



UN Joint Programme on Local Governance and Decentralized Service Delivery in Somalia

JPLG Annual Report 2015

MINISTRY OF FOREIGN AFFAIRS OF DENMARK
DANIDA INTERNATIONAL
DEVELOPMENT COOPERATION



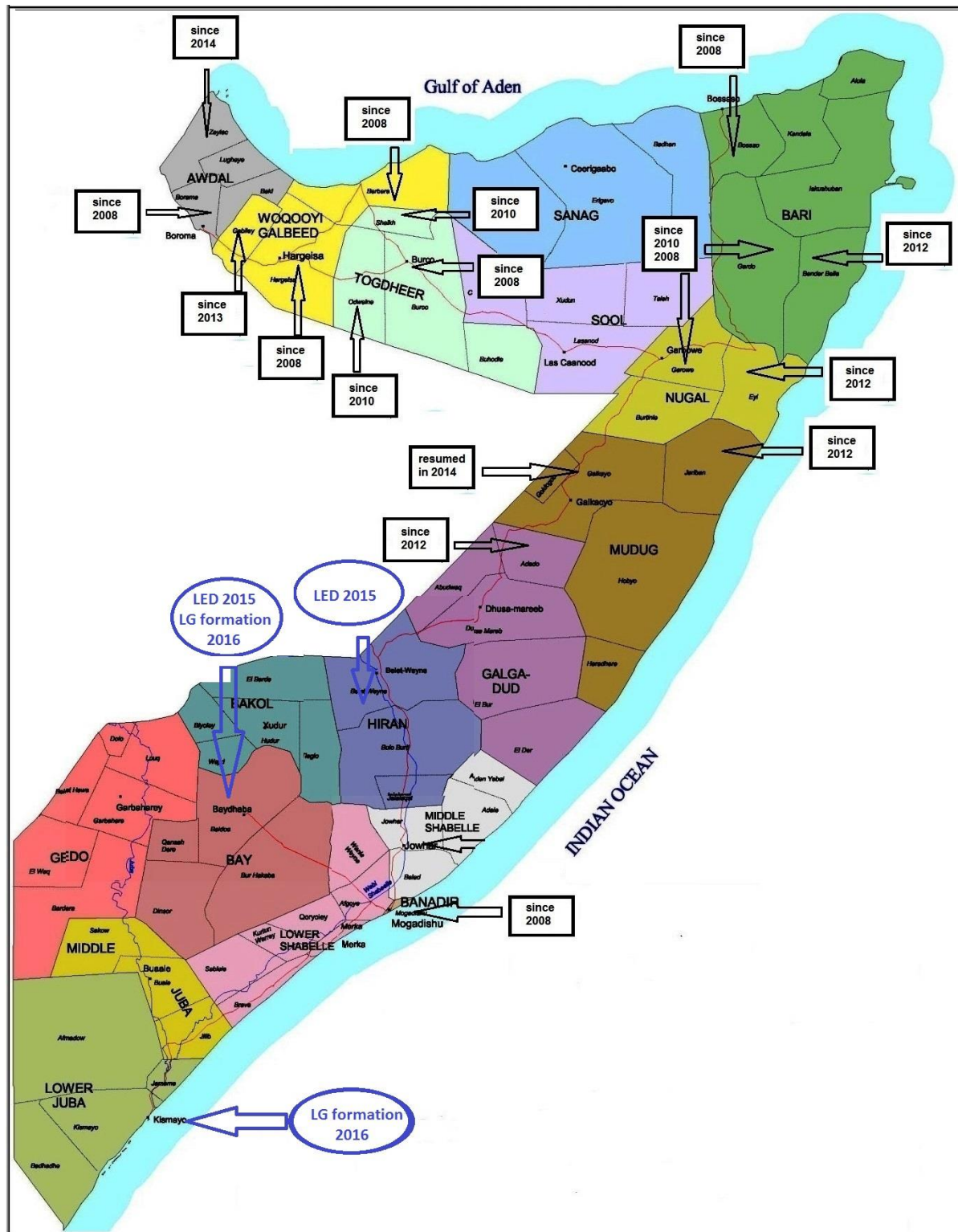
NORWEGIAN MINISTRY
OF FOREIGN AFFAIRS



TABLE OF CONTENTS

| | |
|--|-----------|
| MAP OF JPLG TARGET DISTRICTS | II |
| ACRONYMS | III |
| JPLG RESOURCES SUMMARY: 2013 – 2017 | 0 |
| INTRODUCTION | 1 |
| CHAPTER ONE: PROGRESS AGAINST OUTCOMES: | 2 |
| OUTCOME ONE: POLICY REFORMS | 2 |
| OUTCOME TWO: CAPACITY DEVELOPMENT | 6 |
| OUTCOME THREE: SERVICE DELIVERY | 10 |
| OUTCOME ONE: POLICY REFORMS | 14 |
| OUTCOME TWO: CAPACITY DEVELOPMENT | 16 |
| OUTCOME THREE: SERVICE DELIVERY | 19 |
| EFFECTIVE HUMAN RESOURCE MANAGEMENT IN DISTRICTS FOR IMPROVED SERVICE DELIVERY TO CITIZENS | 22 |
| A NEW TECHNOLOGY HELPS TO BOOST DISTRICT REVENUE | 23 |
| CHAPTER THREE: CONFLICT SENSITIVITY AND RISK MANAGEMENT | 24 |
| CHAPTER FOUR: VALUE FOR MONEY AND EFFECTIVENESS | 26 |
| CHAPTER FIVE: GENDER MAINSTREAMING | 26 |
| CHAPTER SIX: CHALLENGES AND LESSONS LEARNED | 28 |
| ANNEX 1: INDICATORS FRAMEWORK ANNEX 2: STATUS OF 2014-2015 LDF INVESTMENT PROJECTS ANNEX 3: TRAININGS | |

Map of JPLG Target Districts



Acronyms

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

JPLG Resources Summary: 2013 – 2017

| | | | | | |
|--|--|-----------------------------|-------------------------------|---|----------|
| Participating UN Organization(s): | UN Habitat, UNDP, UNICEF, ILO and UNCDF. | | Cluster/Priority Area: | United Nations Strategy Assistance to Somalia, sub outcome 1.3, PSG | |
| Partner(s): | Central Administrations of Somaliland, Puntland and the Federal Government and target District Councils. | | | | |
| Title: | UN Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) | | | | |
| Location: | Somaliland, Puntland and South central Somalia | | | | |
| Total Approved Budget | \$ 145,618,908 | | | | |
| SC Approval Date: | 2012 | | | | |
| Joint Programme Duration: | 2013 - 2017 | Starting Date: | 01/01/2013 | Completion Date: | 31/12/17 |
| Funds Committed: | <i>To JP pass through with UNDP as AA:</i> | | | | |
| | Donor | Donor Currency | USD (Appr.) | | |
| | SIDA | 155,000,000 SEK | \$ 20,602,037 | | |
| | DFID | 10,750,000 GBP | \$ 16,894,799 | | |
| | Danida | 55,760,000 DEK | \$ 8,075,403 | | |
| | Norway | 40, 00,000 NOK | \$ 5,818,841 | | |
| | EC | 9,000,000 EURO | \$ 10,108,394 | | |
| | Swiss (SDC) | 9,000,000 CHF | \$ 9,372,684 | | |
| | <i>Subtotal JP Funds</i> | | <i>\$ 70,872,158</i> | | |
| | <i>Parallel Funds 2013 – 2017</i> | | | | |
| | Source | Donor Currency | USD (Appr.) | | |
| | UNDP TRAC: | \$ 579,197 | \$ 579,197 | | |
| | UNCDF | \$ 95,462 | \$ 95,462 | | |
| | <i>Subtotal Parallel Funds</i> | | <i>\$ 674,659</i> | | |
| | TOTAL 2013 - 2017 | | \$ 71,546,817 | | |
| Funds Disbursed: | Donor | | USD | % of committed | 73.62% |
| | SIDA | | \$ 12,562,825 | | |
| | DFID | | \$ 16,894,799 | | |
| | EC | | \$ 9,721,968 | | |
| | Danida | | \$ 2,652,507 | % of approved | 36.17% |
| | Swiss (SDC) | | \$ 4,972,244 | | |
| | Norway | | \$ 5,193,086 | | |
| | UNDP/parallel | | \$ 579,197 | | |
| | UNCDF | | \$ 95,462 | | |
| | TOTAL | | \$52,672,088 | | |
| Expected Duration: | 5 years | Forecast Final Date: | December 2017 | Delay | 9 months |

Introduction

2015 witnessed considerable changes in the political landscape across South Somalia. The emergence of new interim states in South West and Galmudug and the endorsement of the already formed Jubbaland State, considerably advanced the federalism agenda in Somalia. The state formation has accelerated the demand for establishing legitimate district councils and administrations with the ultimate expectation of improved services to local populations. There is now greater consensus among Somali leaders and International actors that viable local governance with devolved responsibilities for service delivery will make a significant contribution to a lasting peace. This new momentum has presented the JPLG with considerable opportunities for a more robust engagement and equally significant challenges owing to security situation, access and institutional capacity issues. The JPLG has been requested by the MoIFA and other federal member state MoIs to step up its engagement in the South with a view of expanding the gains of the programme into new districts in the new states. In partnership with MoIFA and other agencies, the programme has been supporting the articulation of a national framework for Local Governance dubbed ‘Wadajir’. As part of the process a series of discussions between MoIFA and Interim States’ MoIs have contributed to clarifying roles and responsibilities with regards to local governance and service delivery, and by the end of the year the different Ministries of Interior were already working in a collaborative and supportive manner. Efforts to consolidate the local governance work continue to gather pace with the establishment of a local governance practitioners’ forum, which will be converted into a sub-working group on local governance to be chaired by MoIFA under PSG 1.

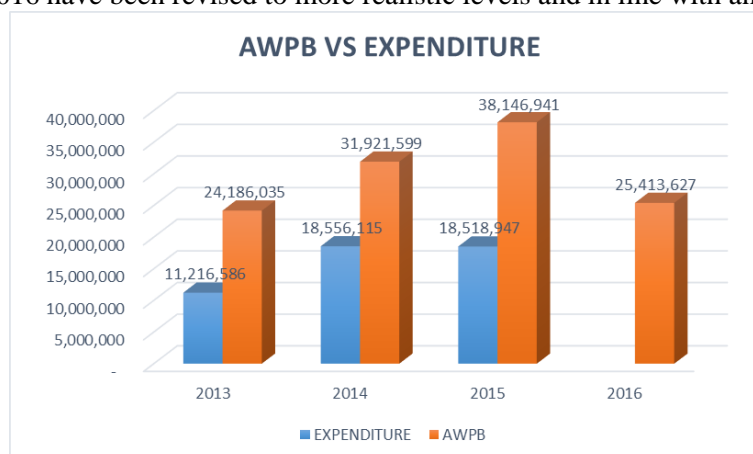
In Somaliland and Puntland, where JPLG has had a long term established footprint, the focus was on rolling out of the Decentralisation Policy and roadmaps. The Inter-Ministerial Committee on local governance chaired by the Vice Presidents together with the MOIs has showed leadership in the process by facilitating dialogues and driving the process forward. A major outcome of this has been a review and assessment of the Decentralisation Policies, which has led to initiation of the harmonized legal review process of the four local government-related legislations and a more detailed action plan that clarifies roles and functions of the respective ministries and district governments. Another significant policy support to Somaliland and Puntland includes the sub-national PFM work which witnessed the presentation of Local Government Finance Policy and Procedures. The policies build on the Public Expenditure Management system developed with the support of JPLG and will contribute to enhanced policy framework for financial management, reduction of fiduciary risks and creation of formal linkages between local and national PFM systems. It is clear that district and municipal authorities have increasingly gained in confidence, abilities, legitimacy and financial strength enabling them to demand for greater devolution of services. This significant change in the institutional evolution of local governance in northern Somalia / Somaliland is directly linked to the long term support of the JPLG.

Security and political concerns continued to overshadow implementation of JPLG’s activities especially in Puntland with the highlight being the attack and the murder of UNICEF staff which led to significant scaling back of UNICEF activities, notably the full roll out of the service delivery models in Puntland, and also a considerable reduction of other agency interactions within Puntland.

The departure of the Senior Programme Manager in December 2014, and the protracted recruitment process to replace him led to management gaps at the Programme Management Unit which put a strain on the quality of coordination, reporting and overall management of the programme. The period also witnessed a number of agency programme managers and PMG-level officers leave the programme affecting the operations. The JPLG successfully concluded the Mid-Term Review (MTR) of the programme whose recommendations have been fully adopted and incorporated into the Annual Work Plan for 2016. A significant achievement in this regard is the restructuring of the programme planning and management to include key stakeholders in the Strategic Steering Committee as well as reinvigoration of the PMG and active engagement of the DSRSG/RC in the governance of the programme.

Despite security constraints and vacancies in key staff posts, JPLG remains well respected by Somali partners and is certainly an integral part of the institutional reforms in the north. 2015's work is nicely summarized by the following statement: *'The beauty of JPLG is that processes are manifested in projects. Constructing a road is a typical example of setting up structured local government to plan with communities, engage them in monitoring, linking into the broader livelihoods and employment, improved capacities of technical units and introducing fiscal transfers to reinforce service decentralization'* - Abdihakim Abdilahi Vice President of Puntland – April 2016.

By the end of 2015 the JPLG had delivered 18.5 million USD (not including all LDF payments – many of which will be paid in early 2016). This is a significant drop compared to the aspirational work plans for the year. As a result work plans for 2016 have been revised to more realistic levels and in line with anticipated donor funding.



The changing political, security context and high levels of demand created in 2015 have laid the basis for increased engagement in the South in 2016. This remains a challenge for the JPLG teams and all engaged in stabilization and institution building in the new Federal States.

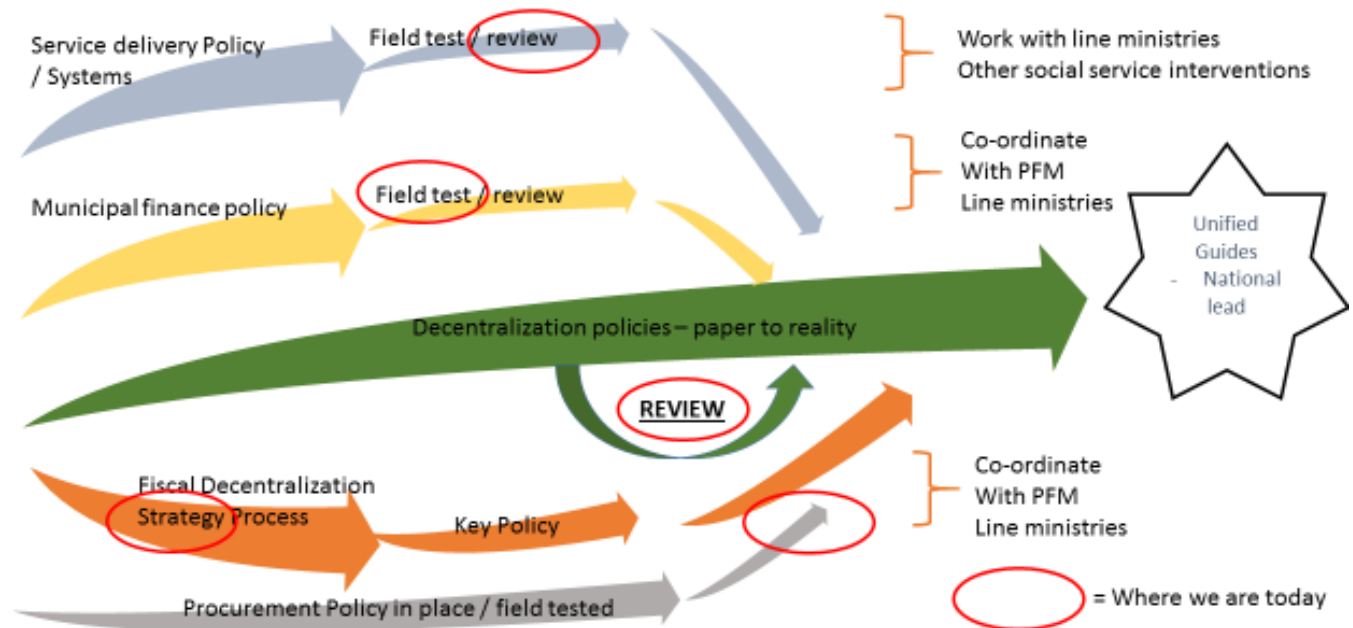
CHAPTER ONE: PROGRESS AGAINST OUTCOMES:

OUTCOME ONE: POLICY REFORMS

Devolved government is being driven by Somali leaders under the tutelage of the IMCs in Puntland and Somaliland. There remains a need for continued dialogue with a broad stakeholder group to ensure commitment for all critical actors. During 2015 the **Inter-Ministerial Committees on Local Governance** (IMC) in both areas, led this process with support from the programme. This entailed strengthening of their capacity and engagement in coordination of the implementation of the decentralization policy and roadmap. IMC benefitted from technical assistance and trainings in the area of local governance. In addition to routine technical assistance provided, the representatives from the eight JPLG target districts, the IMC secretariat, and the Ministry of Interior as well as UN-JPLG staff benefitted from training on community based monitoring and evaluation and citizen participation.

Decentralization is not a linear process but rather an evolution involving dialogue and cannot be rushed, in particular given that it involves a full array of legislation (with constitutional implications), capacities in central and local government as well as a full array of sectors. The table below outlines the range of policy processes that the JPLG engaged in in 2015:

Policy frameworks – Outcome 1



In 2015, in Somaliland and Puntland, the focus was the implementation of the decentralization policies and their roadmaps. In order to drive the Decentralization Policy roadmap implementation the programme conducted an **assessment and review of the policy in Somaliland and Puntland**. Sector ministries, IMC secretariat and the IMC Technical Working Group (consisting of Director Generals and Consultants) identified areas of progress and discussed how to advance the policy implementation in 2016-2018. While agreeing that implementation of the decentralization policy and roadmap was achieving some success, participants urged for improved coordination, harmonized legal review process of the four related laws and a revised roadmap that clarifies roles and functions of the respective sector ministries and district governments. The review will result in the devolution of additional roles and responsibilities in other sectors accompanied with the devolving of finances and authorities to help the decentralization process.

The SWOT analysis below of the decentralization review undertaken in Puntland formed the basis of development of the action plan for accelerating implementation of the decentralization policy:

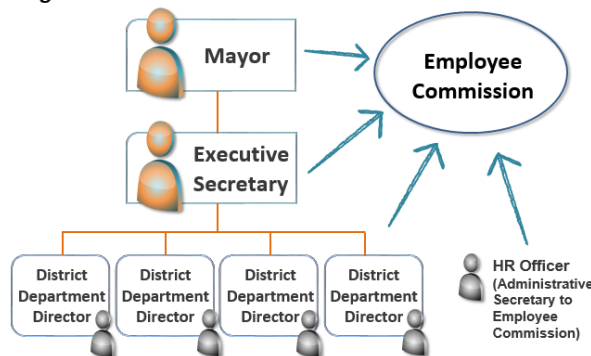
| Strengths | Weaknesses |
|---|--|
| <ul style="list-style-type: none"> Government commitment in decentralisation at the highest senior level at the Vice President Office Approved decentralisation policy and roadmap for service delivery in local governance. On going pilots in: health, spatial planning, internal roads, solid waste and Joint central, donor and local funding mechanisms (LDF) Fiscal transfers from line ministries to local governments in pilot projects Availability of local consultants at line ministries through the UNJPLG | <ul style="list-style-type: none"> Weak capacities of MoI in local governance due to lack of a specialised department. Weak technical capacities at the district level in primary, elementary and MCH. Lack of legal expertise at sector line ministries that is essential for legal frame review and amendment Absence of fiscal decentralisation strategy that secures funding for local governments. Delays in technical support by UNJPLG agencies Ineffective coordination between Line ministries in implementing the decentralisation policy and roadmap. Lack of comprehensive sector capacity assessment and development plans to develop capacities of central and local governments in a systematic sustainable approach Weak coordination amongst UNJPLG |
| Opportunities | Threats |
| <ul style="list-style-type: none"> Readiness of IMC and line ministries to develop and implement sector implementation plans for the roadmap. Commitment of IMC and line ministries for decentralisation Available technical and financial support by UNJPLG Developed decentralised Service delivery models in pilots by UNJPLG agencies as in SDM and funding mechanisms as in LDF Capacity assessments and development in pilot districts | <ul style="list-style-type: none"> No signs to conduct local elections in 2016. Resistance of some sector line ministries such as MoE for decentralisation of service delivery Lack of transparency on revenues of water agencies that hinders PPP with local governments in water service delivery Resistance from new announced districts to give away their new administrative identity Lack of criteria for establishment of new districts and demarcation |

In Puntland the IMC conducted monitoring missions in Bosaso, Gardo, Bandar-Bayla and Eyl to oversee the implementation of the decentralization policy and its' roadmap; identifying challenges that the Decentralization Champion Office (Vice President's Office) can assist in overcoming. It was confirmed that the concepts around decentralization are well understood in all target districts, but there is still need for increased clarity on the division of functions and responsibilities between the districts and state ministries.

In order to improve public understanding the Somaliland VP office finalized a **documentary on decentralization**. The documentary centers on the dialogues initiated between the IMC ministers and the local government and will be used in further sensitization campaigns to ensure harmonized messages are shared with communities and government officials on roles and responsibilities among different levels of government. The messages also target community members to increase the level of participation and confirm the relevance of services offered based on the vision of the national decentralization policy. This was supported by the local governance association (ALGASL) who also carried out media campaigns on decentralization through radio and TV involving mayors' knowledge and first-hand experience.

In Somaliland the **Local Government Employment Regulation** and the **Human Resource Management (HRM) Manual** for local government was developed / field tested and implemented with the direct support of JPLG and was published in the government gazette in 2015 followed by a directive / decree issued for districts to implement and enforce the regulation. Copies of the official gazette were circulated to local governments. All JPLG target districts received training on the the LG Human Resource Management utilizing the accompanying HRM Manual Modules as they relate to the LG employment regulation. The Mayor of Berbera has been a champion for implementation of the HRM reform for LG and stated that: *"None of the previous directors' had the knowledge and experience specified in the six newly-developed department TORs. Therefore, we had to recruit six new department directors, who were university educated, who had the right skills and qualifications and move the previous directors who took on the role of departmental section heads."*

Diagram 2: HR Roles at District level



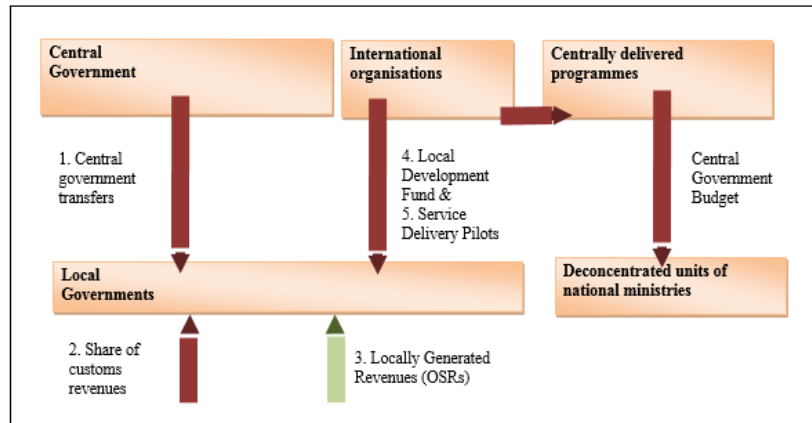
In Puntland the draft LG employment regulation has been distributed to all local governments and is pending Government approval. These same tools were then used with the Municipality of Mogadishu, who in early 2016 will publish. Their own HR manuals based on the Puntland documents and experiences. The organigrams and all key departments today have terms of reference and clear reporting lines. Consultants working on the World Bank urban development programme, stated, *“we were very pleasantly surprised to see how well structured and organized the Mogadishu municipality actually were.”*



In Puntland, the Ministry of Women, Development and Family Affairs (MoWDFA) facilitated a series of forums on political participation for women in local government elections, which targeted male leaders from various civil society institutions, religious groups and youth groups. The participants argued over the Islamic teaching standpoint on women’s political participation and roles in governmental institution at various levels. The discussions centred around the LGs selection which is based on clan quota and system on political seats, which do not provide opportunities for women. Among the recommendations from the workshop was to promote and legalize the allocated quota for women which is 30% of the parliament and other political representations and to sensitize women groups to stand together, collaborate and negotiate with elders, the public and other community members.

In 2015 JPLG initiated a programme of fiscal decentralization, entering into a series of strategic discussions with key ministries in Somaliland and Puntland as well as donor partners. The primary work in 2015 analyzed how systems were working to lay the basis for the forward planning discussions of 2016. This work will be comprehensively reported on in 2016.

LGs receive funding from four main sources



With the aim to enhance understanding and clarify roles, responsibilities and functions between different levels of government, a series of decentralization forums were conducted in 2014 in Mogadishu for the Federal Government of Somalia. In 2015 focus was on state level decentralization dialogue forums, the first one taking place in Baidoa and the second in Hudur. The forums have aided the South West authorities in the identification of key steps that needs to be undertaken in the local governance / decentralization process including required policies, legislations and regulations. In 2015 discussion papers on these relations were drafted and as part of the process discussions with MoIFA, ISWA and BRA/MOM were held. Further discussions on this as part of the federalism / decentralization processes are planned for 2016.

JPLG remained engaged in the development and evolution of the national framework around local governance (Wadajir Framework) which was subsequently launched in 2016. This work was initiated by JPLG in 2014 but was not formally published given that the political contexts were not conducive.

OUTCOME TWO: CAPACITY DEVELOPMENT

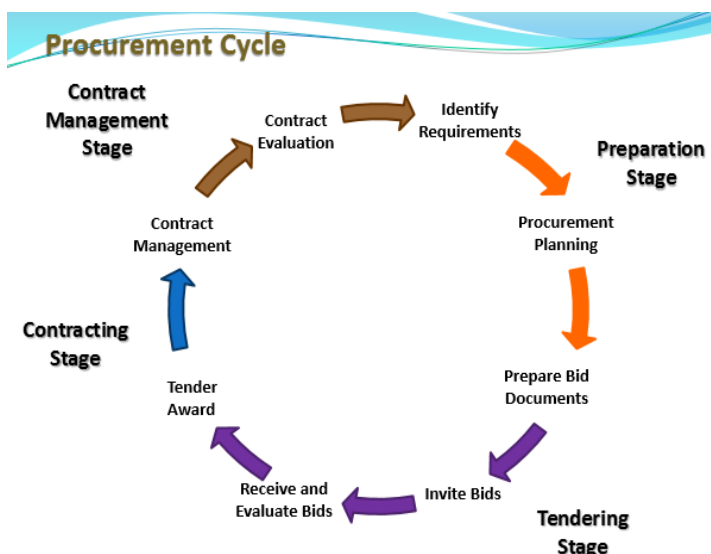
Institutionalizing capacity development

The primary objective agreed to in the work plans has been to ensure that the government strengthens their role as lead in skills transfer and capacity development. The programme has made progress in articulating the establishment of a Local Government Institute (LGI) for Somalia as well as strengthening the institutional set up of MoI Somaliland to respond to their mandate of providing capacity development support and oversight to local governments. In Mogadishu, the LGI working group approved the annual work-plan, medium-term strategic plan (2016 – 2018) and M&E framework. MoIFA, Federal Member States' MoIs and representatives from regional administrations (BRA and Hiiran) discussed LG core functions during the consultative forum conducted in December 2015. LGI pilot trainings with participants from MoM / BRA took place using the proposed LGI procurement and assessment framework for training providers.

In Somaliland the Ministry of Interior took further action in finalizing a **“government led expansion strategy”**. Establishment of LG Capacity Development Section and resource centre within the Ministry of Interior became an integral part of the expansion strategy and will enable MoI to execute its mandate for oversight and capacity development for LG. The initial stages have focused on establishment of the resource centre, where printing of the core LG library and procurement of equipment was finalized; the same resource set will be made available to LGs.

Human Resource Management

MoI and local governments of Berbera, Hargeisa and Gabiley piloted the **Human Resource Management** training where they tested own ability to train LG personnel. The HRM for local governments builds on the Local Government Employment Regulation, completed in 2014, and 800 copies of LG Employment regulation, along with official government gazette, have been published and distributed. In 2015 Garowe, Bosaso, Gardo and Jariban districts' councils in Puntland were dismissed, and later, new councils were trained on local governance, including Public Expenditure Management. Following the capacity agreement to expand JPLG under a "government led expansion" a similar training was conducted for Burtinle. MoI completed a capacity development assessment in Burtinle district and created a baseline for future JPLG intervention. The district showed low capacity, especially in the areas of administration, finance and procurement but it is clear that the new administration is very enthusiastic of the government led initiative using the tools and materials developed under JPLG.



Procurement

In 2015 JPLG supported the development of the **local government procurement manual** for goods and services for districts in Somaliland and Puntland. Procurement is a core component in local government thus needs to be conducted in a transparent manner ensuring accountability in service delivery. Capacity building on the procurement of goods and services was conducted for districts staff as well as those of the tender board and ministries of interior and finance. To improve adherence to procurement processes and procedures, capacities on procurement audits were improved for district staff and those of the office of the auditor-general. In addition, district internal audit manuals for procurement were developed and are now awaiting approval. Replicating from

the north the Local Government Procurement guidelines for the Municipality of Mogadishu were developed. These defined institutional set-up / arrangements, terms of reference for staff and standard bidding documents for procurement. Technical support on the implementation of these guidelines was provided.

LG Finance Management

In Somaliland, all JPLG supported districts' finance departments as well as the offices of the Auditor and Accountant General, MoI and ALGASL received new computers and equipment. Consolidated AIMS/BIMS software was installed in Galkayo and on-the job training conducted for 22 system operators in Galkayo, Bosaso and Bander Beyla districts in Puntland. It is clear that today all JPLG supported districts have functional finance and revenue departments with corresponding impact in terms of public support and the provision of services. The programme conducted an assessment of municipal finance in MoM to look at revenue generation, budgeting process and existing accounting systems in order to integrate and establish a property tax collection system, which cannot be used on the QuickBooks software that MoM is currently using. It was agreed that MoM would look for an alternative software including AIMS/BIMS. The urban property tax regime expert



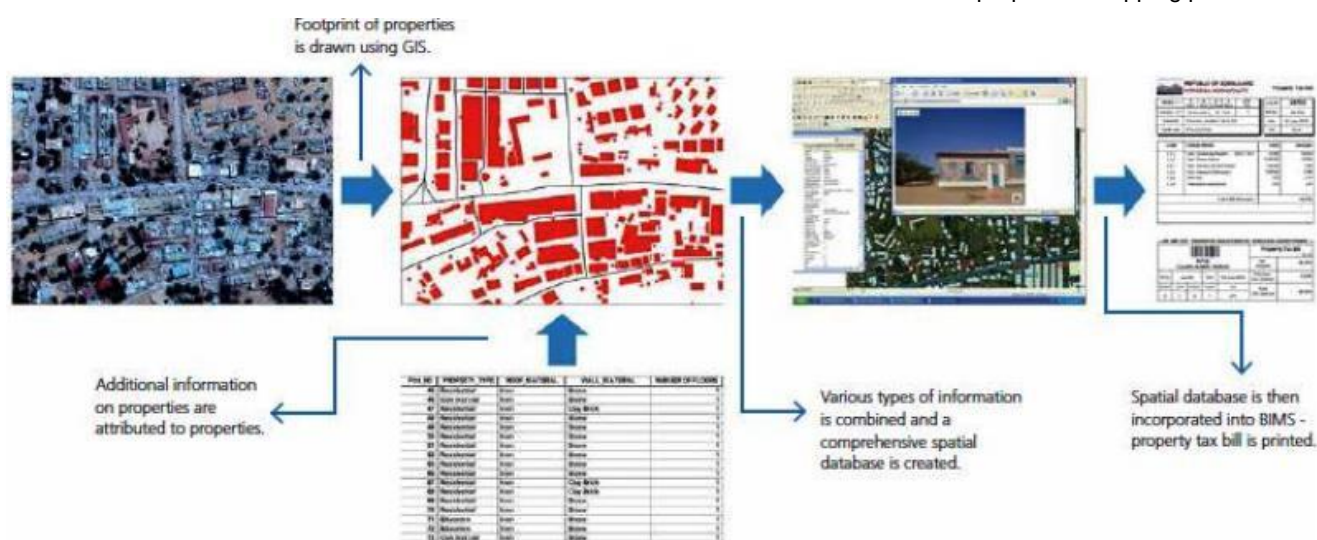
Municipality of Mogadishu training on Public Expenditure Management

had a consultation meeting with local stakeholders in Mogadishu to assess the property tax collection system, self-declaration and revenue management in MoM. In new areas of engagement it became clear that a coherent approach to local PFM would need to be taken. This collaboration will be initiated in 2016 with the Somali Stability Fund and the World Bank.

Urban Planning

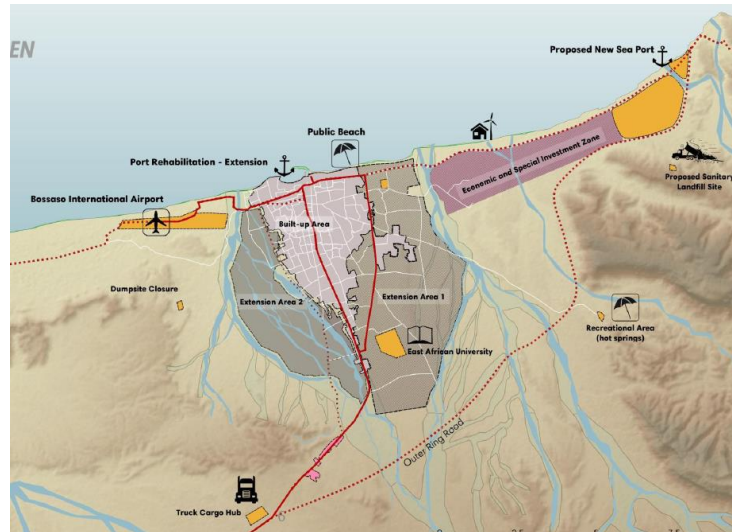
On the job training on GIS and map reading exercises were conducted for Burao and Hargeisa municipalities' staff. For Gabiley property numbering, the contractor was selected and sample plates produced, tested and verified. The update of property database in Borama commenced. These systems directly enhance the Local Government's revenue generating capacities (with direct linkages to billing) and further enhance city planning capacities.

GIS based properties mapping process



Discussions on strengthening capacity of departments responsible for urban planning and land management at Ministries of Public Works took place in Puntland and Somaliland. These departments as well as local governments have responsibility to oversee and provide technical supervision for the implementation of URF. In both Somaliland and Puntland trainings on road network planning and management of urban development through building permits, as agreed with the respective Ministries of Public Works, will be undertaken during implementation of the two pilots for the URF – Gabiley Urban Masterplan and Bosaso City Extension Plan. Work plans for both pilots were developed which include capacity building activities for both ministries of PW. Following consultations between Gabiley Local Council and the Ministry of Public Works, Housing & Transport, it was agreed that the Urban Land Management Law # 171 shall be amended upon development of Gabiley Urban Masterplan. For Mogadishu Spatial Strategic Development Plan, a process design and work plan were developed in consultation with MoM department of Urban Planning.

¹ http://www.somalilandlaw.com/land__planning_law.htm



Overview of Bosaso City Extension plan

Civic Education

Civic Education activities (on roles and responsibilities of local governments and citizens) were initiated in Banadir and ISWA (Baidoa) with participation and support from MoIFA, state, regional and district authorities; 1,156 individuals (446 females) participated in initial consultations with local government across 17 districts of Banadir; 160 participated in one (1) district of Baidoa. In Banadir, 16 cultural events with attendance of more than 2,500 people raised awareness on government / citizen roles and responsibilities and encouraged national identity; documentary recordings were produced and broadcast on two TV channels and two radio channels with nationwide reach. These events have been used by the Municipality of Mogadishu to generate greater public support, which in turn has resulted in a new campaign of ‘build your country with a dollar’ campaign – where everyone is encouraged to donate a dollar. By early 2016 over 2.5 million dollars will have been raised from the public with small contributions from all sections of the city.



Civic Education Activities in Banadir



Capacity Assessment SAD

Capacity assessments were conducted in Social Affairs Departments in all eight JPLG Service Delivery Model pilot districts (of Somaliland and Puntland), enabling preparation and planning for “targeted capacity gap trainings”. The findings will be directly interlinked with the sectoral strategy processes ensuring that a genuine understanding of capacities in all local governments prior to devolving services and where necessary putting in place rectifying measures.

Example of the findings from Puntland in relation to staff working on service delivery:

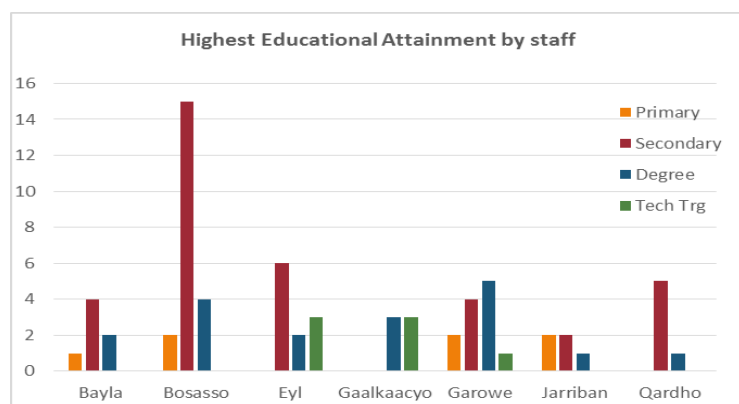
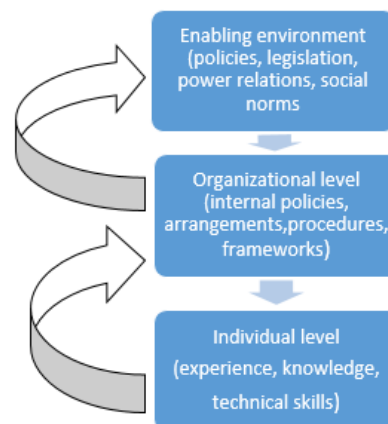


Figure 1. Levels of capacity: a systemic approach



Business and Economic Development

JPLG supports business licensing as a regulatory function of local government which also impacts on revenue generation. In 2015, business licensing systems were launched in the Municipality of Mogadishu and four districts. This included business licensing dialogue forums which brought together the local government and business owners; these provide a platform for building trust and creating awareness on the importance of business licensing in revenue generation for service delivery. In addition, computers and office equipment were procured and data on existing businesses collected. This is important for monitoring business registrations to avoid loss of revenue. Data collection was also conducted in Borama and Berbera, Somaliland to update the business licensing system. Awareness campaigns on business licensing and dialogues were also conducted in Bosaso and Gardo, Puntland. Continuous technical support was provided to the revenue department staff in JPLG districts on the usage of BIMS system which holds the business licensing system.

Revision of the LED toolkit, which included the framework and lessons from implementation was completed and followed up by sensitization workshops on the LED strategy in Baidoa and Beletwein. The local governments in Gardo and Eyl approved the NRM plans and incorporated them into the districts development frameworks.

OUTCOME THREE: SERVICE DELIVERY

Participatory investment planning and implementation

As described in the Annex 3, “Status of 2014-2015 LDF Projects”, JPLG continued investing in service delivery such as construction of roads, schools, market and health facilities as well as sanitation, community centers and solid waste management initiatives. At the government level, sector ministries (Education, Health and Water)

piloted selected devolved functions from the state / central to district level. The pilots covered nine districts (Education - Berbera, Borama and Burao, Health - Garowe, Bosaso and Gardo, Water - Odweine, Bander Beyla and Eyl).

The programme is in the process of developing an interactive LDF tracking database that will eventually be web-based but using easily accessible technology. The database will be accessible to all stakeholders and will be useful at all levels of government to track both funds disbursements and investment projects implementation so as to provide more monitoring capability while supporting improvements in project implementation. The tracking system is expected to help flag delay points and some bottle necks in implementation so as to help address the gaps in a timely manner.

In spite of LDF initiatives starting late in Puntland, partly due to circumstances beyond the districts' control given the political developments, there was fast progress in implementation of 2015 projects that stood at 46% and almost 100% for 2014 with just a few projects awaiting final payments. Compared to 2014, there has been a great improvement. The rate of project implementation by contractors has also improved with most projects implemented within 4 months.

Education Service Delivery

Education Service Delivery Model in three Somaliland districts (Berbera, Borama, and Burao) has enabled local government to make payroll for many subordinate staff, demonstrating the capacities of local government to manage the process and monitoring of these staff. It has also ensured that the districts have direct involvement in planning, tendering, contracting and monitoring construction work for local school minor rehabilitation and classroom expansion. The success of local government in implementing these decentralized functions demonstrates the increasing efficacy of the districts to provide services. Whilst the process is as important as the product for systems-building, the education SDM has resulted in safer and cleaner facilities for children, as well as the following tangible outcomes for a total 170 primary schools: improved hygiene and sanitation; four (4) new classrooms (with furnishings); fifteen (15) rehabilitated primary schools; and twenty one (21) primary schools furnished. Through the government contribution to JPLG, the local government was able to urgently rehabilitate a school that was severely damaged by fire just prior to the academic year commencement. Monitoring and oversight by ministry officials and local government has been both successful, and a means for enhanced relationships and increased intra-governmental dialogue and coordination. Enthusiasm for the Education SDM has resulted in gradually increasing commitments from central and local governments, including outside JPLG pilot districts. A simple indicator of the increased interest from Municipalities is that the 2016 budgets for Hargeisa and Berbera now include significant funds for primary education (over \$100,000).

Health Service Delivery

Health SDM has enabled the local governments of Berbera, Borama and Burao to perform a number of decentralized functions, including making payments for security and maintenance staff of health posts and primary health units throughout the districts. The system also ensured payments were made by local government to cover utility bills, routine cleaning supplies and ongoing hygiene and sanitation of these facilities. Other roles assigned to local government include minor repair and rehabilitation of health posts and centers, which the SDM has ensured as per the local government requirements in coordination with the Ministry of Planning. Public health promotion and outreach by local government was also enabled by the project through funding for household outreach and public health announcements (focused on women and children) through TV/video at the government's health facilities. The SDM was launched in July, and realized reasonable success, despite the fact that the Ministry of Health had extensive budget priorities outside of decentralization, and officials were shuffled requiring ongoing advocacy for the activity.

Support to Roads Sector, Ministry and of Public Works /Districts Public Works Department

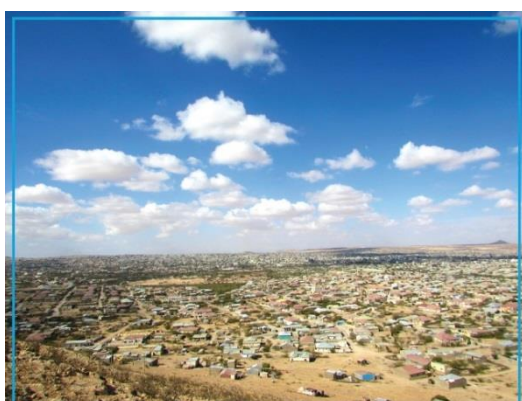
The ministry of public works and district public works department plays an integral role in ensuring standards are adhered to as well as providing technical monitoring and supervision support for all infrastructure projects implemented through the Local Development Fund. In 2015, the JPLG supported the establishment of district public works departments in Gardho, Garowe, Bosasso, Galkayo, Berbera, Borama, Odweine and Shiekh districts as per approved organograms. District capacity development plans were completed for 14 districts and these will inform the development and implementation of all capacity building initiatives for the public works departments. In Somaliland and Puntland a quality control unit was establishment, this unit will ensure adherence to technical standards for all roads projects.

In 2015, implementation of the pilot service delivery models for the roads sector commenced. Capacity assessment related to decentralized road sector functions of the district public works departments in target districts, MoPW and roads agencies were completed. Work on revision of the road sector legislative, institutional and policy framework and preparation of a road strategy for local government service delivery commenced in the last quarter of 2015 with completion expected in 2016.

Land Disputes

In 2015 the programme marked a change in strategy vis-à-vis the support to policy development in the area of land. The plurality of institutions mandated to deal with different aspects of land administration, ministerial competition on the leadership to steer the land policy process, and a generalized lack of technical capacity in local and central government offices to technically support the development of the policy has tested the limits of the approach followed in the previous years. The programme thus focused its programming on strengthening (or creating) capacity of the government sectors to increase the participation of relevant stakeholders in the policy process. To do so, the programme established cooperation with the Food and Agriculture Organization (FAO) programme on land in Somaliland to

The system used by the courts is more formal and rules-based than that used by the traditional elders, and, in principle, has more protections built in for vulnerable groups. In practice, however, these protections are fairly ineffective. Firstly, courts are expensive to access and therefore beyond the means of many vulnerable groups. For example, court fees for land disputes in Somaliland range from about USD 300 to 1,500. The average annual income of a Somalilander is USD 375.²⁶ Secondly, many judges and decision makers lack training on human rights and procedural fairness protections, and court decisions continue to discriminate against women, minority groups, and IDPs. Finally, decisions are extremely difficult to enforce.²⁷



maximize impact and coverage for gender responsive grass root training for policy discussion. Similarly, the programme entered into partnership with Norwegian Refugee Council (NRC) and designed a land related curriculum for two public universities in Somaliland and Puntland and also developed land certificate programmes for local government staff. Both certificate programmes and curriculum development are anticipated to be delivered in 2016.

The programme commissioned two studies to improve the plural legal system on land dispute with the objective to create a harmonized land tenure system over land. As a result two reports, ``Harmonization of the Legal Systems Resolving Land Disputes in Somaliland and Puntland`` and ``Comparative Jurisdictions of Systems Resolving Land Dispute`` were developed in consultation and cooperation with authorities in Somaliland and Puntland; the recommendations of reports were endorsed by all relevant authorities. In support to capacity development of Land Dispute Tribunal (LDT) system in Somaliland and Land Dispute Committee (LDC) in Puntland, the programme held two consultations, two

roundtable discussions with institutions and legal experts in support to the research of harmonization of customary and formal land dispute resolution systems, as well as conducted four training sessions on statutory legal analysis for LDT/C members. The programme has also developed a capacity development package for Mogadishu LDC and provided legal analysis training and mentorship for LDC members.

Waste Management

In 2015, the programme developed a comprehensive training package for service delivery in Solid Waste Management (SWM) and Bio Medical Waste Management (BMWM). The training package included basic steps to improve waste management, service provision and modality with private sector particularly with Public Private Partnership (PPP), regulation, capacity assessment and contract management for PPP modality and institutional capacity building. Five days training for SWM and BMWM each conducted in Hargeisa, Garowe and Mogadishu for local governments' staff and their PPP contractors.

In Puntland, the programme worked closely with Qardo and Bosaso local governments as pilot districts for SWM and BMWM and designed a service delivery model (SDM) for SWM and BMWM and a bylaw including institutional capacity development. Bylaws and SDMs were adopted by Local councils. Procurement for equipment to implement SDMs is ongoing.

Community Monitoring and Score Card

The Joint Programme continued to support initiatives focusing on strengthening the capacity of communities to monitor project implementation in their respective localities to ensure the relevance and quality of local service delivery. JPLG conducted a number of trainings during which localities representatives were given skills on monitoring project implementation as part of enhancing social accountability. Technical assistance was provided to the district councils and communities to set-up new community monitoring groups using the Community Participation Guide.

The Community Score Card is a community based monitoring and planning tool aiming at strengthening vertical accountability relations between communities and district authorities, as well as horizontal accountability and coordination at District level. The tool aims at assisting in monitoring the outcomes of JPLG Service Delivery Models (health, education, water) through community participation in mobile-phone (SMS) surveys and creates a feedback loop to local governments on service demands. This project was launched in 2015 in Borama and Burao districts of Somaliland.

The programme mapped service facilities in the target districts (24 schools, 18 MCHs/HPs and 10 water points in Borama; 24 schools, 18 MCHs/HP and 11 water points in Burao) and trained 52 community level committees, each responsible for one particular service facility. These committees were trained to use and answer the SMS surveys to ensure the feedback loop to local governments (via UNICEF) regarding the quality of service related to the facility under their responsibility. Several field visits by facilitators and NGO partners have been required to ensure appropriateness of the surveys, sustained engagement of the committees, and addressing challenges faced.

At the end of 2015, a strategic 'interface meeting' with Mayors, Executive Secretaries, Chairs of Social Affairs sub-committees, Directors of social affairs departments, representatives from Ministries and participants from the community-based committees reviewed the data and discussed the projects efficacy. This meeting indicated that the Community Score Card could be a useful tool to ensure appropriate and timely action in response to the demands of local communities. Additional efforts will be required in 2016 to ensure the efficacy and sustainability of this cost effective accountability tool.



The Municipal task team, other stakeholders and UN-HABITAT team during the review of the By-Laws in Mogadishu

CHAPTER TWO: PROGRESS AGAINST MILESTONES:

OUTCOME ONE: POLICY REFORMS

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

- **Milestone implementation: 100%**

Overall, the Programme made significant progress in supporting the establishing of sector policies and SDMs for health, water, education, NRM, roads and land management, SWM and biomedical waste management in both Somaliland and Puntland. Health, Education and Water management SDMs were piloted in Borama, Berbera, Burao, Bosaso, Garowe and Gardo during 2015.

LG Law amended in line with the Decentralization Policy and the new draft Law is submitted to the IMC-LG.

- **Milestone implementation: 10%**

Revision of the LG laws needs input from sector revisions of laws in line with the Decentralization Policy. A number of other relevant reform processes and revisions are ongoing and will be taken into consideration for the revision of the laws.

Decentralization policy and roadmap drafted and made available to the FGS/MOIF

- **Milestone implementation: 10%**

The Milestone “Decentralization policy and roadmap drafted and made available to the FGS/MOIF” may still be amended in line with discussions on Federalism. The FGS is discussing that the Federal Government may need to, initially, develop Federal Level “Decentralization Principles” while the emerging states would require their respective “Decentralization Policy and Roadmap” in line with Federal Level “Decentralization Principles. This milestone will be informed by the white papers being drafted on roles and relationships between FGS and States with regards to service delivery and LG.

The IMC-LG and its Secretariat has capacity to coordinate the decentralization reform and to oversee implementation of the roadmap

- **Milestone implementation: 100%**

First part of the decentralization dialogue forums done for western districts, Borama, Gabiley, Hargeisa and Zeila. Two consultants were deployed to each of the IMC-LG Secretariats hosted at the Vice President's Offices. The consultants are facilitating meetings between the Ministers and coordination of the newly established Directors' General groups (TWG) which focuses on the technical aspects of the implementation of the Decentralization Policy and roadmap.

Fiscal decentralization implementation strategy and municipal finance regulations (MFR) for Somaliland and Puntland drafted in line with PFM. MFR is piloted in selected districts.

- **Milestone implementation: 60%**

Local government procurement guidelines were revised in line with PFM reforms (SLD, PLD), procurement guidelines for goods and services developed and validated (SLD, PLD); LG procurement audit developed and shared for consultation (SLD, PLD); Mogadishu Municipality Guidelines are also completed and shared for consultation (MoM). LG procurement audit was also initiated for publication.

The Municipal Finance Policies and Procedures have been adopted in both states. The programme started the development of Fiscal Decentralization Strategies for SL and PL. This will continue in 2016 backed up by functional assignments between the central and local governments. Finalization of the districts borders assignment, revenue assignments and intergovernmental transfer mechanisms were not completed. Similarly, no fiscal decentralization work has been initiated in the Federal Government

LG civil service employment regulation drafted for Puntland and disseminated for Somaliland.

- **Milestone implementation: 100%**

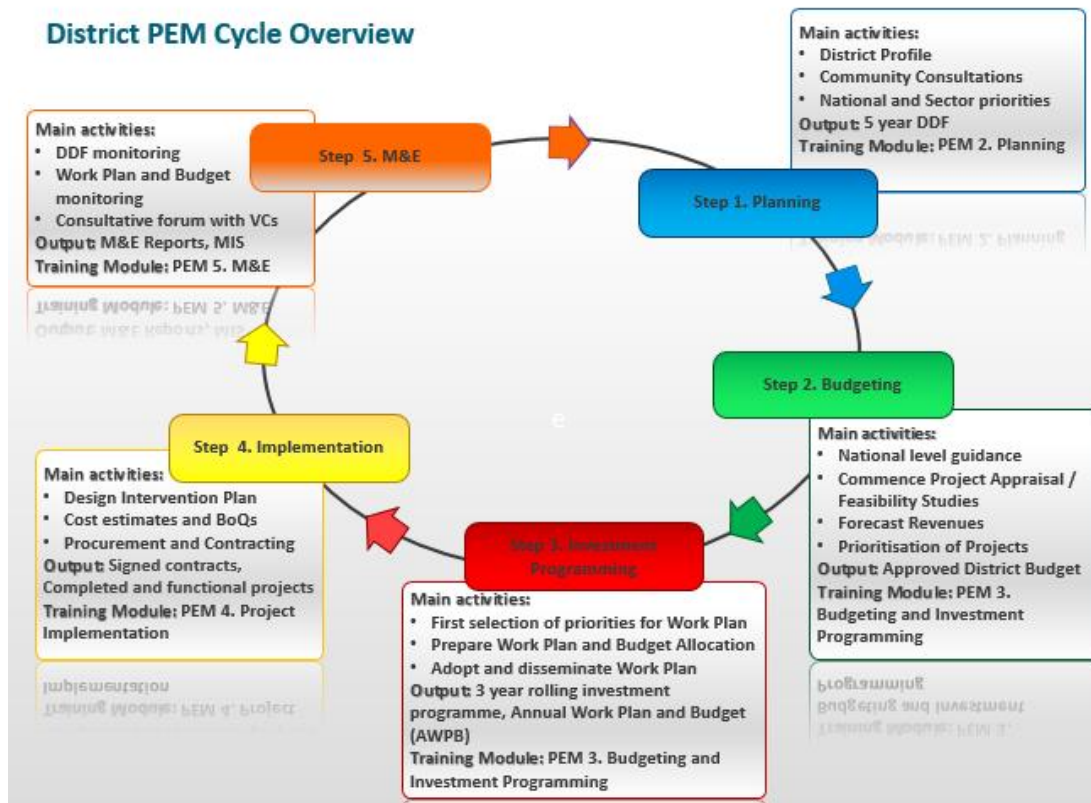
The Somaliland LG Employment Regulation was published in the government Gazette, and directive/decreed issued for districts to implement and enforce the regulation. Sheikh, Burao and Odweyne were trained on HRM Modules (1-5).

Guidelines for harmonized planning and budgeting between central and local governments developed and piloted in selected districts (3+3) in preparation of the District 2016 AWPBs.

- **Milestone implementation: 50%**

After a series of reviews and debates, the Programme and its main Somali counterparts agreed on the development of a coordinated planning framework between the district councils and central ministries to ensure implementation of the Decentralization policies², which requires appropriate coordination between the different levels of government, and that capacity and structures in place to ensure coordination between districts and sector ministries at district, regional and central level. Addressing this requirement, the Programme drafted guidelines on Harmonization of the National and District Level Planning Processes but have yet to be implemented, as both the Somaliland and Puntland authorities continue to discuss how to integrate the recommendations from the review into the harmonization process.

² Section 4.6 Additional Basic Requirements, subsection 5 (in both policies)



Strategy for Government roll out of LG services to new districts developed

- **Milestone implementation: 100%**

The government led expansion strategy and the associated capacity development support structure were discussed and a draft strategy is available for Somaliland and Puntland. The government led expansions strategy focuses on how the government under the leadership of MOI can extend the tools, policies and frameworks developed with JPLG support to all districts.

OUTCOME TWO: CAPACITY DEVELOPMENT

Government capacity development strategy for decentralization agreed and initiated (including establishment of Local Governance Training Institute)

- **Milestone implementation: 100%**

International and national experts have been deployed by JPLG to work with MoIFA, MoM and the Technical Committee for the LGI. The conceptual framework, including operational principles and TOR, have been developed. The pilot trainings and providers have been selected.

At least 35% of JPLG targeted districts have four key Departments in place (i.e.: Planning, Admin-finance, Social affairs, Public works departments). Departments have TOR, operational systems and minimum staffs with well-defined functions.

- **Milestone implementation: 100%.**

Conducted district NRM workshops in Galkayo and analyzed current NRM stakeholders, functions, staff competencies and capabilities in place. Technical support given to LED forums in the implementation of projects and provided mentoring to new district councils and forums (PLD)

In 22 districts, financial management systems (accounting and billing) and Business licensing systems are in place with staff capable to operate the systems. 9SLD+8PLD+5SC

- **Milestone implementation: 75%**

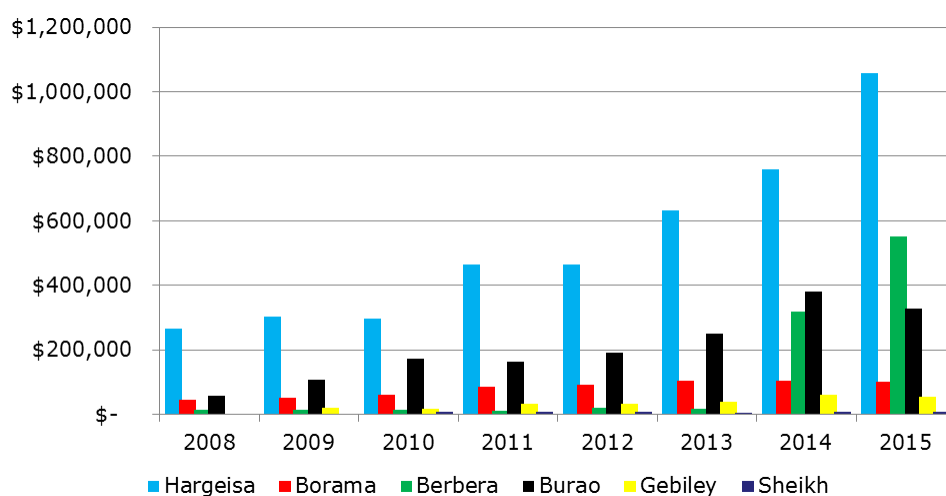
On the job training for AIMS/BIMS were conducted in Bosaso, Galkayo and Bandar Bayla for municipal staff, who are now able to smoothly run the system and produce reports. AIMS and BIMS are not installed in the FGS or member states yet.

Local revenue generation system developed and implemented in selected JPLG targeted districts, including District internal audit system strengthened in line with PFM reforms.

- **Milestone implementation: 80%**

Both in PLD and SLD districts were supported by MOI/MOF team of trainers to develop Local Revenue Mobilization Action Plans, be conversant with the Local Revenue Mobilization manuals and new LDF reforms. 35-40 % of the total revenue is generated by the Somaliland JP target districts themselves. E.g. Hargeisa increased revenue by $\approx 300\%$ from 2008 to 2015, which constitutes 40% increase from 2014 to 2015, Berbera increased revenue by 75 %, Bosaso recorded 2015 revenue which is four times bigger compared to 2014.

Somaliland JPLG target districts revenue increase from 2008 to 2015.

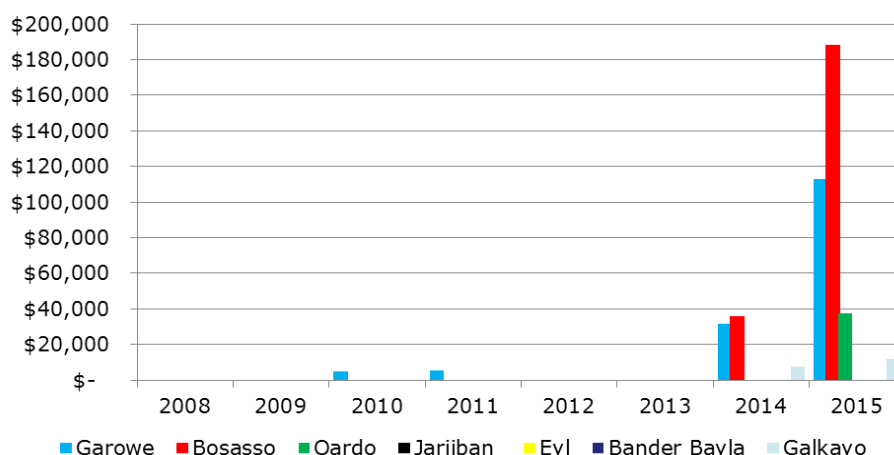


Urban Land Management systems developed in 5 selected JPLG targeted districts.

- **Milestone implementation: 50%**

Work plans for pilots in Bosaso and Gabiley were developed. Gabiley Local Council after the first consultation meeting in accordance with law #17 officially requested the Ministry of Public Works, Housing and Transport (MoPWH&T) to supervise the development of an urban master plan for Gabiley. For Mogadishu Spatial Strategic Development Plan, a process design and work plan were developed in consultation with MoM department of Urban Planning

Puntland JPLG target districts revenue increase from 2008 to 2015.



In all JPLG targeted districts, AWPB are developed in coordination with relevant central and regional authorities and in line with State agreed budget framework and timelines. District AWPB includes central and local funds/budgets.

- **Milestone implementation: 100%**

As of January 2016 all districts have AWPB.

Each JPLG targeted district has the capacity to engage with its constituents, improve public participation and accountability. Capacity includes clear procedures and trained human resources.

- **Milestone implementation: 50%**

15 Capacity Development experts deployed in the districts and 3 directors in the district department of planning were trained as Public Expenditure Management (PEM) ToTs. Civic Education in SLD extended for two months till end of year. Issues about capacity of LG to manage CE campaigns was raised by mayors and will be addressed by implementing partner in SLD. Civic education in Baidoa and is in progress.

Capacity of Local Government Association/s strengthened to support Districts and advocate for local governance.

- **Milestone implementation: 50%**

3 members of ALGASL secretariat provided with institutional development skills during 5 day training. Draft Code of Ethics and Standing Order Procedures are in place.

At least 35% of JPLG targeted districts have their staff (i.e.: Department of Planning, Admin and Finance, Social affairs and Public works) trained on their basic functions. In new targeted districts basic LG trainings and capacities to operate are provided.

- **Milestone implementation: 15%**

Young graduates have been deployed to all JPLG target districts (25 in SLD and 25 in PLD). All the YG have specific TORs designed to support the capacity of the districts while at the same time exposing the YG to employment with LG. There are two district consultants in each district (one supporting the department of planning and one supporting the department of admin and finance). The consultants provide on the job training to LG staff as well as develop tools to improve implementation of agreed upon basic functions, rules and regulations.

At MoM, MoI and sector ministries (with pilot SDMs) support/pilot decentralized services delivery within their respective sectors. This includes capacity to plan, allocate resources, coordinate, monitor and report.

- **Milestone: 20%**

Financial reporting capacity of districts was a major bottleneck to SDM implementation, causing delays in payment of subordinate staff salaries. Technical assistance and training was provided by respective line ministries to districts in Somaliland supporting financial reporting. Regular oversight is exercised by line ministries on SDM implementation. NRM WG provided technical support in the implementation of NRM SDMs; Both MoEs (Environment) placed decentralized NRM advisers to work from the districts during the implementation; MoE in Puntland transferred District environment officer to the district; MoI LED officer offered continued mentoring support enabling districts to lead and own the LED implementation process.

Strategy to harmonize the three different legal systems on land disputes (LDT, customary and religion laws) drafted and training on land governance (land dispute, land administration, management, and land policy development process) provided for key stakeholders.

- **Milestone: 100%**

Harmonization of jurisdictions in SLD and PLD: 2 roundtables with LDT members and legal practitioners organized in SLD. 1 stakeholder meeting was also organized in PLD. Training packages are based on the review of the LDT regulations.

Finalization of engendered LDF review (by end of March) & Implementation of revised LDF mechanism to accommodate sectors and LED grants.

- **Milestone: 100%**

The LDF operation manuals for SLD and PLD were validated during April 2015 and endorsed by 8 mayors of Somaliland, Ministry of Finance, Auditor General and Ministry of Interior Somaliland and 8 mayors from Puntland, Ministry of Finance and Ministry of Interior of Puntland. This was followed by the training of Somaliland and Puntland TOT teams to scale up the upcoming District staff trainings for the new LDF operational manuals and to conduct further trainings at the districts level. Manual has been shared with the donors.

OUTCOME THREE: SERVICE DELIVERY

SDMs in Health, Education, Water, Roads, SWM, Biomedical waste management and NRM are operational in each of the selected districts. Lessons learned are consolidated and documented.

- **Milestone: 90%**

SDMs in Gardo are complete and Burao is in completion stage. Lessons and outcomes from Gardo SDM implementation was documented and presented for local NRM stakeholders. Second round SDM in Eyl and Gabiley initiated. SDM in Education in SLD working well in all three districts. SDM in Health is progressing, but ongoing advocacy at Ministry level is required. Changes in district councils have caused some delays and discrepancies in payments and timely implementing of some of the school maintenance functions (Borama, Burao). Financial reporting of districts caused delays in cash transfers. All problems are being addressed. Support to SDM (Health and Education) in Puntland was stopped in 2015 due to UNICEF limited office capacity in Garowe after the attack. Water SDMs in both zones are functioning with some problems identified in the roles of district council and private sector in the PPP.

LDF allocations are disbursed timely and performance measurements conducted upon completion of the LDF cycle.

- **Milestone: 70%**

2014 PLD disbursed 85.65%, SLD disbursed 86.29%. In PLD 16 out of 22 projects received 3 installments and 5 out of 22 projects completed 100%. In SLD 17 out of 27 projects received 3 installments, 8 out of 27 completed 100%. 2015 LDF disbursements commenced in Q3, in PLD disbursed 31.92% and SLD disbursed 46.96%.

Simple example of an LDF intervention
SL 2014-15 District LDF project success story sheet
District: Sheikh

| Project Details | Project rationale | Impact-changes/improvements in the local lives | Sustainability: Operation /Maintenance and Management established |
|--|--|--|--|
| <p>Project Name</p> <p>Sheikh Primary School Project</p> | <p>The project adequately aligns with the prioritization of sectors as outlined in the Sheikh District Development Framework</p> | <p>In establishing an educated youth, the area's economic base will broaden, diversify and become more efficient. The future earning potential of local children will improve immeasurably. Despite the likelihood of youth moving beyond the village in search of work, the stream of remittances returning will be considerably higher from a qualified workforce. Whilst the majority of economic benefits will not be felt until the long-term, there will be some immediate financial gains. The village will witness a greater passing trade of parents, children and teachers. The resident population will grow as families relocate to be within the environs of good schooling. The insertion of cash will bolster local enterprises and disperse throughout the economy</p> | <p>The district has proven ability to procure and contract infrastructure projects in line with the processes and principles proscribed by JPLG. Ministry of Education have the capacity to raise school fees</p> <p>Local resident have the capacity to cover costs such as uniforms, transport, writing materials and meals.</p> <p>There is equal representation of boys and girls</p> <p>Crucially, there is a practicable cost-recovery mechanism to cover ongoing operations and maintenance costs</p> <p>Technical consideration given to the extent of support services/infrastructure required such as electricity, water supply, solid waste management and fit-out works (furniture, lighting, sports facilities and safety equipment etc).</p> |
| <p>Actual Allocation Budget by JPLG</p> <p>USD \$ 114,349.89 (Central Gov and District contributed 17%)</p> | <p>Household surveys revealed that local children have no enough primary schools. A school in this location would cover a broad and underserved catchment area as no near primary or secondary</p> <p>The vast majority of parents expressed concern that their children's educational needs were not being adequately met. This illustrates discontent with the status quo and a shared commitment to change.</p> | | |
| <p>Beneficiaries</p> <p>The estimated number of beneficiary is about 4,000 beneficiary inclusive children, women and men. It will also help all population of Sheikh indirectly</p> | <p>The project reinforces Sheikh's standing as a knowledge centre and educational hub.</p> | | |
| <p>Objectives</p> <p>The project contributes significantly to its related objective, which is 'In five-years' time Sheikh will have improved education to the increasing children'</p> | | | |



Contractor registration system in place and training for contractors to participate in local service delivery and on PPP in selected districts

- **Milestone: 100%**

In SLD and PLD the contractor registration system has been operationalized

LED governance systems developed and implemented in selected JPLG targeted districts.

- **Milestone: 100%**

Dialogues for LED framework completed and presented to specific ministries/agencies involved in implementation. LED interventions fully completed (Jowhar, Garowe, Gardo, Bosaso, Borame, Gabiley); Baidoa, Berbera and Bayla are in completion stage. Second round LED interventions submitted for approval. LED strategies sensitization workshops conducted in all districts. New districts identified (sheikh, Hargeisa, Galkayo and Eyl) and LED forums and strategies formation underway. Revision of LED toolkit and tools completed.

Community engagement and social auditing system through community score cards is established in selected JPLG targeted districts.

- **Milestone: 100%**

CSC system functioning on pilot basis in Borama and Burao. 30% response rate reached among the development committee members. Reports on problems related to service functioning (lack of water and electricity in health facilities) reported through the sms system.

Harmonized registrar services piloted in 3+3 districts.

- **Milestone: 100%**

The LG registrar services is a front line service to communities and is anchored in the SLD and PLD local government legislation, however there is a lack of regulation and guidance to ensure uniform practices across districts. Manual for LG registrar services have been presented to government stakeholders and the principles and mechanisms have been agreed on.

Table #1 LDF projects per sectors in Puntland

| PUNTLAND LDF INVESTMENT 2015 | | | | | | |
|------------------------------|---------------|------------------------------------|--------------------------------|--------------------|--------------------|---------------------------|
| Sectors | # of Projects | 85% JPLG contribution - per sector | 10% CG contribution per sector | 5% Dc contribution | Budget | Percentage from total LDF |
| Roads | 12 | \$1,066,024 | \$125,415 | \$62,707 | \$1,254,146 | 55% |
| Schools | 2 | \$35,423 | \$4,167 | \$2,084 | \$41,674 | 9% |
| Health | 5 | \$138,749 | \$16,323 | \$8,162 | \$163,234 | 23% |
| City development | 1 | \$27,857 | \$3,277 | \$1,639 | \$32,772 | 5% |
| Sanitation/Water | 0 | \$0 | \$0 | \$0 | \$0 | 0% |
| Markets | 2 | \$45,393 | \$5,340 | \$2,670 | \$53,403 | 9% |
| Total | 22 | \$1,313,445 | \$154,523 | \$77,261 | \$1,545,229 | 100% |

Table #2 LDF projects per sectors in Somaliland

| SOMALILAND LDF INVESTMENT 2015 | | | | | | |
|--------------------------------|---------------|------------------------------------|--------------------------------|--------------------|--------------------|---------------------------|
| Sectors | # of Projects | 83% JPLG contribution - per sector | 12% CG contribution per sector | 5% DC contribution | Budget | Percentage from total LDF |
| Roads | 12 | \$1,012,525 | \$146,389 | \$60,995 | \$1,219,909 | 46% |
| Schools | 2 | \$103,217 | \$14,923 | \$6,218 | \$124,358 | 8% |
| Health | 0 | \$0 | \$0 | \$0 | \$0 | 0% |
| City development | 5 | \$127,427 | \$18,423 | \$7,676 | \$153,527 | 19% |
| Sanitation/Water | 4 | \$212,356 | \$30,702 | \$12,793 | \$255,851 | 15% |
| Markets | 3 | \$159,540 | \$23,066 | \$9,611 | \$192,217 | 12% |
| Total | 26 | \$1,615,066 | \$233,503 | \$97,293 | \$1,945,862 | 100% |

Effective Human Resource Management in Districts for improved Service Delivery to Citizens

In Somalia, very often civil service recruitment was attracting unsuitable candidates, through nepotism (including clan affiliation) and unclear practices leading to poor organizational performance, tension and even conflict. One of the main priorities of the Government of Somaliland, since they approved decentralization legislation in 2014, is provision of public service delivery at district level. The Decentralization Policy highlights: *“the authority for implementing a human resource management system for the recruitment, selection, performance appraisal, and dismissal will be within the scope of the local council to determine....”*

The Joint Programme produced a *Human Resource Management Manual for Local Governments*, which was thoroughly reviewed and consulted with the Ministry of Interiors’, Ministry of Labor, Civil Service Commission and District Governments to ensure compliance with employment and district laws. The Human Resource Management Manual and Employment Regulations were gazetted in February 2015. Subsequently, a series of Local Government Human Resources trainings were conducted targeting districts’ administration.

Ismail Bede Geele, Head of the Personnel Unit at the Borama District Council said: *“Now local government staff has an enhanced knowledge of their responsibility and they have acquired an understanding that their performance is linked to promotion or demotion. The training has made my role and my responsibilities much clearer – and has helped me to organize my daily work. I also learned the importance of communicating with other departments on personnel issues.”*

In June 2015, the Mayor of Berbera, Abdishakur Mohamud Hassan, made strong statement in support of human resources reform at a meeting attended by Somaliland Mayors’ in Hargeisa.



Berbera Mayor meeting Berbera residents

“Our efforts to bring tangible change were tough but we (the administration) had the support of the Ministry of Interior and we were able to bring in difficult reforms related to improving the capacity of our district personnel.”



Berbera Mayor with administration staff

The Mayor of Berbera highlighted that in 2012, the Berbera District Administration had very few management systems in place; it was dysfunctional and was not able to provide basic services. In 2013, there was commitment from administration to make progress in provision of basic health, primary education, and water and sanitation services; as well as to improve district infrastructure and promote local economic development.

As the result of the reforms, the number of local government departments were reduced from sixteen to six, with work plans and an effective reporting system in place - and the development of an Annual Work Plan and Budget.

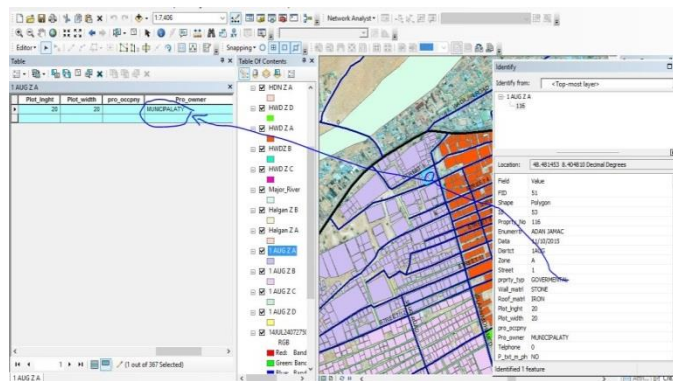
The employees were resisting the changes but the management was determined to complete the reforms.

“As none of the previous directors’ had the proper knowledge and experience, we had to recruit six new department directors, who were university educated, who had the right skills and qualifications.” “Now every employee has a personnel file; there is a policy in place on staff attendance; we implement employee performance assessment; we produce a payroll; we administer promotion and demotion (previously exercised through informal procedures). Improved management of district personnel is leading to more local government capacity with a work force that is qualified and motivated to deliver services. The attitude of the citizens towards Berbera administration is improving as they see our personnel working to make progress”

A new technology helps to boost district revenue

Historically, Garowe municipality budgeting process, which previously had no accurate estimation of households, was not able to adequately reflect actual property tax collection. One of the reasons was, that the properties’ data were maintained in hard copy form and it was challenging for the municipality to track the tax defaulters and to trace out unauthorized and under-taxed properties thus resulting into poor coverage of properties, low revenue and inefficient tax management system.

The first mapping of Garowe using geographic information system (GIS³) was done in 2011. It aimed to computerize the revenue department and streamline the process of property tax collection. GIS based property taxation established a fixed rate based on property type (ex. made of stone, concrete or number of floors) and formed a basic calculation of measurement of property size. A new system became very clear as was supported by printed detailed information on each and every property stating the amount charged and location based on the GIS data analysis.



Screenshot from GIS map of Garowe



Property tax collection

As soon as the system was put in place, some of the tax collectors started advocating keeping the old system stating that GIS data was not correct and could not be used for taxation. A massive propaganda led to shutting down use of the system in some of the districts as mayors kept complaining over the efficiency of the system.

After internal discussion, UN-Habitat came up with an idea to install visible plates at every household gate in reference with the GIS numbers provided. Such combination of GIS and properties numbering left no space to misinterpret data and to mistake in defining tax base. The mayor of Garowe district, who was closely working with UN-habitat local team, supported the initiative. He requested for support to re-organize the billing unit under the revenue department

which would be responsible for property taxation and business licensing. A group of specialists received training on use of the Accounting and Billing Information Management System (AIMS/BIMS) and reading of GIS maps, which was followed by on the job-training which took a month. Those specialists are handling all tax related work such as billing, property updating / registration as well as supervising tax collectors and data clerks. The old paper based system estimated around 8,200 household with approximate US\$ 418,656 to be collected as properties taxes, however only US \$31,648.1 and US\$113,000 were collected in 2014 and 2015 respectively.

Currently, there are around 10 thousands estimated households in Garowe. After introduction of the new system, 3,500 properties have been registered in the GIS system and linked to properties' plates installed. Data on close to 1,500 households are ready to be uploaded in the system and survey on another 5,000 households is on the way.

CHAPTER THREE: CONFLICT SENSITIVITY AND RISK MANAGEMENT

A recent UNSOM study analyzing the conflict dynamics within the newly forming federal Somali takes notes of a situation in which “none of the units in the government’s security sector are yet under the full and effective control of the civilian government. In consequence government security forces act as clan-based militias with

³ A geographic information system or geographical information system (GIS) is a system designed to capture, store, manipulate, analyze, manage, and present all types of spatial or geographical data.

little accountability and are often used in pursuit of clan rather than national interests. The capacity of the new government to extend and deepen its authority remains limited. Informal local governance and security arrangements will thus continue to be the main source of conflict management and prevention, security, and basic law and order in south-central Somalia.”⁴ In this sense, efforts to build lasting stability and governance confront the recurrent and mutually reinforcing dynamics of what Paul Collier considers Somalia’s two decade-long “conflict trap,” in which state failure, manifest in defunct formal institutions, political paralysis and power vacuums, has been perpetuated and caused increased political, economic, social and cultural violence.⁵ In Somaliland and Puntland, however, the conflict trap has been largely avoided and relative peace and security has for the most part endured thanks to the establishment of state-like structures and resilient mechanisms for mediating social relations at the local level.

State-building interventions do not operate in parallel to this contextual environment but instead get caught up in them, as “institutions that are intended to manage and prevent armed conflict and political violence spark new power struggles over the ‘rules of the game’ determining who controls these institutions and the resources they attract.”⁶ Under these circumstances, an approach which privileges the “do no harm” principle is at once self-evident and problematic. External engagement in Somalia must clearly proceed with great care and sensitivity to the possibility of provoking conflict; yet current circumstances are so fraught with conflict tripwires that it is inevitable that external actors will face a certain level of risk that their actions will have unintended consequences for localized conflict dynamics. To mitigate and minimize these consequences, vigilance, thorough monitoring and awareness, and robust local engagement and mediation is required.

JPLG employs a raft of risk and conflict mitigation measures in its planning and implementation of programmatic interventions that are compliant with best practices of a ‘do no harm’ approach to development in a conflict-prone environment. The Programme’s principles for engagement with a district require specific baseline governance capacities and attributes to be in place before beginning operations, to ensure that interventions can be absorbed in a productive and non-conflictual manner by local administrations and communities. A balanced geographic spread of target district support is prioritized to minimize grievance due to geographical imbalances, while extensive stakeholder consultations, community engagement activities and participatory decision-making processes are promoted as vital tools for building consensus and reducing mistrust between different segments of society. Additionally, an approach to decentralization is taken that is Somali led, in which all relevant actors—central government, local administrations and communities—are all equally engaged with, thereby ensuring that efforts at promoting local governance conform with the overall objectives of the Somali New Deal Compact and the Somaliland Special Arrangement.

Innovative monitoring and evaluation tools such as the Local Governance Barometer, including the Community Score Card, help to provide feedback on the impact of JPLG interventions on local participation, inclusivity, equity and rule of law—some of the key areas serving as potential conflict drivers—thereby ensuring more conflict sensitive programmatic activities. Combined with JPLG’s longstanding partnership with Somali authorities (which dates back to 2008) and its incremental and cautious approach to change, the Programme has prioritized a form of engagement in the Somali territories that pays great heed to the unique and dynamic environment in which it operates, taking its cue from the Somali people themselves. In South Central, this has meant a ‘light touch approach’, based on a targeted conflict assessment, in which the Programme ensures that its gradual engagement in newly forming states help to consolidated legitimate and locally-owned endeavors, and does not preempt evolving political and state building processes. Helping to conceptualize all of these factors and considerations, in mind, Annexes 5, 6 and 7 present matrixes that have been used during risk assessment to define the various levels of risk as a product of the harm probability and harm severity categories.

⁴ Conflict analysis: Somalia, UNSOM, February 2014, Prepared by Dr. Ken Menkhaus, Davidson College

⁵ Paul Collier, *The Bottom Billion* (Oxford: Oxford University Press, 2007).

⁶ Ken Menkhaus, “Beyond the Conflict Trap in Somalia,” in *Security and Development: Searching for Critical Connections*, edited by Necla Tschirgi and Francesco Mancini (Boulder: Lynne Rienner, 2010), pp. 135-70.

CHAPTER FOUR: VALUE FOR MONEY AND EFFECTIVENESS

Local economic development project interventions

JPLG approach to the supporting the districts in their mandate to nurture local economic development has been to assist the districts establish a participatory planning process, set up a LED Forum with membership from both the public and private sector to drive the process, mobilise resources for interventions as well as to manage the implementation of projects. JPLG provides the LED forums with funds (up to USD 40,000) to pilot priority interventions designed to stimulate economic activity and create employment opportunities. In Garowe, the LED Forum managed to leverage an additional USD 36,000 for the construction of a market from the private sector and community; and the local government donated the land upon which it was constructed valued at USD 120,000. In short, an additional USD 156,000 was leveraged against JPLG's contribution of USD 40,000. The need for the market project itself arose out of a demand generated from increased economic activity along the road and in the area in general as a result of the district upgrading the Sheikh Abdulqadir Road in 2012 using the JPLG LDF allocation.

Beside leveraging public and private investment for economic development projects, others measures on attaining value for money relate to number of and cost per jobs created through the infrastructure delivery process and multiplier effect of public works projects.

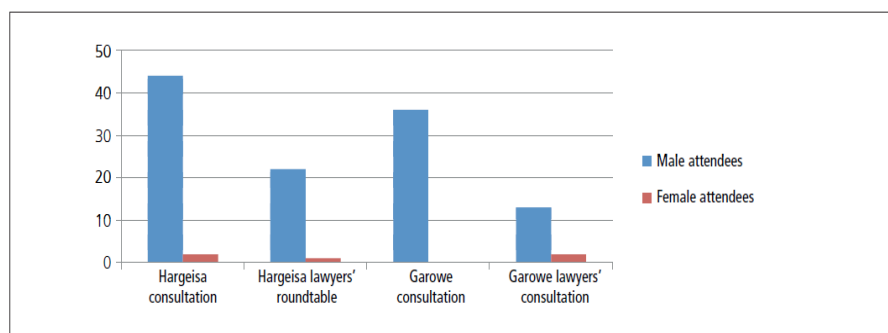
Sheikh Abdulqadir Road completed in March 2013 – construction process resulted in 3,240 unskilled worker days with direct multiplier effects on the livelihoods; and \$ 38,401 was ploughed to the local economy through the purchase of materials promoting local businesses

In Bosaso the LED Forum developed and implemented an innovative and cost-effective Graduate Placement Programme aimed at creating jobs for youth in defined business sectors. 40 youngsters participated in this scheme and thus far 77% have been retained by employers, with prospect for more. This equates to 31 jobs created for youth at a cost of \$1,000 each. This figure compares very favorably with other internship or apprenticeship programmes.

CHAPTER FIVE: GENDER MAINSTREAMING

It is worth noting that women continue to be marginalized in the power structures of local governance. A simple indicator of this can be obtained from the survey work around land dispute tribunals (see below). To counter this, long term strategies of increased women's involvement continue to be implemented.

Figure 1: Participation of women in the LDT and LDRC consultation workshops



In SL and Puntland all LDF projects are developed through a community consultative process with a prioritization that considers men, women and children in selection or agreement on the investments.

In 2014, the Ministry of Women Development & Family Affairs (MoWDaFA) became a member of the Puntland Inter Ministerial Committee on Local Governance. It creates wide space for advocating on gender issues in relation to the governance programme.

Somaliland and Puntland respective Local Governance Human Resource Management manuals that were drafted and agreed upon by the MoIs addresses gender in the context of personnel management giving legislative standards on gender issues in the work force including culturally sensitive treatment of women who are local governance staff.

During the reporting period, all LG mid- and senior level women staff were targeted for trainings on functional capacities. By increasing the capacity of women government officials the initiative aims to increase the careers of women in local governments. As part of the program's gender mainstreaming activities, JPLG in partnership with Ministry of Labor and Social Affairs conducted training on involvement of women in local governance for the local councilors of Buroa and Odweine.

Women have been targeted and subsequently hired as young graduates and deployed to all JPLG target districts in SLD and PLD. This initiative aims to increase the number of young educated women engaged in local government and to subsequently identify how JPLG can provide assistance to help create gender sensitive and friendly LG offices.

Table #3 Gender ratio of JPLG supported experts at ministerial and districts levels

| | FL/SC | | SLD | | PLD | |
|--|-----------|----------|-----------|----------|-----------|-----------|
| | Male | Female | Male | Female | Male | Female |
| Young graduates (Ministry level) | 5 | 5 | 3 | 1 | 18 | 7 |
| Young graduates (Districts level) | 0 | 0 | 19 | 1 | 10 | 3 |
| District planning consultants | 3 | 1 | 7 | 1 | 5 | 1 |
| District admin and finance consultants | 0 | 0 | 7 | 0 | 6 | 1 |
| Consultants (Ministry of Interior) | 3 | 0 | 2 | 0 | 2 | 0 |
| IMC Secretariat | - | - | 2 | 0 | 1 | 1 |
| Municipality of Mogadishu | 2 | 0 | - | - | - | - |
| Total | 13 | 6 | 40 | 3 | 42 | 12 |

The new civic education strategy and approach aimed at the increasing the role of women and young people in the decision making processes at local level, by involving women and youth groups in the programme as key beneficiaries. The primary target group for civic education is women, youth groups, district council members, men and village committees. From the table below it is seen that almost 50 % of the target beneficiaries were women.

Table #4 Gender ratio of JPLG supported Civic education activities

| | Male | Female | Total |
|------------------------------------|-------------|-------------|-------------|
| Civic education training | 35 | 55 | 90 |
| CE students awareness in schools | 780 | 1000 | 1780 |
| Multi-media village sensitization | 1643 | 2357 | 4000 |
| Civic Education Community Dialogue | 974 | 1526 | 2500 |
| Total | 3432 | 4938 | 8370 |

The LED component takes into account the needs, priorities, and opinions of both women and men of the districts ensuring that both benefit equally from social change and economic growth, and that gender inequalities are addressed through LED strategies aimed at creating decent work opportunities. The LED forums have provided a platform for women to advocate for economic empowerment initiatives. The LED process strengthens women's participation and representation in LED forums, provides access to business development services (Start and Improve Your Businesses (SIYB training package), cooperative and financial management trainings and mentoring), access to financial services association building (fishery cooperatives, cobblestone enterprises, saving and loan associations) and knowledge about their rights, business rules and regulations through dialogue workshops, business enabling surveys, labor force and enterprise surveys and awareness campaigns (business licensing).

Table #10 Gender ratio of JPLG supported LED activities

| Project | District | Beneficiaries | Male | % | Female | % |
|--|-----------------|--|-------------|------------|---------------|------------|
| Cobblestone Training Project (CTS) | Borame | Unskilled men and women; LG; Road agencies; Ministry of Public Works | 35 | 58% | 25 | 42% |
| Farmers Development Services (FDS) | Gabiley | Farmers; Marginalized Women and Youth. | 23 | 46% | 27 | 54% |
| Graduate Entrepreneurship Programme (GEP) | Burao | University graduates | 7 | 47% | 8 | 53% |
| Bio-gas Project | Burao | Two SMEs; Burao University; unskilled people | 8 | 61% | 5 | 39% |
| Microfinance for Small and Medium Enterprises (MSME) | Berbera | Existing Microbusinesses | 36 | 44% | 45 | 56% |
| Women Empowerment Project (WEP) | Gardo | Small business for vulnerable and poor women; East Africa University; Financial Institutions | 7 | 22% | 25 | 78% |
| Access to Microfinance for women-owned SMEs (AMWS) | Bosaso | Small business for vulnerable and poor women; East Africa University; Financial Institutions | 12 | 27% | 33 | 73% |
| Supporting livelihood and job opportunities in the fishery sector- LAJOF | Banderbayla | fishery cooperatives | 40 | 67% | 20 | 33% |
| Entrepreneurship and employment for university Graduates (EEG) | Garowe | university graduates | 15 | 50% | 15 | 50% |
| Total | | | 183 | 47% | 203 | 53% |

CHAPTER SIX: CHALLENGES AND LESSONS LEARNED

As a result of the transition to UN Secretariat's new financial management system "UMOJA", UN Habitat disbursements of payments to partners were delayed with ramifications on the implementation of the activities. Local civil society organizations and partner local and central governments were affected more severely than INGOs, which were able to pre-finance activities and carry on to completion before end of the year.

Frequent reshuffles in government institutions in Somaliland and Puntland continued to hinder implementation. This has a negative impact on institutional memory and continuity and in situations where predecessors' commitments are neglected the programme must undertake renewed advocacy efforts. Security level in Somaliland continued to be high level which reduced number of missions as the programme does not have a sufficient operational capacity, i.e. lack of AV.

As governments' increasingly take a lead in the implementation of accountable governance the JPLG will need to review the modes of engagement moving away from "JPLG" branded districts with the objectives of making systems and processes available and functional across whole territories (government ownership).