be supported in organising and holding public meetings to report to the communities on the progress of the district annual work plans in terms of achievements, challenges and way forward. These will provide the community an opportunity to raise any concerns and obtain feedback on the council's activities.

The **expected results** of the JPLG in Somaliland over the next year are:

- The draft decentralisation policy is elaborated; reviewed procurement regulations been presented for legislation; draft land policy and land law near completion in Somaliland is enhanced.
- Councillors and staff in six target districts have an understanding of their roles and responsibilities, and the rules and regulations guiding their work.
- Accountability, transparency and reporting on the use of public funds is improved.
- All eligible district councils (target 6) have at least one priority service delivery project funded.
- Communities in six target districts have basic understanding of their rights and responsibilities vis-à-vis district councils.
- Annual district plans and budgets in six 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 six target districts that were identified in 2009 and deepen its involvement in these target districts. These districts are Berbera, Borama, Hargeisa, Burao, Sheik and Odweine. A minimum of USD 100,000 will be budgeted per target district in the Local Development Fund and then allocated according to attainment of minimum conditions and allocation criteria.

2 BACKGROUND

Somaliland declared independence from the rest of Somalia on 18 May 1991 following the fall of Said Barre government. Since 1996, there has been relative political stability in Somaliland and a system of governance and administration established. This was the result of a unique and continuous reconciliation process resulting in the creation and implementation of functioning governance and judiciary systems, and a democratization process that allowed for reasonably free and fair elections and a multiparty legislative system being formed. Among key milestones in the democratization process so far was the adaptation of new Constitution in 2001, local elections in 2002, and presidential and parliamentary elections in 2003 and 2005 respectively. Further presidential elections were held on 26th June 2010 with a smooth transition of power to the opposition and President Ahmed Mohamed Mohamoud Siilaanyo, the new President. Somaliland has yet to be recognized by the international community as an independent state.

Somaliland has a politically decentralized governance model. The districts are given the primary responsibility for service delivery, but with limited corresponding financial transfers from the Ministry of Finance to fulfil this mandate. Given the limited capacity for local revenue generation, a fiscal state transfer mechanism has been put in place, but the fund transfers are still insufficient relative to the functional responsibilities at the district level, and the transfer system does not constitute a re-distribution mechanism that would equitably support all districts. Local government provision of social services is also constrained by extremely limited capacity in both human and material resources.

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

Although Somaliland has made significant progress in the provision of primary and tertiary education, it is still constrained by limited capacity, quality of staff and curricula. Basic health service provisions are similarly constrained and remain extremely poor.

Somaliland key socioeconomic indicators

Access to improved water source (%)	41
Access to improved sanitation (%)	40
Primary school enrolment – total (%)	40
Primary enrolment rate - female (%)	32
Infant mortality (per 1,000 live births)	73
Under-five mortality (per 1,000 live births)	116
Children (under five) under weight (%)	19
Maternal mortality (per 100,000)	1,044
Proportion of seats in Parliament held by women	2/82

Source: World Bank Development Data Platform 2005, UNICEF Primary School Survey 2005/2006, UNDP MDG Report 2004, Preliminary Results from Somali MICS 2006

Conditions and planning assumptions for Somaliland

District Council Status

In Somaliland, local government structures gradually moved from clan-based local authorities to more formal and representative structures after 1991 and resulted in a Regions and Districts Law Number 23 (2001) and elections of councillors and mayors in 18 electoral districts (2002). The UN recognises the regions and districts that were in place in 1991 and these were 5 regions and 19 districts, and the JPLG identifies target districts from amongst these. However, the parliament has approved 1 region and 4 districts in addition as per Law 23 apart from these, since 1991. There are additional regions and districts that have also been created by presidential decree, increasing the current number to 13 regions and 81 districts. The next local elections are expected to take place in late 2011.

The Somaliland Constitution and the Regions and Districts Law (Law 23) provide the legal basis for decentralised government in Somaliland. The legal framework stipulates that district councils provide a range of basic services, including in education, health, roads, communications, water and sanitation. However, progress in decentralising administrative and sector functions has been slow. There is poor coherence in the laws assigning functions between central and local governments and little achievement has been made with regards fiscal decentralisation. The districts generally lack the administrative structures, the staff capacities and the financial resources. Sources of local revenue include land registration and annual property fees, store licensing fees, sales tax and income tax of employee salaries, livestock taxes and customs taxes mainly from the Berbera port. Over half of district budgets are spent on staff salaries and allowances. Participation by women is extremely low, with only two female councillors (Berbera and Gabiley districts) in 2010.

Political events

Peaceful presidential elections took place in June 2010 resulting in a new dispensation with the opposition candidate, Ahmed Mohamed Mohamoud Siilaanyo taking the helm and a smooth hand over process. A new cabinet was established reducing the ministries from 26 to 20 and bringing in a new body of Ministers and Deputy Ministers including three women (two Ministers and one Deputy Minister). At the time of writing the Director Generals (DG) from the last administration were being incrementally replaced, including the appointment of the new DG for Ministry of Interior (MOI), Mr Abdillahi Hussein Egeh. The peaceful 2010 presidential election and transition to a new administration, represents a remarkable and positive achievement for Somaliland, reinvigorating hope for the people of Somaliland and underlining its ability to remain peaceful and progress despite the critical situation in the neighbouring regions.

Though significant shifts in commitment towards on-going decentralization reform and related programmes such as the JPLG are not anticipated, there will be need for the JPLG to re-engage, establish new relationships with and orient the new leadership in relevant ministries.

Security

Security Risk Assessments by the UN Department for Safety and Security are constantly updated resulting in lowering the security phase from four to three in most parts of Somaliland. In addition, the JPLG has adopted the Risk Management and Mitigation Tool which defines types of risks and how these may be mitigated.

2010 witnessed an increase in international presence in Somaliland through the stationing of a permanent international staff¹ assigned to the JPLG in Hargeisa and an increase in missions, and the programme is optimistic that this situation will remain or improve further. The JPLG has all the same strengthened the capacities of the national team, central level institutions and district councils to implement and monitor the JPLG. By the 3rd quarter 2010 the JPLG team in Nairobi had undertaken 107 missions with a total of 760 mission days to Somaliland.

¹ UNICEF Zonal Community Development Coordinator; responsible for both Somaliland and Puntland.

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, i.e. 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 1.4: *‘Local authorities have the capacity to operationalize local development plans and ensure the provision of services following the principles of accountability, transparency and participation’².*
- 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 Somaliland;
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.

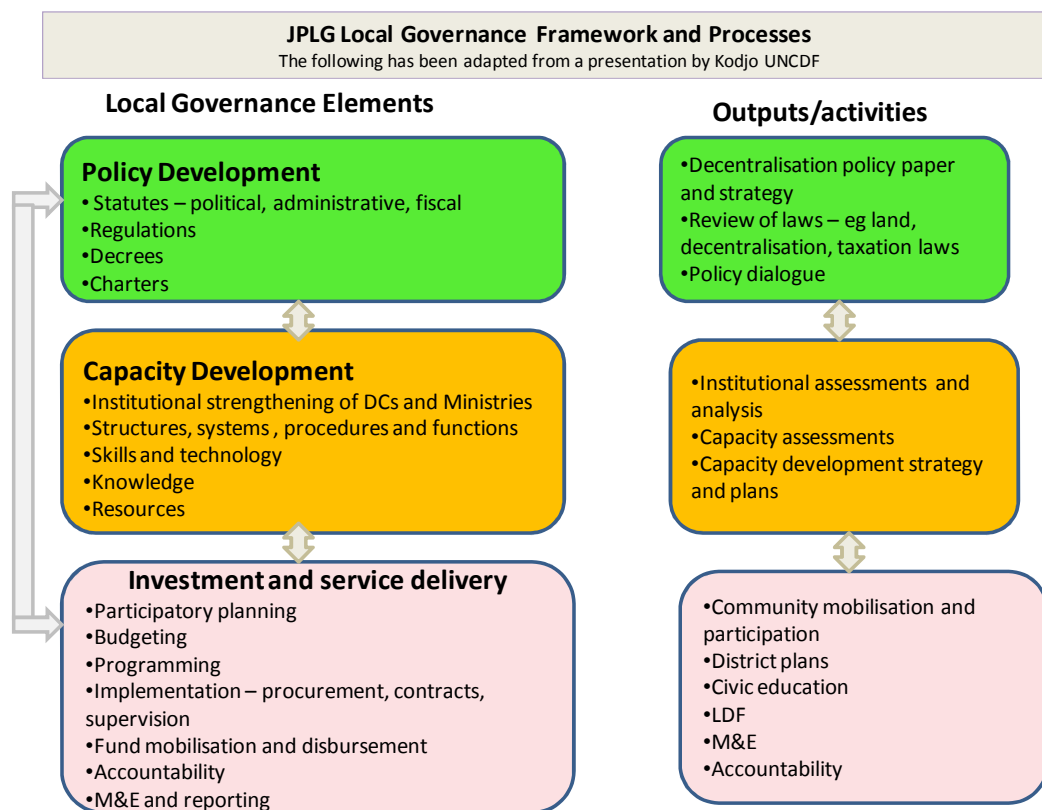
2. Note up until the end of 2010 JPLG was addressed by Outcome 2 of the United Nations Transition Plan 2008-10 (UNTP): *‘Local governance contributes to peace and equitable priority service delivery in selected locations’* and is now transitioning to the UNSAS starting 2011.

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.

Specifically Output 1 focuses on the 'supply' side of local governance and service delivery and aims 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:

Legal and policy level for decentralisation reform

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.

A key topic for 2011 is to increase the understanding of links between municipal finance and local service delivery. Process towards developing a Municipal Finance Policy for Somaliland progressed during 2010 through the identification of key obstacles, problems and current practices in local government financing and recommending the way forward. This policy work will be carried forward in 2011 in close consultation with all stakeholders, ensuring linkages with the development of public financial management reforms and particularly those at central level. In addition, potential revenue yield studies at district level will be carried out which will inform policy development.

Work on the Land Policy and Land Management Law will continue through reviews of the draft documents, ensuring that municipalities are fully involved in the review of the law and their capacity is built in order to do so. The Hargeisa City Charter will be completed and finally passed after the ongoing review by the House of Representatives. JPLG will commence work on urban development policy formulation, which will provide a coordination framework for the district development efforts including the development of the district development framework under the JPLG, across sectors, covering pro-poor, participatory development planning procedures, economic development and spatial planning of urban areas. This work is based on the previous efforts of UN-Habitat in support of spatial/physical planning systems and skills at the district level. It will review the institutional framework under development for capacity building and technical support for urban planning i.e. the Land and Urban Management Institutions (see LUMI below).

The Urban Regulatory Framework (land surveying, planning and building codes and standards) will be disseminated and by-laws and regulations drafted to support the action plan for implementation. Land Dispute Tribunals, set up in eight districts in 2010, will be further supported in their attempts to form the land dispute resolution mechanism in Somaliland. Noting this process is currently operating only in Hargesia.

During 2011 further refinement of the local government procurement guidelines developed will be done linking into the national procurement law and other relevant central government public financial reforms led by the World Bank and UNDP³. Work towards the establishment of an appropriate procurement regulatory body will also be coordinated with this on-going complimentary programme.

Further consultative work to conclude the establishment of a Public Private Partnership (PPP) policy will be undertaken taking forward the draft policy framework prepared in 2010. 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. Other relevant sector ministries will also be involved in this process.

JPLG links with Public Financial Management initiatives by the World Bank and UNDP SIDP (Somali Institutional Development Project) through capacity building support for improved financial management and procurement systems within the public sector such as modern accounting and billing information systems which are a pre-requisite in terms of budgeting and expenditure

³ UNDP and World Bank are providing support to central government public financial management reform and with the respective administrations are developing national procurement laws.

management and critical for engaging the private sector in infrastructure and service delivery through a range of Public Private Partnership options. Local governments have produced new guidelines on PPP ensuring that options for private participation in municipal service delivery are both affordable and provide Value for Money (VfM).

What is also important is the JPLG support linking revenues and expenditure by services. This coupled with service delivery plans and prospective PPP feasibility studies will provide adequate information to guide private sector engagement in municipal services through PPP.

In terms of policy development JPLG support for the Municipal Finance Policy, Procurement Guidelines and PPP policy framework provide a sound basis to institutionalise what is currently being practiced at the local level by feeding into national level PFM reforms.

Whilst efforts by the World Bank and UNDP on improving financial management procedures and macroeconomic and fiscal frameworks are commendable it is imperative they are co-ordinated and streamlined with JPLG.

Regulatory framework

Local government procurement: The relevant structures and units for district level procurement established in the target districts in 2010 will continue to be provided with support in the implementation of the local government procurement guidelines. Monitoring and audit procedures and tools for local government procurement will be developed and piloted across the target districts. In the new administration, stakeholders in the key sector line ministries will be oriented in the local government procurement guidelines.

The groundwork for establishing an appropriate procurement regulatory body is being undertaken through the public financial reform programme led by the World Bank and UNDP¹. As such oversight functions are not yet in place this function will be assigned to an appropriate institution (i.e. National Tender Board, Ministry of Finance) in the interim and training carried out for these tasks. This will be done in agreement with the World Bank and UNDP.

In consultation with the new administration the public private partnership (PPP) toolkit prepared in 2010 will be reviewed and finalised to guide the initiation and management of PPP contracts. Assistance will be provided for PPPs that exist, such as training for the different partners in PPP that are in place already such as Borama Water.

In addition to the sector studies on roads and solid waste management carried out in 2010, further studies on the health, education and water sector will be carried out. The studies will assess current service delivery detailing the legal and regulatory frameworks, institutional structures, procedures, resources and funding (including national budget and external resources) at all levels - central, regional and district level and provide recommendations on necessary reforms in line with on-going decentralisation work. The outcome of these sector 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 for local service delivery. Corresponding guidelines and manuals on local service delivery will be developed. Once the sector studies are completed a series of round table discussions with all stakeholders to get agreements on actual devolution of functions and corresponding resources will be held.

The support provided to the MOI 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 Department of Regions and Districts and Department of Planning. 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.

The Management Information System (MIS) for MOI was set up in 2010 including an online management information system, contract database and indicator tracking system. This has been installed in the 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. In addition, accounting software has been installed in MOI to account for JPLG (or other external resources) with staff trained and support in its use. This system will also be introduced into the other ministries that JPLG is supporting in Somaliland.

The Office of the Auditor General will be supported to carry out audits in the target districts.

The Ministry of Labour and Social Affairs (MLSA) will be supported in order to develop the institutional capacity of the ministry 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.

Result 1.2 Up to 24 districts have 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 the district staff have ownership of the systems. Terms of Reference will be updated and created for all staff members in the relevant central government, 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.

In the area of financial systems and tool development, JPLG will build on the strong results gained in the previous years. By the end of 2010, operational budgets and automated accounting and billing systems (AIMS and BIMS) were functioning in 9 District Councils in Somaliland (the 6 JPLG target districts as well as Gabiley, Erigavo and Las Anood) with three of these at the advanced level (Burao, Boroma, Hargeisa). The target for 2011 is to further improve the system performance in these three councils, consolidate the systems in the remaining six and solve performance problems and provide continued user support. JPLG will also invest in a feasibility study of AIMS and BIMS system in two additional districts in Somaliland in order to prepare for programme expansion in 2011 and beyond.

To support the functioning of legitimate district councils in a very practical sense, JPLG will continue to rehabilitate council office buildings as well as the respective central government institutions. During 2010, Sheikh and Burao Council Offices were scheduled to be rehabilitated and equipped. By the end of 2010 Burao was completed; with Sheikh to be completed in early 2011. In 2011, the Ministry of Labour and Social Affairs premises and Hargeisa District Council office have been identified for rehabilitation.

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

Capacity development package (district development package)

In order to ensure conflict sensitive programming, JPLG will carry out conflict assessments within the target districts to inform all interventions. Full capacity assessments will also be carried out to ensure that the programme is able to address the demands at the district level.

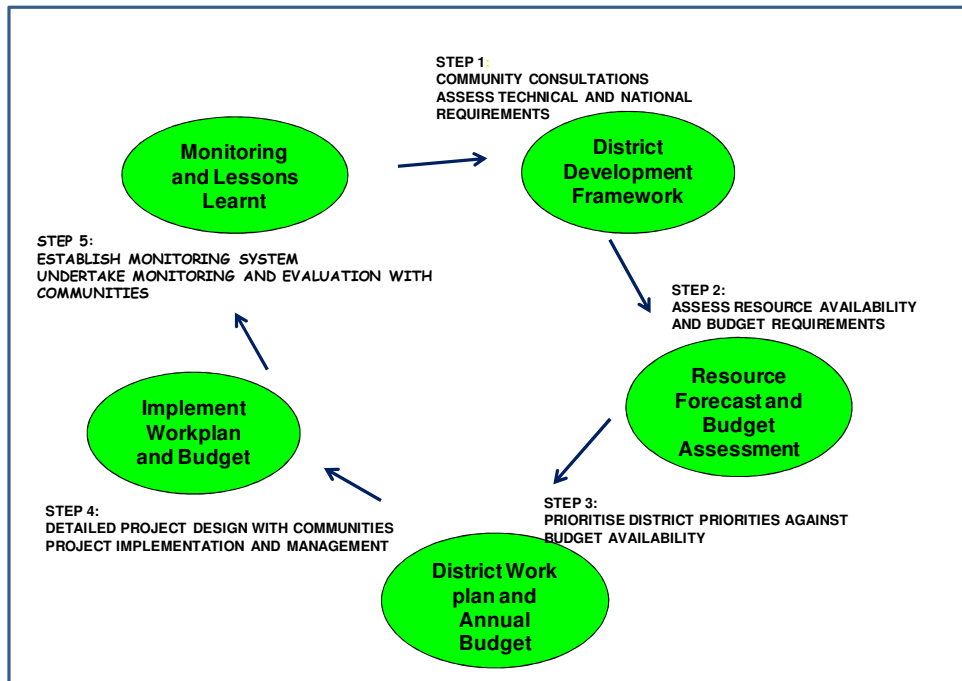
JPLG has set up a capacity development package at the district level to cover the public expenditure management cycle. This package forms the foundation that will be built on in 2011 where the capacity development activities of JPLG will be systematised to ensure that systems are set up for demand side 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.

The capacity of the service providers will be enhanced in order to supply trainings to the district governments. The capacity development will be three fold: pre assessment, training and evaluation. New trainings will also be developed based on the needs of the relevant government departments.

The public expenditure management cycle will entail 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 framework⁴ and 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.

Diagram 2 – District Council Public Expenditure Management Cycle



⁴ These were prepared for the target districts in 2010 and will be reviewed in and improved in 2011.

Basic administrative training will be provided to both the central ministry staff and also the district administration. This will increase the efficiency of the districts through setting up a regularized system for administration.

Basic user trainings on municipal finance and revenue collection will continue in all target districts. Comprehensive municipal finance capacity building and training modules will be developed as a result from the municipal finance policy work.

The LG 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 will be provided to procurement service providers, and training on new audit guidelines. The target district councils will receive refresher training. Training on procurement audits will be provided to the institution assigned to undertake the procurement audits.

The toolkit and training manuals on PPP will be reviewed and a training manual on PPP regulation will be developed based on further consultation with the relevant stakeholders. Further training of training for the local PPP training service providers will be provided, who in turn will hold PPP workshops for key stakeholders and provide further detailed PPP training on demand by councils interested in improving and/or initiating new PPP arrangements. The unit established in the Ministry of Finance will receive training on how to provide support to districts on PPP initiation, management and regulation.

Training needs of the district public works departments will be reviewed and a programme and training modules further developed to enhance the departmental capability to plan, procure and manage service delivery through approaches that optimise local resource utilisation i.e 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 local training unit with capability of further developing/tailoring and delivering training to local 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 i.e. roads, health, schools, water supplies will be collated, reviewed and further developed; and guidelines prepared.

Through partnership with Ministry of Labour and Social Affairs, 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 developed. 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.

The Somaliland Municipal Association received capacity building support package in 2009-2010. Further support will be provided through a partnership arrangement with the Association of Local Government Associations of Kenya, to finalise and approve the Constitution of the Somaliland Municipal Association and agree upon the required human resource and organisational structures and annual work plan for 2011.

Draft institutional structures, including the organogram and human resources, technical tools and service portfolio for Land and Urban Management Institute (LUMI) for Somaliland will be reviewed.

Training for LUMI will be provided for the core staff to develop essential skills in urban spatial planning and land management, based on the manuals completed in 2010 (Urban Planning Manual and Urban Regulatory Framework).

Basic capacity building modules in *Managing Conflicts and Differences* and in *Gender in Local Governance* were delivered in all 6 target Districts in Somaliland in 2009-2011 with Buroa and Berbera remaining by the end of 2010. Given Somaliland will hold local elections in 2011 newly elected Councillors will receive *Local Leadership and Management Skills* training and JPLG will consider providing a refresher round of training to councils and key district staff on *Managing Conflicts and Differences* and in *Gender in Local Governance*. This effort will be undertaken by existing trained service providers making this a relatively light component. Districts will receive training on local economic development on steps to identify/assess and exploit the local economic potential within their districts.

Support will be provided to Districts on how to 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 1.4: Targeted district councils have awareness about options of revenue generation.

The existing GIS-based taxation systems will be improved and expanded in Hargeisa, Boroma and Berbera. Planning for system expansion in additional districts will take place in 2011. This includes updating the data base in selected towns and increasing compatibility of the old manual and new systems. A revenue yield study will be conducted to identify the strongest potentials for new revenue generation in districts with different economic bases.

As a part of the thematic work on municipal finance policy, intensified effort will be made with the target districts to ensure that 50 percent of these revenues are used for services. Technical support to GIS users in districts will be increased.

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

Implementation of the Local Development Fund (LDF) at District level: At the district level JPLG will provide the 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 the 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 DC's annual work plan and budget;
- Implementation (2011 cycle): Contract management; managing 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 continue to invest in projects to improve solid waste management and water and sanitation systems through public private partnerships and explore appropriate cost recovery mechanisms. This work will be informed by the work on the sector studies and public private partnership policy and toolkit. The scope of projects and the number of districts benefiting will depend on the available funding.

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

Districts will be supported to undertake pre-qualification proceedings to identify suppliers and contractors that are qualified. This will enable the districts to maintain a list of approved suppliers and contractors which should be kept under constant review by the 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.

Technical support will be provided to districts as well as to the private sector engaged in existing PPPs arrangements; and to those interested in initiating new PPP arrangement.

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:

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 in holding their local councils accountable. The civic education strategy and programme was developed in 2009 and rolled out in the six target districts in 2010. Feedback and lessons learnt from implementation point to the need to make the programme more interactive, improve targeting and deepen outreach particularly in the rural communities. Thus in 2011 the focus will be on improving and increasing 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 the marginalized and vulnerable groups such as women, youth, IDPs, Nomadic and physically challenged among others are also reached. In addition, where possible, work in close collaboration with other sectoral ministries such as Ministry of Labour and Family Affairs, Ministry of Environment and Ministry of Education to include environmental and conservation awareness, basic labour standards and women role in governance and educational school clubs to advance civic education.

Reporting mechanisms will also 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:

Extensive community consultation and validation processes were undertaken in 2010 to ensure that community priorities are articulated and reflected in the District Development Frameworks and Annual Work Plans. In 2011, the five year DDFs will be reviewed and refined to provide the basis for annual investment and work planning and reporting. JPLG will continue to assist the district to use the DDF as a planning tool to inform all investments in the district, for example, the Community Driven/Recovery and Development Programme will fund selected priorities from the DDF in Sheikh and Odweyne.

An assessment of the local enabling environment for micro, small and medium enterprises (MSMEs) will be undertaken of the policies, regulations and by-laws set by local councils that impact on businesses. Based on the assessment findings as well as the findings from enterprise surveys, support will be provided in the implementation of recommendations such as improving economic infrastructure and local regulations which are fair and consistent encouraging increased investment in key productive sectors. In addition districts will be encouraged to establish an economic development office and local economic development (LED) training provided.

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 establishment and training of additional groups based on the projects selected and conducting refresher training of the existing groups. Participatory Impact Monitoring will be provided to the CMGs, the Economic and Development sub-committee and the contractors. The training will facilitate the development of joint indicators for the specific projects that will facilitate monitoring and reporting. To ensure that there is follow up of the concerns raised by the community, a service provider will be engaged to build the capacity of the community monitoring groups (CMGs) to capture, document and report on the progress made on and feedback to the district councils. This will enhance the district council's accountability to its citizens and effective and efficient use of resources.

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

Districts will be supported in organising and holding public meetings to report to the communities 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. This will provide the community an opportunity to raise any concerns and obtain feedback on the council's activities. The program will also build the capacity of the council members to ensure that they hold participatory dialogues with the community members during these sessions.

5 PRINCIPLES FOR IMPLEMENTATION

Basic principles of JPLG

The following basic **principles** will guide the implementation of 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 resource is a key principal for the joint programme. Established coordination mechanisms will be maintained including bi-weekly meetings between MOI and the JPLG team in Hargeisa and the weekly/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. The Inter-Ministerial Working Group whose establishment has been delayed will be functional early in 2011 providing a mechanism for engagement with relevant sectoral and other line ministries. Overall coordination between the UN agencies takes place in the Programme Coordination Unit (PCU) in Nairobi, which communicates to all partners in Somaliland 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 Fund⁵ 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.

⁵ The Local Development Fund will supersede the District Basket Fund effective 2011.

- **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 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 Labour and Social Affairs (MLSA) to implement the Somaliland National Gender Strategy 2008 -2011 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.
- 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% representation level.

Programming and analysis

- Ensure that a proper 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 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.

Implementation

- Support the MOLSA 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 and decentralisation.
- Work in conjunction with the MOLSA to identify an appropriate process to increase the representation of women as Councillors, and implement this process in the lead up to the elections in 2011.
- Support MOLSA to build up a network for women in leadership positions.
- Support the capacity of MOLSA and women in government positions are increased in leadership and management.
- Support efforts to ensure that 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 and its different constituents are addressed.
- Ensure that UN staff are adequately gender aware and that internal policies and procedures are applied.

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 Somaliland 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 about the roles of Local Governments and the people's role in demanding services and better performance from their Local Governments. This will be carried out through civic education programs and public meetings.
- The public meetings organized by the districts councils will serve to share work 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.
- Publicity of JPLG work to improve visibility will be done through outreach media.

8 INSTITUTIONALISATION OF PROCESSES AND PROCEDURES

The local governance and service delivery structures and systems will be anchored in 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 and other international partners implementing the JPLG, and
- ii) a conflict analysis which details how the JPLG can potentially create conflict and how these areas will be mitigated against or addressed within the JPLG.

The risk assessment is based on experience and lessons learned and the possible scenarios for the next twelve months of JPLG implementation and is updated annually. The security situation in Somaliland is generally stable though a sense of unpredictability was experienced around the 2010 presidential election, however, the peaceful election and transition period has returned the relative sense of stability

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. Tight funding approval processes; disbursement conditions and monitoring procedures including community monitoring groups
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 consultants is assessed against counterpart capacity improvement; and assessed annually and payments linked to outputs/performance.
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. 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.</p> <p>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

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 participatory reporting from the local governments to their communities will to be carried out by through the village committees in all target districts in 2011. Indicators have already been developed at Community Monitoring Group trainings and UNICEF will share with PCU.

M&E Training: Training on monitoring and evaluation concepts, techniques, tools, activities and responsibilities, in addition 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 Somaliland. The funding modality and subsequent management arrangements for the JPLG funds were described and agreed to in the project document as 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 30 per cent of the total JPLG funds are utilising this efficient mechanism.

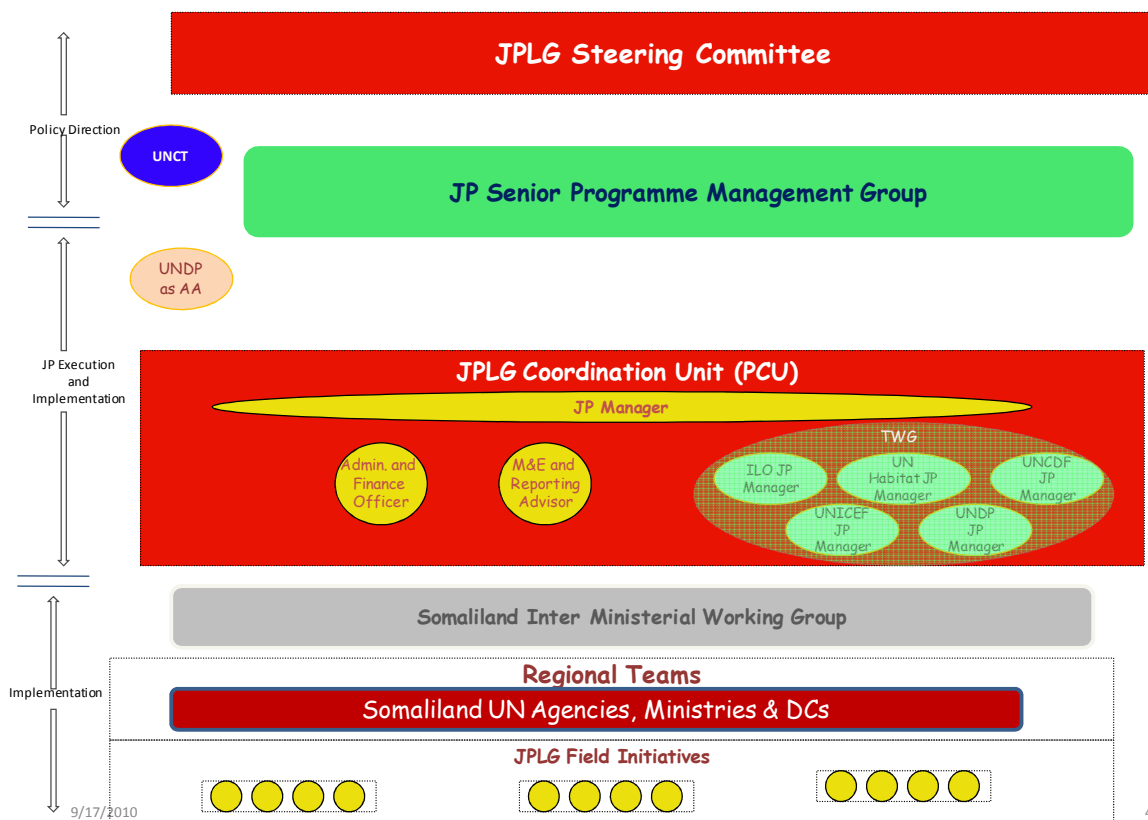
The management and coordination structures for the JPLG as described in the Project Document include the following:

- 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, Admin/Finance and Communication Officers. The PCU meets regularly and at least every two weeks.
- Somaliland JPLG Implementation Teams: The main function of this group is to ensure the 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 relevant staff from participating UN Agencies and staff from government ministries e.g. Ministry of Interior, Ministry of Public Works. This team is provided with leadership and guidance by the Team Leader appointed from one of the participating UN Agencies and currently in Somaliland this is from UN Habitat. 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.
- Somaliland Inter-Ministerial Committee (IMC): The Inter-Ministerial Committee is currently under establishment in Somaliland. The main function of the IMC is to coordinate government efforts on decentralization across ministries and provide strategic direction in local governance. 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.

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

Diagram 3 – JPLG Organogram Somaliland



12 WORKPLAN AND BUDGET

The 2011 Work plan and Budget is based on consultations with local counterparts as well as experiences to date. The overall 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 Somaliland.

Table 1 Total Budget by UN Agency

UN AGENCY	US\$
UN HABITAT	2,084,635
UNDP	2,342,542
UNICEF	1,366,202
ILO	1,445,307
UNCDF	744,408
TOTAL	7,983,094

Table 2 Total Budget by Donor

DONOR	US\$
EC	2,227,392
SIDA	1,198,034
DFID	230,911
DENMARK	672,617
NORWAY	130,913
UNDP	50,000
UNCDF	129,052
UNFUNDED	2,639,276
Fees/security	704,898
TOTAL	7,983,094

Table 3 Total Budget by Budget Categories		
	BUDGET CATEGORY	AMOUNT US\$
	Human resources	
1a	Salaries local staff	545,589
1b	Admin/support staff	89,201
1c	Salaries/consultants international	1,025,305
1d	Per diem Somalia	62,220
	Travel	
2a	Local	98,328
2b	International	335,187
	Equipment and supplies	
	Local procurement	148,000
	Local Office	
	Operations and maintenance	334,663
	Other costs and services	30,900
	Works, contracts, grants, training	
6a	Contracts and partnerships	2,042,038
6b	Grants to DCs	848,818
6c	Training and capacity building	1,717,947
	TOTAL	
	Fees and security	704,898
	GRAND TOTAL	7,983,094

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 Labour and Social Affairs as well as the Somaliland Local Government Association. 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 zones

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 ANNUAL WORKPLAN AND BUDGET

Somaliland Year : 2011 JPLG WPB										Time frame				Implementing Agency				
Planned Budget										DONORS								
Overall objective: Local governance contributes to peace and equitable priority service delivery in selected locations.	Total Cost US\$	EC	SIDA	DFID	DEN	NOR	UNDP	UNCDF	UNFUNDED	Q1	Q2	Q3	Q4	UN HABITAT	UNDP	UNICEF	ILO	UNCDF
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 recent developments)	35,604								35,604		X	X						
Elaboration Strategic Plan MOI	35,604								35,604		X	X						
Institutional Assessment MOI and MOLSA										X	X							
Training Assessment MOI and MOLSA										X	X							
Public Private Partnerships (PPP) policy development	10,000		10,000							x	x	x						
Further stakeholder dialogue/consultations to finalise draft policy	20,000								20,000	x	x	x						
Support to establishment of PPP Unit within relevant ministry	19,205		9,205			10,000				x	x	x						
Development of Municipal Finance Policy	39,300			27,300	12,000						x		x					
Review of Taxation Practice and Laws																		
Review of municipal taxation and issuance of a Ministerial Decree/ Law																		
Facilitate the development of an outline Land Policy	53,188								53,188									
Complete the draft Land Management Law	15,000		15,000								x	x						
Facilitate the development of an outline Urban Policy	20,236	20,236									x	x						
		20,236	34,205	75,706	12,000	10,000	-	-	144,396					127,724	119,614		49,205	

Activity 1.1.2 Review and facilitate formulation, harmonisation and implementation of laws and regulations related to local government																		
Deliver basic administrative training (MOI and MOLSA)	23,730	23,730								X	X							
Government Financial Management Reporting for LOAs and MIS	70,000	70,000								X	X							
Support to MOI through LOA	478,659	455,817	22,842							X	X							
Support to Ministry of Labour and Social Affairs	272,788		124,468	20,792	46,847		50,000	30,681	X	X	X	X						
Support to Auditor General Office (audit of Districts)	67,430	67,430							X	X								
Bi annual Workshop (outside SL)	100,000	100,000								X		X						
Steering Committee Meeting	28,000	28,000								X		X						
Procurement guidelines to integrate employment and local resource use aspects																		
Support the implementation and audit; 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)	50,305		50,305							x	x							
Procurement audits (by MOI sample of six districts)	20,000		20,000									x						
Public Private Partnerships (PPP) in local service delivery																		
PPP tool kit reviewed in line with PPP policy	22,845	6,000						16,845		x								

Develop sector legal & institutional framework, policy, strategy, by-laws & regulations for local service delivery for education, roads, solid waste management (SWM) sector																			
Roads	62,729				62,729					x	x								
Institutional assessment of Ministry of Public Works; support to policy & strategic, capacity dev. Plan	62,729								62,729	x	x								
Support to MoF through LoA	46,700								46,700										
Support to MOI for MC and PC assessments	12,043								12,043										
Undertake three sector studies in Health, Education and water	104,270				75,000				29,270		X	X	X						
Technical assistance for Sector Studies	13,408								13,408		X	X	X						
Complete Urban Regulatory Framework, incl. Planning & Building Codes and Standards	10,113								10,113										
Support development of the land dispute resolution mechanism	50,000				10,000				40,000		x	x							
Develop service delivery sector strategies, by-laws, regulations, and institutional framework, roles & responsibilities in SWM	35,000	15,000							20,000										
Improve service delivery management structures and tools for SWM and water (PPPs, resource mgmt Boards)																			
Support development of urban planning implementation system	15,040								15,040										
		765,977	232,615	20,792	119,576	75,000	50,000	0	296,829					110,153	1,040,607	117,678	233,608	58,743	

Activity 1.3.2 Develop capacity development package (district development package)																		
Provide on-the-job training for LDF management (District level)	20,000							20,000										
Set up a Training Impact Analysis																		
Support to SL Municipal association	40,000				40,000					x	x							
Activity 1.3.3 Implement the district capacity development package																		
Deliver basic administrative training in all pilot districts	100,000				100,000					x	x							
Review & further develop planning and budget manuals										x	x							
Review and develop training modules	22,154				22,154						x	x						
Carry out TOTs	59,674	59,674								x	x	x	x					
Develop and deliver specific training for districts	52,105				52,105						x	x						
District Public expenditure cycle training (new district)	46,000							46,000										
TOT refresher on procurement & procurement audit training	19,902		19,902							x	x							
Training on LG procurement audits for	10,000		10,000							x	x							
LG procurement training to new DGs and Ministers	10,000		10,000							x	x							
Refresher training on LG procurement for district council staff (PO, ES, Dept Heads)	20,000		20,000							x	x							
PPP regulation training	10,000							10,000			x							
PPP workshop for Mayors & DC staff	20,000							20,000		x	x							
TOT of local service providers (tertiary/technical instn./association) on district public works project management	70,000							70,000				x						
Deliver district public works project management training	90,000							90,000		x	x							
TOT training on labour standards	19,726							19,726		x								
Delivery training on labour standards to district council staff	40,000							40,000			x							

Delivery of capacity building modules UN-HABITAT	112,500		37,500						75,000		x	x							
Produce Manuals and training materials on Basic Municipal Finance & Revenue Collection for District Councils and deliver training																			
Urban Spatial Planning support to District Councils	71,500	52,000		19,500						x	x	x	x						
		111,674	97,402	52,105	181,654	-	-	-	390,726						224,000	279,933		309,628	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																			
Revenue yield study	40,000								40,000										
Activity 1.4.3 Develop capacity for revenue generation																			
Establish GIS-based propert tax tystem in one town.	127,800	59,004	6,600		2,179				60,017										
		59,004	6,600	-	2,179	-	-	-	100,017						167,800				
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	60,000	29,052							30,948	x									
Support to service delivery management and mentoring in MPW	200,000	200,000																	
Disbursement of the Local Development Fund (6 Districts)	555,918	166,749	147,073					100,000	142,096										
Support to Sd management structure	20,000								20,000										
Upgrade SWM and water/sanitation systems	300,000								300,000										
Activity 1.5.2 Monitor ouput and outcome of support																			
Implement the Outcome Evaluation System	106,250	100,000							6,250		x		x						
Implement the mid term review of JPLG	44,525	44,525									x								
		540,326	147,073	-	-	-	-	100,000	499,294						320,000	210,775		200,000	555,918

Result 1.6: 75 communities and 25 private sector service providers have developed capacity to deliver services																		
Activity 1.6.1 Support private sector participation in public procurement	33,962								33,962	x	x							
Support the establishment of suppliers and consultants register at district	27,000								27,000	x	x							
Conduct PCM Training for Communities	150,000	150,000								x	x	x	x					
		150,000	-	-	-	-	-	-	60,962							150,000	60,962	
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	12,000								12,000									
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						
Feasibility studies for new PPP projects	60,000								60,000		x	x						
		-	-	-	-	-	-	-	96,010									96,010

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	30,000	10,000			20,000					X	X								
2.1.2 Implement the civic education programme																			
Implementation of the civic education programme	270,000	70,000	100,000	12,500	30,000					57,500	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																			
Mentoring of local economic mapping and planning/study tours																			
Districts training on Participatory Planning	20,000	20,000											X						
Training of Trainers (TOT)	25,000	25,000																	
Training of Facilitator (TOF)	30,000	28,000	2,000									X							
Undertake Community mobilization/consultation and planning process in review of the Districts 2011 Annual work plans	90,000			25,500						64,500	X	X							
Validation of DDF & Districts AWP	45,000									45,000			X	X					
Technical assistance for community Planning and Budgeting	149,969	27,000	60,000	10,000	52,969														
		182,000	164,000	70,000	128,591	-	-	-		169,922									714,513

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	35,000								35,000	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									
		-	-	-	-	15,000	-	-	129,010											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											
2.3.2 Pilot with communities the use of the participatory monitoring tools																				
Community training on participatory monitoring	33,000								33,000											
Result 2.4: Public reporting meetings in up to 24 districts held annually																				
2.4.1 Implement system for community performance monitoring of local government																				
Public meeting annually	45,000								45,000											
Training of Local councils in conducting participatory Meetings	24,000								24,000											
		-	-	-	-	-	-	-	105,000											105,000

MANAGEMENT AND OPERATIONAL COSTS																			
Human Resources																			
<i>International staff</i>																			
Urban planning and development consultant	141,156		128,848	12,308						x	x	x	x						
<i>National staff</i>																			
NPPO, admin	113,115	113,115								x	x	x	x						
NPPO	29,052						29,052												
NPPO, admin	242,177	85,560			156,617					x	x	x	x						
<i>Travel</i>																			
	39,670	39,670																	
	12,695						12,695												
	113,580	113,580								x	x	x	x						
staff Learning Cost	8,000	8,000																	
Operational Costs																			
Vehicle Hire	61,100	61,100																	
Operations and maintenance	23,000						23,000												
General operational costs	189,633						189,633												
General operational costs	58,500		39,513				18,986			x	x	x	x						
Local procurement																			
Car	45,000						45,000												
Communication																			
Communication	1,440	1,440																	
		422,465	168,361	12,308	156,617	-	-	29,052	289,314					555,413	223,325	189,633			109,747
														1,948,257	2,018,254	1,276,824	1,290,453	744,408	
TOTAL	7,278,195	2,251,682	1,198,034	230,911	672,617	130,913	50,000	129,052	2,614,986										
Fees and security	704,898																		
GRAND TOTAL	7,983,093																		