



**SOMALIA UN MPTF**

**PROGRAMME ANNUAL REPORT**

**Period: 2019**

<b>Project Name</b>	UN Joint Programme on Local Governance and Decentralized Services Delivery in Somalia
Gateway ID	112301
Start date	1 <sup>st</sup> July 2018
Planned end date (as per last approval)	30 <sup>th</sup> June 2023
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Participating UN Entities	ILO, UNCDF, UNDP, UNHABITAT, UNICEF
NDP Pillar	Pillar 1: Inclusive Politics; Pillar 3: Effective, Efficient Institutions.
UNSF Strategic Priority	Priority 1: Increase the provision of equitable, accessible, and affordable social services by creating a regulatory environment that promotes decentralized delivery and prioritizes key investments that extend and increase access to services Priority 2: Support to establishment of local governance structures in newly recovered areas, linked to reconciliation Priority 3: Coordination of governance and delivery activities at the local level.
SDG(s)	4,5,8,9,10,11,13,16,17
Location	Federal Government of Somalia - Mogadishu; Federal Member States (FMS) of South West (Baidoa, Hudur), Jubaland (Kismayo, Garbhehrey), Galmudug (Adado), Hirshabelle (Jowhar, Beletweyne) and Puntland (Bandarbayla, Bossaso, Burtinle, Eyl, Galdogob, Galkayo, Gardo, Garowe and Jariban); Somaliland (Berbera, Borama, Burao, Gabilay, Hargeisa, Odweyne, Sheikh and Zaylac), Benadir Regional Administration and the Municipality of Mogadishu.
Gender Marker	2
<b>Total Budget as per ProDoc</b>	\$ 153,006,632
MPTF:	\$ 144,727,538
Non-MPTF sources:	PBF: \$ 600,000
	Trac: \$ 26,034
	Other: \$ 7,653,060



## SOMALIA UN MPTF

Total MPTF Funds Received			Total non-MPTF Funds Received	
PUNO	Annual 2019	Cumulative	Annual 2019	Cumulative Annual 2019
ILO	2,719,883	4,767,557	341,661	341,661
UNCDF	4,461,818	6,349,142	1,581,183	2,004,828
UNDP	5,069,143	10,016,257	26,034	26,034
UNHABITAT	2,881,580	5,246,328	0	0
UNICEF	3,491,596	5,462,670	200,000	200,000
<b>Total</b>	<b>18,624,020</b>	<b>31,841,954</b>	<b>2,148,878</b>	<b>2,572,523</b>

JP Expenditure of MPTF Funds <sup>1</sup>			JP Expenditure of non-MPTF Funds	
PUNO	Annual 2019	Cumulative	Annual 2019	Cumulative
ILO	1,319,390	1,450,378	341,661	341,661
UNCDF	1,903,588	2,851,641	188,246	972,981
UNDP	3,904,750	5,462,912	26,034	0
UNHABITAT	2,218,656	2,661,201	0	0
UNICEF	2,753,990	3,554,219	200,000	295,811
<b>Total</b>	<b>12,100,374</b>	<b>15,980,351</b>	<b>755,941</b>	<b>1,610,453</b>

### ANNUAL HIGHLIGHTS

- Local government engagement in local service delivery increased their contribution from internal revenues, increased service coverage and improved consistency. For example, Somaliland increased their SDMs contribution by over 500% compared to SDMs in 2014. In 2019, a total of \$1,595,801.00 was invested in health SDM with 81% contribution from government (70% from local governments). Similarly, a total of \$1,961,793.00 was invested in Education with 73% contribution from government (53 % local government). The local governments in Puntland increased contributions SDMs by 1% (from 5% to 6%) and the central government by 5% (from 10% to 15%) which is a total of 21 per cent contribution.
- Successful bids received from female contractors for local development projects in Hudur, Baidoa and Gardo.
- The first LDF funded projects in Hudur and Baidoa (Southwest State) and 3 districts (Karaan, Hamarweyne, Daynile) of Mogadishu Municipality. All community projects utilized open procurement procedures demonstrating accountability and transparency.
- The urban / city visioning exercises completed in Hargeisa and prepared in Mogadishu that will culminate in production of master plans for the 2 cities. The city visioning included views from school children on their vision of their city for the future.
- The experience of Somaliland Hargeisa Visioning Exercise was shared at a Global Platform – at the “First International Child Friendly Summit” held in Cologne in October 2019
- A joint (central, regional, local governments and UN) inter-sectoral monitoring mission was conducted in Somaliland
- The programme supported the development of health and education sector strategies in Puntland which were aligned with the decentralization policy, as well as sector plans and strategies.

<sup>1</sup> **Uncertified expenditures.** Certified annual expenditures can be found in the Annual Financial Report of MPTF Office (<http://mptf.undp.org/factsheet/fund/4SO00> )



## SOMALIA UN MPTF

- Local government Law of Somaliland was passed by parliament and signed by the president
- Conference on women in local governance in was conducted in Hargeisa.
- Transformational leadership training was conducted for women councilors and potential women candidates of Somaliland
- Somaliland Local Governance Institute and Ministry of Interior (Mol) carried out revenue assessment of Borama, Buroa and Gabiley districts. As the results districts developed action-plans for 2019-2022 aimed at increasing revenue on average by 47% (from US\$ 539,426 to US\$ 791,391 in the selected tax categories) by 2022.
- An induction training was conducted for over 150 new Municipality of Mogadishu / Benadir Regional Administration (BRA) and newly elected council members of Warsheikh (HS) and Bardale (SWS)
- The vice president of Somaliland gave the JPLG a Certification of Appreciation for the programme's support to decentralization and local governance
- Local Governance Institute became operational in Somaliland, strategic plans for Puntland developed and policy agreed by the Federal Government
- JPLG enabled national coordination discussions for Federal government and member states, community Decentralization Dialogue Forums and state coordination meetings
- Puntland hosted numerous Peer-to-peer Learning visits for government official from the new federal states
- 60% of young graduates recruited in Somaliland were women and 50% in Puntland.

### SITUATION UPDATE

- Puntland successfully concluded its elections on 8 January with a new President, Vice President and Cabinet members in place whereas the Director Generals remains unchanged. One of the major changes was that new President appointed a new Ministry of Water, Oil and Natural resources, which supersedes the State Agency of Water and Natural Resource (PSAWEN). JPLG worked with PSAWEN and the change affected the smooth implementation of water SDM projects. A new internal arrangement was agreed that allowed the continuation of JPLG activities to be under the leadership of the PSAWEN authorities without disruption as PSAWEN signed MoUs with Burtinle and Goldogob to implement water SDM projects.
- A new district council and the mayor were successfully elected in Galkayo districts which ended months of the transition period which had been disruptive for JPLG interventions.
- The state Ministries of Interior (Mols) and respective Local Governments (LG) in the new Somalia Federal Member States (FMS) renewed priorities in improving basic services. LGs are pushing Federal Government institutions to decentralize functions across primary health care and education.
- The Government and people of Somalia and Somaliland are pushing the agenda of inclusivity and gender ahead of the expected district formation exercises and council elections respectively
- The tragic death of the Mayor of Mogadishu heavily impacted implementation

### NARRATIVE

#### OUTCOME 1: POLICIES

##### **Local Government Laws – Legal Review**

In Somaliland, significant support was provided to the Ministry of Interior to enhance and maintain effective dialogue between the government and Somaliland's parliamentary committee on Interior, Security and Defense to engage citizens through regular consultative meetings. On March 20-21, a consultative workshop was held with the participation of the Vice President's office, sector ministries, decentralization policy stakeholders such as ALGASL, women and youth groups. Discussions were also held with the parliamentary



## SOMALIA UN MPTF

committee on Local Governance regarding revision of Law #23/2002 on Regions and District Self-administration (also known as the Local Government Law) with a focus on updating the Inter-Governmental Fiscal Transfer (IGFT) between the central and local governments. The Ministry of Finance (MoF) and the Accountant General Office (AGO) advised on how MoI and MoF shall work on a distribution formula of IGFT. The new revised law #23 has revisions in articles #88 and #89, which indicate specifics of fiscal decentralization. The Parliament committee received the revised “Local Governance Law” and collected inputs from the relevant sectoral stakeholders, as it will affect several other laws. The workshop was part of a series of consultative meetings that were aimed at helping the parliamentary sub-committees to gather initial concerns and recommendations ahead of the expected parliamentary debate which took place in the 2 chambers in August and November 2019. Subsequently, in December, the President of Somaliland signed the amended version of the law on local government (Law no.23/2002). The revision aims to improve harmonization with the decentralization policy and other legislation and to strengthen the foundations of local government in Somaliland, provide stability and sustainable development, and reduce potential conflicts over disputed decentralized functions and responsibilities.

The programme completed assessment of local governance financing in Puntland, Somaliland. The assessment focused on the status of local governments’ structures and functions; revenues and expenditures; planning, budgeting, expenditure management and reporting; and inter-governmental fiscal relations.

The findings of the field exercises and discussion with the government officials in Somaliland were around LGs revenue from different types of taxes, which “*remain the largest source of funds for LGs and the most reliable. However, it is available only to a few LGs where customs posts are located thereby creating inequalities. To some of the LG it has resulted in laxity in collecting revenues from locally generated sources and complaints for not been allocated financial resources based on their endowment of resources, the same way that the LGs with customs posts are allocated a share of municipal tax. Currently, LGs collect the tax and deposit the total amount of daily collections into the MoF bank account and the MoF transfers back to the districts their 10% share of tax monthly*”

MoI Somaliland conducted a Fiscal Decentralization Strategy (FDS) research to capture the status of the current Inter Governmental Fiscal Transfers (IGFT) and existing the disparities when the central government redistributes funds to the districts. The final objectives of the research were to develop fair and transparent mechanism of transfers to LGs, which make up to 12.5% of the national budget. The assessment will contribute to the update of the Fiscal Decentralization Strategy (FDS), development of FDS action plans and allow to agree on action points for 2020

In Puntland, the Ministry of Interior organized 2 consultative workshops on the legal/policy review process of the Local Government Law (No.7) for validation and adoption. A total of the 81 (M:57; F: 24) participants from sector ministries, mayors and civil society organizations were in attendance. The revised law has been submitted to the State Assembly for approval. The state parliament is expected to debate the revised version in early 2020. Once this process is completed Puntland will have a solid legal framework for local government support to decentralized service delivery.

### **Modules and Manuals**

The programme supported the finalization of two more training modules (***M&E and Internal Audit***) as a part of the District Participatory Planning & Budget Guide (DPP&BG) / District Participatory Planning & Finance Guide (DPFG). A one-day training workshop was organised on May 4<sup>th</sup> to draft an initial module structure and content



## SOMALIA UN MPTF

and identify gaps in technical information to be addressed through an M&E framework. The workshop provided a useful opportunity to consolidate M&E information from districts and to introduce new districts to M&E concepts, and the DPFG cycle. A total of the 24 participants (F:5, M:19) were in attendance including MoI consultants, LGI consultants, districts planning directors and M&E unit staff from the JPLG target districts and two other districts (Las Anod and Aynabo) in which the MoI has recently expanded its local governance strengthening activities as part of the government led expansion strategy. The current DPFG cycle represents a revised and updated version of the previous district Public Expenditure Management (PEM) cycle, implemented in JPLG target districts from 2013-2017. One of the acknowledged areas for improvement of the previous PEM cycle was the need for sound district M&E systems to monitor and evaluate progress in the implementation of a districts Annual Work Plans and the districts 5-year District Development Framework (DDF).

The Somali language versions of the ***Local Government Employment Regulation and the Human Resource Management (HRM) manuals***<sup>2</sup> for local government were developed, validated and adopted by the Ministry of Interior after workshops held in Kismayo, Jubbaland with 51 participants (M32, F 19). The Ministry also issued a directive/decreed to districts to implement and enforce the regulations. Local Government Employment Regulation is an important component of supporting frameworks for decentralization.

In SWS, the *Local Government Employment Regulation and Human Resources Management (HRM) manuals* were validated during workshops organized in Baidoa in August and September 2019 with 45 participants (F: 13; M:32) and is pending Government decree for implementation. Organigrams have been developed and all key departments have terms of reference and clear reporting lines.

In Hirshabelle, a draft *LG employment regulation and the LG HRM manual and training modules* have been drafted and are awaiting validation and adoption by government.

The Puntland Ministry of Women Development and Family Affairs (MoWDFAFA) developed and validated the ***Minimum Standards/Guidelines for gender equality and gender responsive Local Government Offices focused on promoting gender inclusion.***

***Participatory Planning Public Expenditure Management (PEM) modules / frameworks*** for Benadir Regional Administration / Mogadishu Municipality and Hirshabelle State were developed. These contribute to enhanced policy frameworks for financial management through guiding the processes of district planning and budgeting, budget execution, accounting and financial reporting, internal audit, monitoring and evaluation.

The ***Office Management and Administration Tools and Training Manual*** for BRA was developed which will guide communication, filing, documents management, financial budgeting and monitoring.

In SWS, the *Office Management and Administration Tools* for local government were validated during a workshop organized in Baidoa with 25 participants (M: 20; F: 5).

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<sup>2</sup> The manuals for the Federal member States (FMS) were developed based on lessons learnt from Puntland in developing and implementing the same.



## SOMALIA UN MPTF

### **Decentralization policies and expansion strategies**

The programme supported the Puntland government to develop health and education sector decentralization strategies that are well aligned with the Puntland decentralization policy, as well as education and health sector plans and strategies. The formulation process of these two strategies was a participatory, government-owned and led process. Both Ministries (health and education) recruited senior local consultants who reviewed key policy documents and conducted consultation and verification workshops to consult with key actors and partners, such as the local government authorities. These strategies will help guide the implementation of the Service Delivery Model (SDM) projects and provide clarity on the roles and responsibilities between the local government and sector ministries which were major challenges identified over the last few years. These sector decentralization strategies will close the gap and help the local governments and sector ministries to jointly design, implement, and monitor the devolved functions and the SDMs in a systematic and coherent approach to deliver better results for the citizens. These two sectoral decentralization strategies were endorsed at the high-level SDM review workshop in Gardo on 23rd July 2019 convened by the Vice President of Puntland.

In Somaliland the implementation of Education decentralization has had positive impact and significantly improved the working relationship between Districts, Regional Authorities and the Ministry.

The Ministry of Interior, Jubbaland organized Decentralization Dialogue Forums in Kismayo, Afmadow and Doble with 145 (F:130, M:15); 70 (F:30 M: 40) and 44 (F:26 M:18) participants respectively drawn from key parts of the community, Civil Society Organizations (CSOs) and district administrations involved in decentralized services delivery. The dialogues focused on understanding the concept of decentralization in the Somalia context, overview of the progress achieved in terms of the legislation / policies to advance the local government agenda and division of functions / roles between districts, state and federal governments in decentralized service delivery. Jubbaland MoI was able to identify the key steps that need to be undertaken in the local governance/decentralization process including required policies, legislations and regulations and the division of functions between districts, states and federal governments.

The Kismayo dialogue was held for women in civil society and participants were exclusively from CSOs. The forum discussed the significant role of women in district council formation, the importance of gender inclusion and the way forward for the decentralization processes including policies, legislation and the division of functions between districts, states and federal governments.

The Ministry of Interior, Southwest State also facilitated Decentralization Dialogue Forums in Baidoa, Hudur and Marka to discuss decentralization and public service that local governments are mandated to deliver in an equitable manner at local levels as well the importance and concept of decentralized service delivery. 55 (F:15; M:40) and 57 (10 W: 47 M) and 50 (M: 41; F:9) participants respectively from sector ministries, state, parliamentary internal sub-committees and the Baidoa, Hudur, Bardaale and Marka local authorities and civil society organizations took part. During the dialogue in Marka, the mayor indicated in his introductory remarks *"it was the first time in 30 years that the inhabitants of Marka could discuss decentralization"*

In Hirshable, the Ministry of the Interior held a dialogue forum on decentralization in Beledweyne with 50 participants (F: 23, M: 27) from various government institutions, district mayors, women's and youth groups where the concepts and advantages of decentralization were discussed.



## SOMALIA UN MPTF

### ***Inter-Ministerial Committee (IMC) Monitoring missions***

The Inter-Ministerial Committees for Local Governance (IMC-LG) of Somaliland and Puntland organised their quarterly meetings on implementation of the Decentralization Policy and Roadmap with sector ministries.

In Somaliland, the IMC members meeting was held in May and reviewed the overall progress of the 2-year work plan and updates on government's contribution to the JPLG III budget towards the government's expansion strategy to the new districts. Agreement was reached to accelerate the government's expansion strategy processes to the districts of Sool and Sanaag.

In Puntland, the IMC-LG organized the quarterly decentralization dialogue forums on decentralization and service delivery where districts presented their role in the provision of public services and their progress in implementation of the decentralization policy. In addition to reviewing the implementation of the decentralization policy, the members of IMC examined the composition and establishment of the Puntland Local Government Institute's (LGI) oversight committee and the strategic plan of Puntland LGI<sup>3</sup> with 43 participants (M: 36 F: 7) present. Another meeting, in which 46 participants (M: 41 F: 5) were present, was held to identify the main obstacles to decentralization and an independent review of the policy and roadmap was agreed to and the government urged to demonstrate concerted efforts, political will and commitment to the achievement of the milestones set out in the road map for decentralization.

A meeting was also held focusing on the establishment of LGI structures in Puntland, with a total of 12 participants (M: 10; F: 2). A committee comprising 11 members representing the Ministries of the Interior, Public Works, Health, Education, MOWDAFA, MOF, MOPIC, the Auditor General and the Executive Director of ALGAPL was approved by the Vice President of Puntland.

To strengthen the sustainability and ownership of local government capacity building, IMC-LG in Puntland organized a consultative meeting with the aim of brainstorming on local fundraising ideas and its importance. Participants agreed to share their local government's experience with local businesses as well as the media in their fundraising strategy.

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 and identifying challenges that the Decentralization Champion Office (Vice President's Office) can assist in overcoming. The visit proved to be a very positive step toward fostering a better understanding on the progress made to support the implementation of the decentralization roadmap but there is still need for increased functionality on the division of functions and responsibilities between the districts and state ministries.

In Somaliland, the IMC conducted oversight missions to JPLG target districts to oversee the implementation of the decentralization policy and its roadmap; to assess the overall performance of the key functions in local governments and to explore areas of programme impact. The mission found that most districts not only demonstrated significant improvement in the delivery of key public services (such as health care, primary education, water supply, road maintenance, etc. ), but also that the programme has transformed attitudes in district administrations regarding service delivery and their role in meeting public needs. In most districts, the

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<sup>3</sup> More on LGI in outcome 2 reporting



## SOMALIA UN MPTF

Vice President's mission also found reports on revenues and expenses maintained and documented using procurement and financial systems not only for services funded by the JPLG, but also for non-JPLG activities

### **National Level Coordination of LG initiatives**

With the overall goal of enhancing coordination mechanisms between different federal levels, the Federal Ministry of Interior, Federal Affairs and Reconciliation (MoIFAR) in conjunction with relevant state ministries, the UN and other international agencies, organized national local government coordination meetings on 26 - 27 March to discuss the progress towards sustainable local governments that can deliver services and contribute to local peace.

### **State level coordination of LG initiatives**

In Somaliland and Puntland, the programme supported regular inter-governmental dialogue, including Technical Working Group (TWG) meetings, sector coordination meetings and joint monitoring visits which contributed to building trust and strengthened collaboration among the different tiers of government.

Puntland established “district-level multi-sector coordination meetings” in four districts, Galkayo, Gardo, Bosaso and Garowe. The meetings chaired by Mayors were represented by 200 participants from government agencies, local authorities, CSOs and INGOs members.

Similarly, Somaliland established its “district-level multi-sectoral coordination meetings” in 5 SDM supported districts. The meetings were chaired by the Mayors and represented by government agencies, local authorities, CSO and INGO members. The efforts to strengthen local governance mechanisms and structures have facilitated dialogue between local governments and contributed to building trust and collaboration among the different tiers of government in Somaliland.

The Ministries of Interior of South West {40 (M:36; F:4)participants}, Jubbaland and Puntland {70 (M:6; F:64)participants}, in conjunction with relevant state ministries, the UN and other international agencies, organized state level local government coordination meetings on 16 April, 5 September and 16-17 of November respectively with the objective of fostering information sharing, establishing a coordination mechanism on key areas of local government activities including progress on District Council formation and preventing duplication of activities.

Four TWG Forums were undertaken in various districts including: Borama, Gabiley, Berbera and Burao. The main discussions focused on the decentralization of Health and Education and the improvements on local governance systems and processes across the districts of Somaliland. TWG forums address issues related to legal challenges, district demarcations and inter-governmental

coordination and aims to promote knowledge management, documentation of the good practices and institutionalization of new systems and approaches to create sustainable local government-led service delivery and uniform local governance structures/reforms across all districts. One of the key policy achievements was the issuance of a decree by the Vice President of Somaliland that advises the Ministry of Education to place the District Health Officer and the District Education Officer positions within the SAD department of the municipality. This decision will be implemented in the five SDM districts in the first phase but will be replicated in whole of Somaliland. Such decisions will help harmonize government structures and removed duplication and parallel structures that often limit the capacity of district authority to manage decentralized





## SOMALIA UN MPTF

service

delivery at the local level. In addition, the TWG has also established regular dialogue among sectors. The TWG forums resolved several conflicts among the different stakeholders. This forum brings together Mayors and central level officials to discuss decentralization challenges and celebrate the success and achievements jointly. The semi-annual JPLG coordination meeting was jointly organized by the MoI and JPLG in coordination with the MoH and the MoE on December 24, 2019 in Hargeisa. The objective of the meeting was to review the progress and challenges related to decentralized functions in Education and Health in the six SDM districts. The DGs and officials from MoH, MoE, the Regional REOs, RMOS and the heads of SAD departments, planning from the six districts, and JPLG participated in the meeting.

### **Peer-to-peer Learning**

The programme supported peer-to-peer learning by bringing together different parts of government to learn from each other and facilitate dialogue around common goals and processes and this has contributed to the progress of local governments as well as inter-state collaborations. Connections facilitated through formal activities have strengthened informal exchanges and the pursuit of peer learning.

In May 2019, Puntland Ministry of Interior invited representatives from, South West, to visit the JPLG supported districts of Garowe, Eyl and Gardo. The SWS officials, including the Director General and two council members from Hudur District met with the district's executive committees and directors of departments who briefed them on their departments routine work and key achievements. They also met with the Director General of the Ministry of Interior and his team<sup>4</sup>

In September 2019, representatives of Hirshabelle visited Puntland districts - Garowe, Eyl and Gardo Bander Beyla - to learn from their successes in local governance. During the trip, the delegation members had an opportunity to learn about local governance tools, including participatory planning, procurement, public finance management and human resource management. The delegates also learnt how the administration prepares its district annual workplans and budgets using the participatory Planning Public Expenditure Management cycle. The delegates included three council members of Warsheikh (including two female councilors) and the Director of the local government department of the Ministry.

### **Contractor Registration Act**

As part of its regulatory role, the Ministry of Public Works, Housing and Transport (MoPWHT) developed the contractor registration act, to ensure compliance regarding registration, required standards and regulations for contractors. A workshop of key stakeholders was conducted on 16 - 17 February to review the act's articles as well as better understand its implementation. On 11<sup>th</sup> March a validation workshop was conducted to validate the revised act. The act details the establishment and responsibilities of the committee to oversee the registration and conditions for it as well as termination. The act has been translated to Somali and is awaiting endorsement by cabinet.

In Puntland, consultative workshops on the developed roads sector decentralization strategy were conducted in July 2019. The roads sector decentralization strategy clarifies the roles and responsibilities of central and local governments in regard to the devolved roads functions. The strategy was translated to Somali and work

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<sup>4</sup> *The peer to peer reports are available on request*



## SOMALIA UN MPTF

on harmonization of legislative frameworks to avoid overlap on responsibilities and ensure smooth transfer of functions is ongoing.

### **Urban Land Management Law**

In Puntland, under the leadership of the Ministry of Public Works and Transport, the program supported the development of the Urban Land Management Law. It is the first time that Puntland administration developed a law of its kind. A series of consultative sessions were organized with land management stakeholders, the regional state institutions, civil society and academia. As a result, the final version of the Urban Land Management Law was submitted to the council of ministers who approved it after several readings. Based on the constitution, the law was passed to the House of Representatives of Puntland awaiting debate and approval. The Urban Land Management Law provides guidance on land management processes in Puntland, clarifies different roles and responsibilities of the relevant government agencies and advocates inclusive, pro-poor planning land use and land planning approaches.

### **Local Government Finance Policy**

Policies are instrumental for effective, accountable and transparent local governments. In line with findings of strategic capacity assessments, there were no appropriate finance policies at sub-national structure throughout the country although local governments are responsible for managing financial resources at sub-national levels. To this end, the program supported the development of Local Government Finance Policy for four Federal Member States, namely, Hirshabelle, Galmudug, Jubaland and South West State and Benadir Regional Administration.

The purpose of the policy is to provide a uniform and consistent guide to manage financial resources of the local governments in order to provide public services in a more efficient, effective and accountable manner. Under the auspices of the Ministries of Interior of the Federal Member States and the Benadir Regional Administration, a participatory policy development approach, fostering local ownership was put in place. A series of consultative sessions were conducted, preceded by diagnostic assessment on the financial management at sub-national structures.

The policy document is informed by the existing local government laws at Federal and State levels and the best practices that guide financial management at sub-national structures. Provision of local government finance policies delineates the blurred roles and responsibilities between the local governments and Ministries of Interior and Ministries of Finance at State level. Similarly, the policy acknowledged the Treasury Single Account adopted by the country and paves the way for more autonomous financial systems for local governments. Extensive desk review and consultation workshops were conducted in close collaboration with the key government counterparts. Stakeholders reviewed draft policies, advised and provided inputs to the policy during the consultation workshops. Based on this feedback, the local governments, and State Ministries, validated the policy and it is ready for council submission. In addition, the roadmap for implementation was developed to ensure that the policies are put in place and adopted. With the adoption of this policy, financial management practices will improve at the district level, particularly in the areas of recording and accounting, financial reports, revenue collection and management and internal control mechanisms.

## **OUTCOME 2: CAPACITY**

### **District capacity assessments to new districts**



## SOMALIA UN MPTF

The Ministry of the Interior in Somaliland in collaboration with the Local Government Institute (LGI), conducted comprehensive capacity assessments for Lasaanod, Ainabo and Erigavo districts using the capacity assessment tools introduced by JPLG. The objective of the assessment was to measure the existing capacity of these three new districts including available resources, both human and financial, identify the capacity gaps and establish baseline data to assess future progress to strengthen the district's capacity to provide better services.

In Warsheikh, Hirshabble, the programme conducted a capacity assessment to identify gaps, main challenges and provide a baseline for JPLG intervention.

### ***District annual work plans and budgets***

The Somaliland Ministry of the Interior, in collaboration with the programme, technically assisted in the preparation of annual work plans and budgets for 8 JPLG districts to ensure consistency with district development frameworks, the established DPFG as well as inclusion and participatory community consultation planning processes. In this regard, the Mol and the JPLG organized participatory workshops in all eight districts to provide communities with an opportunity to comment on district priorities and budgets for 2019 / 2020 and refine them based on community feedback. The workshops invited and welcomed a wide range of actors (included district officials, representatives from the women associations in the villages, business people, traditional elders, youth groups and minority groups in the districts) for the community consultations to ensure that their needs are reflected in the district's annual work plan and budget. During the one-day district workshop (across all districts), the districts presented their annual work plan and budget and the communities made comments. The 8 JPLG districts selected 139 projects, of which 94 are funded by the districts and the rest by the JPLG. The district administrations have demonstrated their commitment to implementing priority projects.

Apart from the yearly community consultations, districts use the DDFs as the main reference document in their planning and budgeting process. The communities (both rural and urban) were very enthusiastic to meet with District Administration and discuss their development priorities and some of them indicated that what is planned for them without consultation does not always reflect their pressing needs. Districts and the communities had thorough discussion over this during the workshops.

The district annual participatory work plans and budgets for 2019 / 2020 were completed. Nearly 413 representatives of community committees attended the consultations meetings in Bebera, Borama, Zeila, Hargeisa, Gabiley, Sheikh, Buroa and Odweine. 35% of the participants were women who actively participated in the planning processes.

<b>District Participants</b>	<b>Men</b>	<b>Women</b>	<b>TOTAL</b>
Berbera	28	20	48
Sheikh	23	21	44
Burao	34	32	66
Odweine	23	20	43
Gabiley	21	24	45
Zeila	25	14	39
Borama	31	30	61
Hargeisa	34	33	67
<b>TOTAL</b>	<b>219 (53%)</b>	<b>194 (47%)</b>	<b>413</b>



**SOMALIA UN MPTF**

In Puntland, the programme helped districts to prepare their annual work plans and budget (AWPB) in a participatory manner, while involving local communities in the villages and the district councilors themselves. As a result, the 2020 AWP&B has been finalized in nine districts, including Garowe, Gardo, Bossaso, Beyla, Eyl, Jariban, Galkayo, Goldogob & Burtinle.

During August 17-25, Mol and the Local Governance Institute (LGI) conducted revenue assessment of Borama, Gabiley and Buroa. The team conducted trend and performance analysis for 2015-2018, identified the most viable revenue streams, did the factor and sensitivity analysis and developed actions plans with revenue forecast for 2019 - 2022. The table below shows the summary of the action plans.

	Focus areas	Revenue 2018 (Sl.Sh)	Revenue forecast 2022 (Sl.Sh)	Forecasted increase %
Borama	market tax	403,300,000	1,151,300,000	185%
	kath tax	262,760,000	446,760,000	70%
Buroa	property tax	2,764,901,480	3,589,123,870	30%
	market tax	508,011,460	594,301,555	17%
Gabiley	property tax	641,176,538	900,850,000	40%
	market tax	814,116,702	1,231,583,638	51%
Total in Sld shillings		5,394,266,180	7,913,919,063	47%
Total in USD <sup>5</sup>		539,426.62	791,391.91	47%

Table 1: Revenue increase by 2022 in Gabiley, Borama and Buroa.

The updated revenue mobilization plans forecast increase based on enhanced efforts of the Gabiley, Borama and Buroa municipalities to systemize tax collection. Throughout implementation special focus will be placed to reinforce poorly performing revenue sources, mainly property tax and markets daily collection whilst making preparation for introducing taxation of private companies that operate in the districts

Target districts continued implementation of 38 projects. Over 336 LDF payments were processed in Puntland and South West states. All these payments served as a capacity building initiative to support Intergovernmental Fiscal Transfer Mechanisms between the state and local governments.

**Monitoring and Evaluation Systems**

As part of building effective local government institutions and developing the capacity of the local governments to deliver sustainable services, The Puntland Ministry of Interior, Federalism and Democratization (MolFAD) organized a two-day consultation workshop to validate the M&E framework for the districts on 28-29 of March. 43 participants attended the validation workshop including representatives from M&E departments, the Ministry of Planning and JPLG districts in Puntland (Gardo, Bosaso, Galkaio, Garowe, Eyl, Jariban, Burtinle, Galdogob and Bayla), Office of the Vice President, sector ministries and UN JPLG teams. In addition, the Ministry organized monitoring and evaluation training for the target districts for 35 participants (M:29; F:6). The training was a useful opportunity for participants to understand the concepts of M&E and the DPGF cycle

<sup>5</sup> The exchange rate is US \$ 1 = Sl.Sh 10,000

<sup>6</sup> Garowe (7 projects), Bossaso (2 projects), Gardo (4 projects), Eyl (6 projects), Bayla (5 projects), Burtinle (2 projects), Galdogob (4 projects) and Hudur (3 projects)



## SOMALIA UN MPTF

more broadly. The ministry also carried out quarterly monitoring missions to identify gaps in the functions of local government and to oversee the implementation of local government systems, policies and procedures. To fill these gaps, on-the-job training was provided to municipal staff in JPLG target districts in the areas of planning and budgeting, financial management, office management, resource management, human resources, revenue mobilization and internal audit.

In Somaliland the program helped the Somaliland Local Government Institute to develop a comprehensive monitoring and evaluation framework (M&E) and an implementation plan for the period 2019 -2021. This M&E framework provides the roadmap for monitoring and evaluating the contribution of the LGI to the achievement of the desired impact of training local councilors, municipal administration and staff capable of providing better services to the community. The framework also assesses the success / failure of implementation progress, the scope of the program, and the expected and unintended effects of capacity-building programs on local government services as well as on the community. the Ministry of the Interior carried out quarterly monitoring missions in the target districts of the JPLG to supervise the implementation of local community capacity building in accordance with local government policy tools and procedures.

JPLG continued support to Somaliland's Ministry of the Interior to manage and oversee support to the districts in line with its mandate and law No 23 as well as to monitor activities which districts implement in line with their annual work plans. The Ministry organized joint health/education monitoring visits to four districts in Somaliland. Senior officials from the central government (DGs from three ministries: Education, Health, and Interior), representatives from the Vice President's Office, senior officials from Regional Health and Education Office along with JPLG representatives participated. The central and regional government officials noted the added value of decentralizing services based and made commitments to increase support to the districts both financially and technically. The visit proved to be a very positive step toward fostering a better understanding on the progress made to support the implementation of the devolved functions in education and health sectors among the VP's Office (Decentralisation Champion), different ministries (MoE, MoH, Mol), and between the various levels of government (central, regional and district). Such visits help the various ministries to understand the other sectors which further promotes intersectoral convergence, as well as the added value of strengthening decentralization and local governance.

JPLG staff participated in a field visit in Puntland (Burtinle and Garowe) to monitor SDM (2 education, 1 wash and 2 health) and CE activities. Some of the key follow up action points that need to be considered in 2020 includes channeling the SDM funds through MOF and the revision of the WADAHADAL package to include a session on child rights.

### **Deployment of National Experts / Young Graduates in Government**

The Ministry of Interior of SWS supported the recruitment of two consultants and two young graduates (YG) to Hudur district. An orientation training was also conducted for them. The consultants and YGs help to respond to capacity gaps in local governments.

An induction training was conducted for 13 (F:10, M; 3) YGs on the governance structure in Somaliland, the constitution, local governance Laws, an overview of decentralization policy, systems, procedure and reporting requirements, understanding of JPLG's core functions and the role of capacity development so they understand their roles, functions and responsibilities and to be in a position to make an impact in a visible manner.



## SOMALIA UN MPTF

Similarly, in Puntland, the Ministry of the Interior conducted an induction training to 18 young graduates in the governance structure of Puntland, the roles and responsibilities of young graduates, the responsibilities of local government departments, human resources, overview of work plan preparation, local government audit, district annual work plans, financial reporting and the LDF system as part of building effective local government institutions and developing the capacity of local governments to deliver sustainable services

### **Business and Property Registration Processes**

Local governments have a role in ensuring the registration of businesses from a regulatory aspect as well as for increased revenue generation. The absence of a transparent and efficient registration process is an impediment to compliance and loss of revenue.

Review of **business registration** procedures to enhance and harmonize the business registration processes in Galdogob and Burtinle districts in Puntland took place between 24 April and 8 May. As part of the process for streamlining the processes in the 2 districts, training on data collection and use of GPS application was conducted. The training covered ethics and methods of data collection, GPS application, business grading and tariffs. The participants were also given broad descriptions of the zones of both districts and business registration processes. After training, 15 enumerators were assigned to each district where they collected data on existing businesses.

Data on 809 and 1004 existing businesses was captured for Galdogob and Burtinle respectively; this data will be incorporated into the financial management system once established. Currently, Galdogob district has registered only 250 business this year. The mayor of Burtinle district pointed out that only a small number of businesses in the district have permits while there were no defined business categories and grades resulting in problems in determining the fee to be levied. Additionally, lack of skilled staff, an efficient business registration process and public awareness have also been hindering business registration in both districts.

Business registration processes were established in both districts allowing for business friendly and efficient registration procedures.

To encourage businesses to register as well as create awareness on the registration processes, communication messages were developed and publicized on 2 popular television and radio stations. In addition, dialogue meetings between the business communities and Burtinle and Galdogob districts aimed at providing a platform to exchange views on current issues affecting the local economy and business environment were conducted in April for 25 participants in each district. The dialogue forums were attended by key representatives from the local business community, mayors of both districts and directors of departments and other senior representatives of the ministry of interior. Key outcomes of these forums included: -

- i) Agreement that every registered business should pay tax to the district through an electronic system to be introduced in Galdogob district soon. This will enhance transparency and accountability, increase the revenue of the district and reduce corruption.
- ii) Suggestion for the districts to continuously organize such dialogues for the taxpayers and local government to discuss openly about existing problems and identify appropriate solutions.
- iii) The mayor of Galdogob stated that one of the main challenges is garbage collection at main market. For environmental conservation, the district and business community declared a ban on plastic bags and establishment of effective garbage collection systems
- iv) Galdogob district acknowledged the role of local entrepreneurs in economic development and it was agreed



## SOMALIA UN MPTF

that business registration is beneficial for local government in development of policies and strategies for local economic development. Participants proposed that districts give special attention to small businesses.

- v) The participants also suggested the creation of a Burtinle business community forum/network where they can share existing challenges, issues and solutions for their problems. They additionally proposed that Burtinle local government and business community should cooperate in constructing the remaining kilometer of tarmac road of which the local community has already constructed 1.5km to improve access.

Support was provided for the full establishment of the public works units in Galdogob and Burtinle. The 2 districts have recruited engineers; however, their capacity is still limited thus technical assistance provided by the technical advisors in the ministry of public works, as their competencies are improved. The established terms of reference for local government public works units and jobs descriptions for technical staff will be applied, in addition to provision of requisite office equipment. Procurement units were established in Burtinle and Galdogob districts, this being a key supportive function in the delivery of public goods and services will ensure transparency and accountability in the use of public resources thus improving local governance in the target local governments.

In Puntland, a review of the feasibility studies tools was conducted in July 2019, the objective being to update the tools in line with best practices regarding technical, social, economic and environmental assessment aspects. These tools capture baseline data which informs the identification/prioritisation of the infrastructure projects and serve as a basis for evaluation of impact/results.

In Puntland, a business registration framework for application, approval, conditions, enforcement, tariffs, and falsifications was developed. This will facilitate implementation of reforms and building of the regulatory environment for business registration and classification. It will also reduce complexity of business registration and provided common principles to which all district may refer while devising their governance structure. In addition, the business registration guidelines were revised for alignment with the recent reforms on revenue collection in districts. In Mogadishu, the business registration manual was revised and updated in line with revenue collection procedures and translated into Somali.

Partnerships by local governments with the private sector remain one of the key opportunities for improving quality and access to services. In Puntland, the existing public private partnership policy reviewed to ensure alignment and compliance with national laws and provide clarity in terms of roles and responsibilities allowing for effective and legal partnerships.

**Property tax** is a main and reliable source of income for local governments. Following the development of the property taxation framework, the programme started supported **property registration** in Baidoa to tap new district revenue potential to further increase delivery of social services to the public. A clear roadmap for implementation clarifying roles and responsibilities of key government institutions was developed, discussed and endorsed. Terms of reference defining the technical procedures of property registration, plate numbering and database management has been drafted, discussed with authorities and endorsed.

In addition, eight districts in Somaliland where the program is active have received regular technical support in the property registration and numbering. In Odweyne, the GIS database compiled for the masterplan was used as a base for the property registration exercise and the elaboration of thematic maps supporting the district in property taxation.

### Public Works Guidelines



## SOMALIA UN MPTF

Support was provided for the full establishment of the public works units in Galdogob and Burtinle and the 2 districts have recruited engineers. However, their capacity is still limited thus technical assistance is being provided by the technical advisors in the ministry of public works as their competencies are improved. The established terms of reference for local government public works units and jobs descriptions for technical staff will be applied, in addition to provision of requisite office equipment.

### **Urban Planning and Infrastructure Management**

As part of the ongoing institutional capacity and technical support to the urban planning department of Ministry of Public Works, both in Somaliland and Puntland the programme has continued to offer technical support and at the same time strengthen the capacity put in place in terms of urban planning. GIS experts and urban planners were embedded in the ministries to strengthen institutional capacity and support districts in terms of master plan development and implementation of urban development plans. Because of the strengthened urban planning capacity at the ministry, some of the districts, where the program has not been active, are benefiting from this and now coming up with urban development plans.

In Somaliland after finalization of the Gabiley Urban Development Plan, implementation of key infrastructure is ongoing such as finalization of the main bridge, the extension and rehabilitation of the meat market, the main football stadium, and upgrading of the main highway.

The program continued to provide technical support in convening the Infrastructure Pillar Working Group in Somaliland in close collaboration with ministers of Planning and Public Works and hence, a session of the working group took place in May. The working group is convened to provide a coordination mechanism to crucial ministries, relevant governmental agencies and international community for integrated infrastructure development, in line with the National Development Plan II and looking upon a balanced approach that takes environmental protection and resource management into account.

In Puntland, the program continued to provide technical support to the urban planning team within the Ministry of Public Works and Transport in implementation of the Garowe Strategic Urban Development Plan. As a result, as part of a city extension plan, 25km of road were opened in the East of the city for a new development area which could host 20,000 new inhabitants. The planned city extension incorporates most of Garowe's IDP settlement, providing improved accessibility and better services. The inner city was also surveyed to assess the drainage system, and 7km of road were upgraded to improve water runoff.

Urban planning activities in the Federal Member States particularly South West, Hirshabelle and Jubaland States of Somalia were aligned with the ongoing activities under the Peace Building Funds supported Midnimo (Unity) and Daldhis (Build up your country) programs. In South West, a workplan has been agreed with the Ministry of Public Works, Reconstruction and Housing, to follow up the urban planning exercise in Baidoa and Hudur in conjunction with the drafted Urban Land Management Law currently under cabinet approval. The legislation stipulates roles and responsibilities for various urban development plans among state and local government institutions in line with the Local Government Law (Law No. 10). After approval by the Regional Assembly, South West State will likely be the third state with an Urban Land Management Law in place in 2019 (after Puntland and Somaliland).

The programme is also supporting the ongoing IOM initiative in Baidoa (South West) and Kismayo (Jubaland) to merge the various community action plans developed in recent years through an inclusive and participatory process into one local development planning document that supports coordination across government and





## SOMALIA UN MPTF

implementation partners as well as civil society organizations, strengthen government leadership and unlock additional development resources. A similar approach will be pursued in Hirshabelle State where technical support will be given to the Ministry of Public Works and Reconstruction for coordination and validation of Urban Profiles for Johwar, Beletweyne and Balcad that will contain spatial development plans. In Galmudug, the ongoing rivalries among government factions continue to hamper implementation of the program's activities.

The programme launched the Hargeisa *urban / city visioning exercise* in April with an inception workshop. The visioning exercise aspires to develop a shared vision and lay the foundation for a new strategic planning framework to enable and steer sustainable urban development by leaving no one and no place behind in the greater Hargeisa area. A shared vision requires an open source and inclusive planning approach capturing creative development ideas of all relevant stakeholders including the most vulnerable groups in society, such as children, elderly, women, IDPs and disabled persons. To this end, the programme developed a stakeholder mapping plan and agreed with the municipality on a roadmap to involve the population in a series of community consultation sessions and focus group discussions. Bilateral meetings with several stakeholders from academia (Hargeisa University) youth and women associations (SONYO, WAAMO, NOW), and others, were held in the preparation of a scoping mission. The visioning exercise will be informed by basic mapping and urban survey, resulting in an urban diagnosis. An initial data assessment, identifying already existing databases, gaps and opportunities in the profiling of the technical and social infrastructure has been carried out in collaboration with Hargeisa municipality. A series of thematic maps is being drafted, together with a series of urban analysis which will form the Hargeisa urban development report.

### **Urban Planning and Children Consultation - Hargeisa City Visioning Exercise.**

The JPLG supported the government of Somaliland to organize a "Community-based Urban Visioning Week in Hargeisa city. Before the visioning week, the programme successfully completed a city-wide community consultation with different parts of the communities in a coordinated and complimentary way. The Community-based Workshops assembled a diverse community disaggregated in gender, age, ability, social position, profession etc. Over 400 community members were consulted of which 80% were women and youth.

This was the first time in remembered history of Somaliland that children were consulted by Local Governments. 47 children (33 boys and 14 girls) representing 5 sub districts were invited by local government to take active part in pre-visioning consultations, a special placemaking session and provide their views and opinions on how they envision their future city. Participatory, child friendly tools e.g. likes/dislikes, risk mapping prioritization, visioning, body were used. The most common issues raised were lack of open, gender friendly spaces, access to basic services, unsafe roads, playgrounds, garbage, open defecation, street harassment and lack of street lighting.

Among those who took part in the children consultation sessions are fifteen-year-old Jibril Fahmi from Quraa Dher primary school and Sundus Abdirashid from Ahmed Dagah primary school who cited "We are participating in children sessions for the first time. During this week we at the beginning all went for explorative walk across Hargeisa municipality and we can note what we like and dislike in the city and want to see changes in future. We will like to see the reduction and elimination of rubbish, the planting of trees and creation of playing grounds and parks for children" Fahmi noted his wishes were similarly echoed by Sundus who shared his experiences. He mentioned that on top of noting the existence of poor roads, he would like to see the development of proper drainage system in Hargeisa.



## SOMALIA UN MPTF

As a follow up, 15 of the 47 children participated in a three-day Block by Block workshop that included an exploration tour, a training on the video game Minecraft and two days of modelling of proposals and presentation. The issues raised during the two-day workshop along with what they witnessed during the exploratory walk fed into the design of the public space. The innovative suggestions and inclusive design ideas provided by the children and gathered with this tool will be the foundation of the first Inclusive Public Space Design to be implemented under JPLG that has incorporated the recommendations made by the children.

Citizens during the Visioning week recognized Hargeisa as a young city and acknowledged the role played by women, youth and children in shaping the future. In addition, vulnerable groups in society including disabled and elderly were given the opportunity to share their visions. The discussions around the five urban thematic topics (Urban Basic services, Urban Economy, Urban Spaces, Urban cultural and social issues, Urban Transport and Mobility) ensured that the child friendly and the inclusive elements were not forgotten. The results of the Urban Visioning Week, summarized in a shared urban vision declaration, were presented to the Mayor on Thursday, 5 September. The participants summarized their vision of Hargeisa in 2040 as a CREATIVE, CARING, CHILD-FRIENDLY, CLEAN, CONNECTED, CLIMATE RESILIENT and COOPERATIVE city.

The experience from the Hargeisa Urban Visioning Week – the children’s consultation was shared at a Global Forum - “First International Child Friendly Cities Summit” in Cologne. The responses from the organizers was very positive as Somalia was one of the few developing countries who shared their experiences at such a forum.

A similar exercise is being designed for Mogadishu in collaboration with the Benadir Regional Administration to address, steer and manage rapid urbanization in Mogadishu. Further, the Mogadishu Urban Visioning Exercise shall contribute substantially to address the issues of rapid urbanization at national level; focused on land management and strategic urban planning to unlock development potentials and mobilize additional resources for improved basic services. The principles of integrated, inclusive and participatory planning are being pursued.

In Mogadishu, the program has supported the finalization of **BRA five-year development plan** following a series of local consultations held in May and June. The plan is designed to shape and guide the socio-economic and infrastructure development of BRA and to better plan and manage future interventions and respond to the needs on the ground. Consultation meetings with different stakeholders (BRA executive, directors, district commissioners, 17 districts in BRA, civil society and private sector). Furthermore, the development plan has been presented to some of the federal ministries where their input and contributions were incorporated into the document. A final consultative and information sharing session with the international development partners is planned in July after which the BRA development plan will be final and ready for submission. Mogadishu urban visioning exercise is scheduled in the third and fourth quarter of the year to incorporate the lessons learnt from Hargeisa visioning exercise.

### ***Livable and Sustainable Somali Cities: Embracing the future through innovation and collaboration***

During the UN-Habitat Assembly held in Nairobi from May 27<sup>th</sup> to May 31<sup>st</sup>, the programme organized a side event on “Livable and Sustainable Somali Cities” in collaboration with the Federal Government of Somalia, Somali mayors and donors and thoroughly discussed the challenges Somali cities - some of them already among the world’s fastest urbanizing nations- are facing. The side event was co-chaired by the Minister of Public Works, Reconstruction and Housing, FGS HE Abdi Adan Hosow, HE Mohamoud Nur Tarsan, Ambassador of Somalia to Kenya and HE Dr. Ralf Heckner, Ambassador of Switzerland to Somalia.



## SOMALIA UN MPTF

The meeting participants discussed and highlighted the intersectionality between critical issues of local governance, youth, gender and urban identity. The need for a combined UN response to address displacement, rapid urbanization and effective local governance was also elaborated and agreed upon. In addition, the need of inclusive urban governance, institutional needs and smart basic service delivery was deliberated. Mayors and other meeting participants had the opportunity to share experiences and explore areas of mutual support and collaboration. In the evening, the Embassy of Switzerland in Nairobi hosted a dinner and Iftar for the meeting participants, where the interactive dialogue continued.

### Local Government Institute (s)

The Federal Government of Somalia (FGoS) is in the process of establishing a *National Local Government Institute (LGI)* to improve the performance of local governments and thereby enhance local governance and service delivery in the country. The LGI is expected to institutionalize, coordinate and standardize the various training efforts undertaken by different actors within Somalia to promote a coherent approach to local government capacity building across the country. It is also designed to operate in line with the country's federal and decentralised structure. In this arrangement, the federal level is responsible for setting training policies; approving training curriculum, standards and guidelines; and overseeing their application across the country while the FMS are responsible for the actual training in their areas of jurisdiction as set out in the provisional constitution and their understanding of the challenges facing their local governments.

The process of establishing the LGI includes *mapping and assessing the capacity of potential training providers* that can partner with the LGI in local government training. This is because the task of training all local governments across Somalia is too monumental to be handled by the LGI alone. Mapping and capacity assessment of the potential training providers for local governments was conducted in the FMSs of South West, Jubbaland and Hirshabelle in March- April 2019. Nine organizations were targeted for assessment based on their mandates and relevant training experience and the final report was produced.

MolFAR conducted consultations in Mogadishu with FMSs and other government institutions and departments aimed at providing an overview of the LGI process and had discussions on the way forward in accelerating the implementation of the LGI.

Following consultations with MolFAR, MoI Somaliland and CSI/LGI, Somaliland on development of a standardized curriculum that would ensure consistency and transferability of skills and knowledge across the country, a final draft **standardized curriculum** that defines the scope of proposed LGI training, including 9 courses compiled from a suite of more than 50 training modules developed with the support of JPLG agencies over the years was developed.

The **Somaliland Local Government Institute's LGI Board manual** was produced to guide the LGI Board on how to carry out their mandate to meet the expectations of the LGI's various stakeholders. It outlines the LGI Board's overall operational framework for executing its mandate. The manual also lays out the policies, processes and procedures the Board of Advisors will follow in exercising oversight over the LGI. This is to ensure that the institute is transparent and accountable in its operations and can realise its vision, mission and strategic objectives.

As part of the Somaliland Local Government Institute's vision of being a center of excellence in providing



## SOMALIA UN MPTF

training and capacity building for local government staff and councilors in Somaliland district a high-level delegation of Somaliland LGI stakeholders visited the Uganda Institute of Management (UMI) from September 2-6, 2019, to learn from their training program for local government. The learning focused on delivery and quality assurance mechanisms, management and operating systems, the operationalization of its tri-regional training centers and the roles and functions of the governing board. The visit allowed delegates to gain first-hand experience in developing a comparative understanding of the LGI, the similarities of the system and to learn important lessons that they can adapt to the context of Somaliland. It also allowed team members to improve relations with the Uganda Management Institute. This was the second such mission undertaken by the Somali / Somaliland government and LGI officials outside of Somalia since the start of the LGI creation process in 2014.

The ***Puntland Local Government Institute's 5-year strategic plan*** was produced to strengthen the LGI capacity for delivering the much-needed training for local government officials, staff and local leaders using standardized curriculum and modules. The curriculum is awaiting final government validation.

The Local Government administration and council staff from across Somaliland have taken part in several trainings on ***Office Management, Participatory Planning and Human Resource Management***, which were facilitated by the Local Government Institute (LGI) in Hargeisa, Burao and Borama. Participants were drawn from 11<sup>7</sup> districts. The *office management and financial planning* trainings included effective internal communication, confidential filing and management of documents, and financial budgeting and monitoring. The *human resource management* training covered Local Government Employment Regulations, how to carry out merit based and transparent recruitment processes, and human resources budgetary planning. The trainings also included knowledge exchange visits to the Somaliland Parliament, the Ministry of Energy and Minerals and the Ministry of Foreign Affairs so the local government staff could see administration processes in progress.

Local governments are the closest tier of government and they remain instrumental in restoring peace and delivering services. In many districts of the Federal Member States, local governments are mostly run by interim administrations and the formation of District Councils is an ongoing effort. Puntland and Somaliland have long established District Councils. To strengthen the functions of local councilors and administration, the program delivers a series of trainings within the framework of ***Local Leadership Training Conflict Management and Gender Mainstreaming***. These trainings orient councilors and administrations with their functions to better serve the public, consolidate peace and make practical contribution towards the realization of Sustainable Development Goals. In 2019, the *Local Leadership Management (LLM) Trainings* were conducted in Mogadishu, Berdale (SWS), Galdogob, Burtinle, Garowe, Galkayo and Bosasso (PL) and Buroa, Borama in SL. The trainings were delivered through the Local Government Institute and in close collaboration with Mol in those regions. To this end, the program trained 326 local council members, administrations and some selected civil society representatives in the above-mentioned cities. Worth to note, 84 of these trainees were female councilors and members from the administration and civil society.

The 10-day **Local Leadership Management (LLM) Training** was provided to 48 (M: 37; F:11) participants from the district council, civil society representatives and members of the district administration of Bardale new district council. The training provided insight and knowledge on how to perform functions, deliver services,

<sup>7</sup> JPLG target districts and 3 new districts: Las-anod, Erigavo and Ainabo



## SOMALIA UN MPTF

build trust and social contract, all in accordance with relevant laws, chiefly the local government law. The recently updated training manuals are designed / specifically tailored to enhance the capacity of district council members in discharging their mandated functions and making local governments more effective and accountable. The LGI led the review of the training materials in consultation with FMSs and qualified service providers.

Likewise, the LLM training was provided in June 2019 to 85 (M:50; F:35) participants from BRA's 17 districts, youth and women organizations, civil society and some directors from BRA/Mogadishu.

In collaboration with Ministry of Interior and Local Government Institute of Somaliland, the program organized refresher Local Leadership Management for Burao and Borama District Councils where 53 Councilors and administration personnel were trained on leadership skills and conflict management. Similarly, 148 Councilors including 33 female members in Garowe, Bosaso, Burtinle and Galkayo were trained with the Local Leadership Management in Puntland through the Ministry of Interior and Local Governments. In Mogadishu, the programme trained 85 participants mainly District Commissioners, their Deputies, Women and Youth groups in Local Leadership Management. These included 35 female members from the women associations in the BRA.

In South West State, where intensive work of district council formation is ongoing the program trained the local council of Berdale. A total of 45 (14 F) local council members were trained on the different functions a local councilor should perform to better service the local community. Trained elected Councilors proved that the LLM affected them positively. In Hudur, earlier trained local councilors exercised their oversight role, overseeing contractor's progress during the implementation of the development projects. Similarly, local councils' role and understanding of local council functions was recognized during the Prime Minister's visit to Hudur where they presented key community priority areas that need urgent government intervention.

In Hirshabele, Warsheikh district council was formed and the programme trained a team of local trainers, partly to impart skills and prepare them to conduct the actual training for the selected local council members.

### **Procurement**

In Puntland, procurement audits mainly intended to find whether the districts are complying with the procurement guidelines when they are undertaking procurement. The exercise aimed at checking whether contracts are implemented in accordance with the terms and conditions of signed contracts. It also helped to identify capacity gaps and find strategies to address the capacity gaps in procurement. The procurement audit exercise was conducted in the period between 26th June – 27th July, 2019. During the exercise, the audit team audited procurements in financial year 2018/19 in 7 districts (Bosaso, Gardo, Garowe, Galkacayo, Jariiban, Eyl & B/Bayla) where they were shared with identified gaps for improvement and given a scores.

The capacities for technical public works staff on identification, planning and design of infrastructure projects for improved serviced delivery has been enhanced. A 3-day workshop on **technical standards and specifications** was conducted from 30 April – 3 May in Garowe. The objective of the workshop was to enhance the capacity of district engineers, heads of public works departments, district public works units, staff as well as contractors on technical standards /specifications for roads, bridges and tender documents for road works. During the training emphasis was made on compliance and adherence to guidelines and specification for quality of infrastructure. A similar workshop specifically for building standards and specification was conducted



## SOMALIA UN MPTF

from 15 – 20 June for district engineers and contractors from Garowe, Bosaso, Gardo, Galkayo, Beyla, Eyl, Jariban, Burtinle and Galdogob.

Trainings on **procurement compliance audits** for internal audit staff were conducted in Garowe, Galkacayo, Gardo, Bosaso, Jariiman, Eyl and Badar-bayla districts from 10 May - 15 June. The trainings were designed to equip the internal audit of districts with required skills and knowledge to enable them to audit the district procurement processes in an effective way as procurement is one of the key support functions in the public service. The training aimed at contributing to the improvement of the effectiveness of the local government internal audit units in its supervision functions, enhancing the capacity of the participants and providing a set of principles and practices that represent the most efficient and prudent course of action for developing and maintaining best practice of local government procurement processes.

In Puntland and Somaliland, the program continued to strengthen internal control mechanisms. The **internal audit charter** had been developed earlier and 35 (8 female) local government employees in Puntland were trained on it and streamlining of districts financial reporting. Internal audit units of four districts in Puntland namely Bosasso, Gardo, Garowe and Galkaayo and two in Somaliland (Buroa and Borama) were provided with basic equipment and technical support including on the job training to produce internal audit reports. By capacitating the internal audit units through provision of necessary office equipment, tailored training and guidelines, internal control mechanisms are expected to be strengthened to enhance transparency and accountability.

Effective and efficient delivery of public goods and services of local government depend to a large extent on the effectiveness and efficiency of the procurement function while strengthening public procurement systems contributes to improved governance and service delivery. Internal audit has a vital role to play in ensuring adaptation of the best practices and compliance by procurement units in the districts. Principles for compliance were emphasized which include; value for money, continuous improvement in the provision of services, efficient allocation of resources, compliance with relevant procurement guidelines, high standards of fairness, openness, probity, transparency, risk management and accountability in procurement process.

In Mogadishu Municipality, training on procurement audits was conducted in June for 20 participants drawn from the audit, finance and procurement units / departments.

In Puntland, in close collaboration with Ministry of Interior, the programme trained 148 (33 female) district council and civil society members on **Local Leadership Management** in Garowe, Bosasso, Burtinle and Galkayo.

### Other trainings

The programme supported three days each **Planning Public Expenditure Management (PEM) training** for a) MoI staff in Hirshabelle State to familiarize them with the PEM cycle (basic principles, steps and activities of a PEM system including participatory planning and the importance of community involvement) b) for senior staff from Administration and Finance, Human Resources, Revenues, Taxes, Land and Planning Departments in Benadir Regional Administration (BRA) to build on a similar training conducted in 2018, to understand the PEM cycle in more depth and adapt it to BRA's systems such as PFM and procurement and c) Hudur councilors in Southwest State to develop their understanding of the PEM cycle and how it can enhance their existing planning systems especially the participatory aspect. A total of 30 (M:25; F:5) participants attended the training in BRA and in Hudur, 27 council members including two young graduates (supported by JPLG) from the Ministry of Interior.



## SOMALIA UN MPTF

Participant Feedback: Most participants indicated on the form that they found the training to be 'Exciting/Interesting'. Comments included that "the training was very helpful to me in terms of understanding planning and budgeting processes more 'deeply'", "the processes were presented and explained clearly", "the most important point that I learnt was how to implement the planning process in a sustainable way."

A **Training of Trainers (TOT)** on **Office Management & Administration Tools and Training Manual** was conducted on 22-25 April for all the departments of the Municipality of Mogadishu (MoM) / Benadir Regional Authority (BRA) as well as representatives from the 17 districts of BRA to familiarize themselves with the training package, to identify what elements would be useful for training in the BRA context and enable them take on a future training role on the same. Notably, a large proportion of the participants were women who made valuable contributions to the discussions, group work and suggestions for adapting the package for BRA. This represented a first step in the process of rolling out a comprehensive office management and administration program across the BRA that can benefit all staff and strengthen the office in its role as a place where citizens and local government officials can come together.

A 2-day training on 11-12 June was conducted on **Human Resource Management (HRM)** for BRA/ MOM staff (senior from Administration and Finance, Human Resources, Revenues, Taxes, Land and Planning Departments) as part of their HR building capacity programme. The training covered the role of the human resources department, rights and responsibilities of employees, recruitment and appointment, the life cycle of human resources management, budgeting and payroll management and was aimed at building the process of institutionalizing best practices in human resources for local government employees and to standardize its implementation in accordance with the BRA HRM policy. It was attended by 45 people with over 48% women.

The first **induction training** was conducted for over 150 new BRA employees on 9-10 of June. This is part of the process of implementing the Human Resource Management policy which was developed with the help of JPLG. The HR and Training department, in conjunction with JPLG, facilitated the training which was aimed at helping the new employees understand the organization and their role within it. The broad objective is to create a strong organizational culture where staff-members have knowledge of the organization, are aware and share the same vision, and understand how their own role/functions contribute to the vision.

Following the formation of district councils in Warsheikh (HS) and Bardale (SWS) districts in 2019, the programme responded by supporting an **induction training** to the newly formed council members so they could understand their roles, functions and responsibilities and create impact by being visible right from the start.

### **Fiscal Systems**

The **feasibility studies** for all the 41 prioritised, validated and approved projects in the 9 districts (Garowe 6, Gardo 3, Bosaso 3, Beyla 8, Eyl 10, Burtinle 1, Jariban 3, Galkaio 3 and Galdogob 4) in Puntland were finalised in late March to ensure that the projects are achievable regarding the social, economic and environmental aspects. In addition, the projects selected are intended to improve service delivery. Technical public works and districts procurement units' staff have successfully developed the selected projects **designs and bills of quantities** (in support of the budgeting process). This also demonstrates the impact of skills and competencies developed by the programme over the years for these staff. The **procurement processes** were completed and a total of 279 bids were received for projects valued at USD2,043,037, with 1 successful bid of a female contractor in Gardo.

37 projects were considered feasible and the nine districts received the first tranche of bulk payment (50%) of



## SOMALIA UN MPTF

USD 810,000 in addition to USD 88,848 USD contributed by the State Government. The projects include 12 roads, 6 schools, 4 health posts and the remaining 15 will focus on building/rehabilitation of community centres, markets, equipping streets solar energy-based lighting and other districts' structures. Discussions were held with government on how to enhance projects designs to address gender considerations and disadvantaged people.

Feasibility studies were also completed for 3 selected projects in 3 districts (Karaan, Hamarweyne, Daynile) of Mogadishu Municipality which will for the first time receive funding from the LDF. LDF was rolled out in Hudur district after public procurement for projects identified through public consultation aimed at strengthening service delivery.

The projects are focusing on rehabilitation of a primary school and building two gravel roads to facilitate better service delivery.

**AIMS and BIMS** has been operational in Somaliland and Puntland districts for over ten years and this has significantly improved financial management at sub-national structures. However, frequent turnover of municipal staff is a major challenge. In collaboration with Ministry of Interior of Somaliland, the program conducted AIMS/BIMS refresher training for local government employees from Hargeisa, Borama, Gabiley, Saylac, Berbera, Odwiene, Buroa and Sheikh. The two-day training attended by 44 (12 female) participants covered both theoretical and practical sessions where staff members were trained on system usage, accounting practices, budget reconciliation, financial statements, back up and simple system maintenance.

### **Projects for sustainability**

The programme completed implementation of LDF projects in Hudur district of the South West state (SWS). Hudur is the first district that established local government in 2017, following a series of interventions by development agencies. The three projects were rehabilitation of a primary school and building two gravel roads to facilitate better service delivery.

The primary objective of the school project was to repair the roof (iron sheet and ceiling), build two toilets (separate for boys and girls), and two classrooms as an extension to the current building. The school, which was functional since 2014, has five teachers (one female) with about 270 students (43-44% girls). The school had several issues, such as old furniture and few classrooms. The municipality has built two extension rooms to create more space and allow more students to access the education services. The administrative section requires rehabilitation (the roof).

In Hudur, due to the poor quality of the roads and limited access to town and the market, local inhabitants had to get around to reach from one part of the city to another. The need to build a road to connect communities was great and the municipality addressed it among the first LDF projects designed for Hudur. After the construction of the roads, there have been several shops opened along due to the increased number of pedestrians and cars. Around 700 households are enjoying better commute, easy delivery of supplies and improved local business. Amina Mohamed Mohamud, a local shop owner and mother of 12 children (7 boys and 5 girls) who started her business in 2014 said *"Shiidle gravel road has enabled me and other women in the village to start small businesses along the road to improve our livelihoods status and earn income to support family".*

On August 3-4, MoI Somaliland held a training workshop to the representatives of the sector ministries, local governments and UN agencies involved in JPLG implementation. The training focused the operational





## SOMALIA UN MPTF

guidelines on how to implement LDF projects. One of the specific objectives was to discuss the discretionary capital fiscal transfer system as an incentive for decentralization reforms.

The Ministry of Finance in collaboration with the Office of the Accountant General and Ministry of Interior conducted a two-days meeting with the mayors and the directors of administration and finance departments of the target districts. The purpose of the meeting was to discuss delayed LDF projects and update of the District Participatory Agreements, which reflect new arrangements regarding fiscal transfers from MoF to the districts. MoF informed that due to the new arrangements, there will be no advance payments and contractors have to execute projects using own funds in order to reach 50% of implementation prior to transfer. During the meeting, MoF also presented PFM reforms programme and Somaliland Financial Information System (SLFMIS), supported by the World Bank. The presentation was followed by an overview of the National Budget Calendar and plans to align it with the Local Government Budget Calendar, better known as districts Annual Work Plan and Budget (AWPB). The participants also discussed how to enhance local government revenue collection in collaboration with the In-land Revenue Department of MoF.

As a result of this meeting, participants signed District Participatory Agreements between JPLG target districts, MoF, MoI and OAG. The group prepared LDF 2019 Implementation Workplan, which includes feasibility studies, development of BOQ, advertising bids and public procurement.

### **Internal Audit Units**

Strengthening internal control mechanisms is a key aspect of good local governance that protects the integrity and transparency of the local government financial systems. As part of an effort to strengthen accountability and transparency at sub-national level, the program assisted selected districts in Somaliland and Puntland to operationalize and strengthen the functions of internal audit units. Working closely with the Ministry of Interior and other relevant stakeholders, the program supported the development of an Internal Audit Charter that clarifies roles and responsibility of internal audit units. The developed Internal Audit Charter is informed by the prevailing Local Government Laws, Public Financial Management Act and the constitutions.

In Puntland and Somaliland, Internal Audit trainings were conducted in Hargeisa and Garowe, involving target districts, representatives from Ministries of Interior, Finance, Auditor General and Office of Accounting General. Internal audit units of 8 districts in Somaliland and 7 in Puntland were trained on the internal charter and offices furnished and equipped to enhance operational capacity.

In those trainings, where most of the participants were heads and staff of internal audit units, practical sessions were organized to help units prepare district internal audit reports. To this end, districts like Berbera and Borama submitted, for the first time, internal audit reports focusing on meeting revenue targets and implementation of district work plans in time and within the approved budget. Through assessment and evaluation of the existing internal safeguards, the reports provided management recommendations to the District Executive Committee.

### **Automated Systems and Own-Source Revenue Generation**

Own-revenue Sources are the most reliable and sustainable source of revenue for local governments. Previously, the programme supported the automation of local government financial system through the introduction of BIMS and AIMS. In 2019, the program sustained its backstopping support to the local government financial systems to ensure that local governments are enjoying the benefits of the automation where accurate and timely reports are produced, and retrieval become easier. This marked a key tool that informs District Leaders'



## SOMALIA UN MPTF

decisions on revenue generation and district planning process.

In Puntland, as part of the government-led expansion strategy, the program introduced automated systems in the new districts of Burtinle and Galdogob, where now financial reports are easily available. In addition, the program has made additional efforts in upscaling the existing systems and linking to state level financial management systems. To this end, Garowe and Bosaso municipality are now using FMIS as part of a wider effort to unify financial management systems.

According to a new local government publication by ALGASL, the aggregate local government budget increased from USD 8 million in 2008 to over USD 37 million in 2018 (see the below graph). This has been attributed to the systems and processes that the programme has put in place in the districts.

The maximized revenue meant for the local people. Almost all the districts where the program is active reported enhanced service delivery, particularly in the areas of basic health, education, sanitation services as well as road development sector.

### **Mobile Money Platform**

Digital payment platforms are increasingly becoming an innovative approach of making payments. Mobile phones are widely used in Somalia to settle utilities, education and health bills. Likewise, some government organs are now adopting this approach, probably seeking operational efficiency and committed to reach greater targets. The programme, working closely with relevant government institutions, introduced a mobile money payment system where citizens will be able to pay tax easily and conveniently. This innovative approach is now up and running in Borama, Somaliland and Garowe in Puntland. It is also ongoing in Buroa in Somaliland where in the first quarter of 2020, the municipality will introduce this digital payment.

The self-explanatory below diagram provides an overview of how the installed digital payment platform works.

Announcing the new platform and informing the Garowe residents, the mayor of Garowe, Mr. Ahmed Muse Bare tweeted: *"Today, we launched electronic tax collection system using mobile money for business and property tax. This will enhance local revenue generation, increase transparency and reduce human misuse. Just use short code: \*213\*BillNo# then insert your Pin"*

### **Implementing the Spatial Plans in Somaliland and Puntland**

In the past years, the program had provided technical support to develop spatial plans, defining the future growth direction of the towns in Somalia, their infrastructure development needs and to incorporate them in District Profiles as well as in the District Development Plans. In addition, the spatial plans were developed in a way to impart knowledge and transfer skills to local counterparts. For instance, the capacitated departments of Ministry of Public Works, Land and Housing, using tools developed by the programme, but with government funding, developed and are currently implementing master plans in towns like Wajaale and Las-Anod, through the government-led approach.

In 2019, the program maintained close collaboration with state ministries responsible for urban development and land management focusing on the implementation of those plans by assisting in road survey and mapping, road opening and accompanying community information.

In Somaliland, the programme trained 36 staff from the Ministry of Public Works, Land and Housing and Hargeisa Municipality on application of Geographic Information System (GIS) and Surveying on Land Management for increased inhouse capacity on GIS software application and surveying tools. One of the top



## SOMALIA UN MPTF

priorities of the Ministry for 2019 has been the continuation of the Gabiley Master Plan implementation, which continued with demarcation of a planned city extension of about 1 km<sup>2</sup>, the upgrade of the main transport corridor of the city, and the construction of key facilities such as markets and health clinics. Consequently, 52 new roads with a length of 108 KM were surveyed and alignment completed in Gabiley. Further activities are being carried out to outline the proposed land use categories, develop the defined town extension areas and push forward the infrastructure provision to cater for a growing population and to unlock the potential of the local economy.

In Puntland, the Minister of Public Works, Housing and Transport, together with the Mayor of Garowe launched a new phase for the implementation of the Garowe Spatial Strategic Plan in August 2019. A planning unit from the Ministry, consisting of urban planners, GIS specialists and other engineers, and the Puntland Highway Authority are working on the city extension plans as per the Urban Regulatory Framework and within the parameters of the cabinet-endorsed urban land management law. The activity also includes the training of engineering students for land surveying and urban land management tools. To this end, new roads and residential areas are being demarcated in Garowe as part of implementation of Spatial Strategic Plan. Further support to implement Bossaso City Extension Plan is currently ongoing under the leadership of the MoPWH&T and in close collaboration with Bossaso Municipality.

### **Urban Profiling in Federal Member States**

The unregulated growth of urban centers such as Baidoa and Kismayo makes it very challenging for newly established state institutions and local authorities in Federal Member States to cope with the humanitarian crises and to “make cities and human settlements inclusive, safe, resilient and sustainable (Sustainable Development Goal 11)”. Jubbaland and South West States of Somalia are both in their infant stages yet the Ministry of Public Works, Reconstruction and Housing (MPWRH) in both states, are mandated to lead and promote rehabilitation of public infrastructure and executing public works. What is more, MoPWRH is the responsible line ministry to deal with state level urban planning, policies, regulations and providing technical support to local governments on public infrastructure and urban management. However, physical planning capacities within the ministries in general and on urban planning are still very limited.

Building upon the achievements of the Midnimo I Project in Spatial Planning and Land Administration, the program is supporting MoPWRH in Jubbaland and South West State with the provision of human resources and technical support in laying foundation for the establishment of functional urban development department in the longer run. One major component in this regard is data compilation and data management for improved coordination in the area of urban planning and management. Support is being provided for the drafting of a basic set of urban standards and guidelines as the base for an Urban Regulatory Framework to steer and direct urban planning. This was matched with continued trainings on selected technical issues for technical staff of local administrations from selected district, such as Rapid Urban Profiling, Land Use Mapping through GIS and understanding Urban Regulatory Frameworks.

Under Midnimo I, urban profiles for four urban centers (Baidoa, Kismayo, Hudur and Dolow) were prepared with the support of local stakeholders. After an evaluation of the current urban profile process, the programme trained and technically supported staff from MoPWRH of SWS to update the existing profiles. Additionally, the programme delivered a training of trainers on Rapid Urban Profiling and Land Use to the ministry to help



## SOMALIA UN MPTF

replicate the training and build capacity of the municipalities in South West State.

The aim is to build on the work done under Midnimo, and at the same time develop an open database of comparable, relevant and reliable information on urban centers in Somalia for evidence-based decision making by local authorities, community leaders, state governments and development partners. This will also imply the shift from printed documents to an open online platform hosted by Government.

Similarly, as part of the effort to strengthen the urban planning capacity of ministries of public works of both states, 10 selected staff members were trained on basic urban planning at the Ethiopian Management Institute. They were also exposed to urban management practices in Ethiopia and to forge peer to peer learning relationship.

### **Disaster Management**

The Ministries of Interior in Somaliland and Puntland conducted district disaster assessments that were aimed at gauging existing resources and operational mechanisms designed to reduce the impact of risks in districts; their emergency preparedness, their response and their recovery. The overall objective of the assessments was to contribute to the growing global effort to reduce the impact of climate change-related disasters and help local governments identify their own disaster management capacities and vulnerabilities, develop mitigation strategies and build resilience to cope with climate change shocks.

The community survey and mapping for districts disaster risk management study report was produced and validated and action plans for disaster management were also produced. The study found out that droughts, environmental degradation and conflicts were the most common hazards followed by floods, cyclones and fires. The study also found that the districts and communities did not have any disaster preparedness plans. Prevention, mitigation, preparedness, response and recovery actions and interventions were identified. Key actions included strengthening of community coping strategies, protection of the environment and rehabilitation of degraded land and preparation and dissemination of disaster early warning<sup>8</sup>.

The Somaliland Ministry of Interior with technical support from the programme organized three different training workshops on “*Climate Change Adaptation and Local Resilience*”. These trainings were held from 28<sup>th</sup> December 2019 – 10<sup>th</sup> January 2020 at Hargeisa, Borama and Buroa. 58 participants (F:18; M:40) came from 8 target districts, namely Zeylac, Borama, Gabiley, Hargeisa, Berbera, Borama, Odeweine and Sheikh. The participants learnt about practical tools for adapting to climate change, increasing their climate resilience and integrating sustainability and climate actions into their district development plans. Somaliland have included short-term climate adaptation plans in their national action plan.

### **Service Delivery Models (SDMs)**

JPLG supports decentralization of service delivery at district level in the sectors of Education, Health and Water through a sustainable “Service Delivery Model (SDM)”, a co-funding mechanism intended to support local governments to carry out basic devolved functions.

The support for co-funding grants through the “Service Delivery Model (SDMs) in 12 districts (6 in Somaliland and six in Puntland) has resulted in districts increasing their contribution.

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<sup>8</sup> Full report available on request



## SOMALIA UN MPTF

Significant progress has been made in stimulating district ownership and investment in local service delivery in Somaliland. Of the over \$ 9,680,405 invested in decentralization of social services in Somaliland since 2014, \$ 5,423,439 (56%) has come from local sources, which represents an increase of 1800% since the launch of the decentralization of service delivery at local level in 2014. Berbera district increased their contribution from \$40,000 in 2014 to \$387,749 in 2019 (900% increase). Hargeisa who joined the SDM implementation in 2019 has increased from \$ 200,000 in 2019 to \$ \$800,00 in 2020 (an increase of 400%).

Puntland increased its contribution by 1% (5% to 6%). In 2019 of the total SDM amount of \$512,952 for the three sectors (health education and WASH) the local government contribution amounted to 6.7%

SDM support benefitted 77,800 students (40% girls) in 305 primary schools (increasing enrollment by 18%), 75 health centers, water points in Somaliland and 14 primary schools and 15 health centers and four water points in Puntland benefiting 128,000 of women and children.

*SDM investment in the Health Sector in Somaliland:* In 2019, a total of \$1,595,801.00 was invested in health SDM (70% from the districts, 11% from MoHD and 29% from JPLG Users of 78 health facilities have regularly benefited from the rehabilitated and/or extended facilities, improved hygiene, community sensitizations and the regular utilities provided. Users of 28 health facilities have regularly received medicines and medical supplies from Local governments of Gabiley, Hargeisa and Berbera. 235 staff members receive salaries and incentives from the five local governments; 80 of them are medical staff and 155 are subordinate staff (Watchmen, Cleaners and Community Health Workers). Health facilities in two districts (Gabiley and Berbera) and their staff were supported with 6 vehicles (three ambulances and three shuttles / mini-bus) for staff transport. There is an increased coverage of primary health services across the target districts (OPD Utilization= 30% Increase) from 2017 to 2018 (HMIS, 2019). Penta 3 Immunization= 6% Increase from 2017 to 2018 (HMIS, 2019). Access to health care services has increased due to the improvement of the facilities hygiene infrastructure and conducive work environment. The increased health financing, 69% from the government has increased sustainability in the primary health care and strengthened the relationship between the MoHD and District council authorities. The regular forums between the local governments and MoHD has increased role of local councils in primary health care services.

*SDM investment in the Education Sector in Somaliland:* In 2019 a total of \$ 1,961,793.00 was invested in decentralized education services in the districts of Burao, Berbera, Hargeisa, Gabiley and Borama. 78,635 students (42% girls) from 307 primary schools in 5 districts benefitted from the improved and child friendly learning environments. District councils rehabilitated, furnished and constructed extension of classrooms in 25% of the primary schools in the target districts. District councils regularly paid the salaries of 808 subordinate staff, 428 teacher's top up incentives as well as urban schools utility bills. District councils regularly supervised primary schools' performance, hygiene and sanitation.

In the above charts the contribution of the local government for SDMs in Somaliland have increased substantially. In 2019, a total of \$1,595,801.00 was invested in the health SDM with 81% contribution from government (70% from local governments). Similarly, a total amount of \$1,961,793.00 was invested in Education with 73% contribution from government (53 % local government). This is a strong indicator of district commitments.



## SOMALIA UN MPTF

The commitment made by the districts demonstrates that they are willing and able to direct significant amounts of locally generated resources towards the basic services and recurrent costs which would eventually lead towards sustainability and strengthening of local government systems. In addition, local governments have taken the responsibility to pay the recurrent costs, the salaries of the MCH staff, top up salaries of teachers etc. In education, Berbera district is paying the top up salary of all the 236 teachers in 48 schools and covering all recurrent costs of education section staff and offices (under the social affairs department). They have recruited 11 staff to manage education activities and they are paying for all costs. In health, Gabiley district will be paying for all the staff of MCH in the new MCH center. With the construction of one of the birthing centers in 2018, 785 children were delivered in this MCH. In addition to their significant financial investments, districts have shown their interest and willingness to implement additional service delivery actions and address bottlenecks as demonstrated through their active engagement in sector coordination and technical working group platforms.

In Somaliland in the water sector, the programme supported the construction of the office for water supply operations and 4 water kiosks. Water supply was also connected to primary schools and primary health care facilities in Tog-wajale town.

In Puntland, SDM projects in health, education, and water were implemented in six JPLG districts namely Bosaso, Galkayo, Garowe, Gardo, Burtinle and Goldogob. 14 primary schools and 15 health facilities across four districts were rehabilitated and / or constructed.

In Somaliland the programme supported capacity building for 40 (3 women) Social Affairs Department (SAD) staff across 8 districts. The training has improved the technical knowledge of the relevant staff in delivering basic services of health and education sectors at district level. A training manual on how to implement SDM has been developed and endorsed by the Somaliland Government

### **OUTCOME 3: INCLUSIVE POLITICS**

#### **Civic Engagement and Social Accountability**

The programme invested in strengthening Civic Education in the New Federal Member States, BRA and Puntland jointly with Ministries of Interior (MoIs), BRA and Civil Society Organisations (CSOs). The programme used the “Wadahadal” resource package to reach 400,000 participants (58% women) in the six districts across 4 new FMS.

In line with the 2018-19 work plan and budget, the programme invested in strengthening civic engagement in local governance in partnership with the Ministry of Interior (MoI) and local governments in Puntland. In three districts of Puntland (Galkayo, Burtinle and Goldogob), the reach was 1500 community members (520 Men and 980 women), 300 traditional elders, opinion formers, and religious groups. Additionally, 90 teachers, parents, and community education committee members (56 male and 34 female) were trained to mobilize schools. 7,500 school children (3,988 boys and 3,512 girls) participated civic education dialogue forums and sensitization meetings through theatre education sessions: drama, role plays, poetry, singing by trained volunteers. A three-hour session was held in each of the three primary schools and three secondary schools in targeted Districts. MoI conducted a two-day CE training for 207 participants representing local government authorities, CSO members, youth, women, and marginalized groups. Civic education awareness-raising messages were aired through local radio and TVs. These interventions contributed to increased understanding among citizens on local governance and citizen rights to participate in local decision-making. In BRA, 850 community members (30% female) were oriented. These interventions contributed to increased understanding on their rights to



## SOMALIA UN MPTF

participate in local decision-making.

In Somaliland Civic Education was initiated towards the end of the 2019. The objectives were to increase the public understanding of their civic rights and responsibilities, especially in relation to the provision of basic services. The programme works on both the 'voice' and 'accountability' sides of the public and local government relationship: on the one hand, raising the awareness of communities about their rights and responsibilities with regards to local government and enhancing their ability to identify and demand services; on the other hand, strengthening the capacity of local government, not only to provide services but also to interact effectively with communities through involvement in planning, implementation and monitoring.

In the FMSs, in consultation with state and federal authorities the programme supported CE activities in 6 districts (Hudur, Bardale, Barawe, Belethawa, Beletweyn and Hobyo). The Wadahadal Resource Package was revised and adapted in line with the National Strategy and translated into Somali. The resource pack includes facilitator guidelines, topics and triggers on governance themes and a range of facilitation techniques and methods. The revised strategy reinforces work on both sides of the 'voice' and 'accountability' spectrum. Twenty (20) ToTs previously trained, facilitated 70 sessions in the 4 FMS. Facilitators used a mix of structured sessions, workshops/conferences, community meetings, theater presentation, TV & radio. The CE campaigns that were launched in six districts of Southwest and Jubaland States aimed at sensitizing community members on their civic rights and responsibilities and preparing them for engagement with local authorities on service delivery. These interventions had contributed to increase in citizen understanding, ability to dialogue with local government and participate in local decision-making (particularly women, youth and marginalized groups)

In the 17 districts of Banadir region, 850 community members (30% female) were engaged in participation of decision-making processes and 150 civic messages focusing on peace, civic rights/duties gender and inclusion and council elections were shared with these communities.

The deputy minister for Ministry Interior Jubbaland, (Mr Abdirahman) says in the opening of a community session meeting *"As leaders we fear interacting with ordinary citizens in the wake of terrorism, but today civic education has brought us together discussing our common priorities. I think if these sessions are maintained, we will trust each other once and for all."*

### **Social Accountability**

In four districts of Somaliland (Berbera, Borama, Burao and Gebiley) the Community score card (CSC), a tool for social accountability, continued to mobilize citizen feedback and dialogue for better service delivery. This has stimulated demand for greater inclusive accountability in local service delivery and enhanced capacity.

In Somaliland in coordination with the Ministry of Interior (Moi), public meetings were held in the districts of Odweyne, Burao, Sheikh Berbera, Gabiley, Borama, Hargeisa and Zaylac which enhanced the sense of citizenship and raising awareness about peoples' rights and responsibilities where the local communities were given an open platform along with the elected district councils. The district council presented their achievements in 2019 and plans for 2020 while the local communities were given the chance to ask questions and raise their concerns. Civic talk shows were broadcast on national TVs focused on issues of youth which gave an opportunity for young people to pass messages on issues affecting their life. The program reached 4,000 community members (55% women) in the 8 JPLG districts including Women, Youth, Children, elderly people, district authorities and IDPs communities. In those public meetings, communities were oriented on



## SOMALIA UN MPTF

issues related to tax payments in relation to the service delivery, social accountability and citizen participation in local development.

School based debates and orientations on child rights were held in the districts of Burao, Berbera, Hargeisa, Gebilay which reached a little over 500 primary school children (35% girls). These debates have helped to inform the children about their rights and obligations.

### **Gender and Social Inclusion**

To encourage women's participation in local governance the programme oriented 355 participants (77% female) through the "Women Outreach Program," and 60 prospective female candidates received coaching and mentoring on how to engage with clan elders and voters on their candidacy in the 4 new FMS.

The programme also worked with the Ministries of Interior of Somaliland, Puntland and SWS, to formulate gender-specific training as part of efforts to improve in gender and social inclusion in local governance.

In Somaliland, Ministry of Interior, organized a 5-day TOT *Transformational Leadership Training "Leadership for Results"* for women councillors, women in local government and civil society organizations to strengthen their leadership skills, advance gender equality and be more proactive in contributing to decision-making processes, particularly in terms of presenting and negotiating legal reforms and districts priorities. The training took place from November 4 to 8, 2019 with 20 participants. The workshop helped women leaders better understand the root and complex causes underlying gender relations and inequality in Somaliland. Based on coaching techniques and emotional intelligence skills, the facilitator helped the participants to change their perceptions to see new possibilities for action and change. Participants in the TOT will be expected to roll out similar trainings for their colleagues i.e. in local councils and district administrations focusing on women networks and potential women candidates.

In December 2019, one of the ToT participants facilitated a similar training for women in local councils, administrations, potential candidates in Hargeisa and Burao. All female participants (50 and 58 respectively) drawn from 11<sup>9</sup> districts took part.

In Puntland, the Ministry of Women Development and Family Affairs (MoWDFA) facilitated transformational leadership training for women local counselors and women in district administration with 30 participants. The training included an overview of gender issues in Somalia and women's political participation; leadership for gender equality; science of leadership training; transformational leadership constructs; perceptions and paradigms- understanding the Somali context through stories about gender in Somalia; emotional intelligence- key competencies for transformational leadership etc.

### **Establishment of Women in local government' network**

In 2019 the program supported the establishment of a 'Women in local government' network for female councillors and female staff members to strengthen their solidarity and advocate for gender equality in local government. Six local women's networks have been created in local governments of Garowe, Qardho Bosaso, Jariiban, Eyl and Galkaio. The networks act as a reference center for capacity building and empowerment of women in the fields of politics, improvement of socio-economic structures and mobilization. These networks

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<sup>9</sup> JPLG target districts and 3 new districts: Las-anod, Erigavo and Ainabo





## SOMALIA UN MPTF

intend to bring women together through self-help groups in a well-coordinated manner. The ToR for these networks has also been developed.

In Somaliland, **Gender-friendly work environment plans** for eight JPLG target districts have been developed to empower female staff and make local governments a friendly work environment for women.

As part of the strategy to improve gender equality and mainstreaming in all activities, The MoI, SWS organized a two-day session on advocacy and **gender-sensitive governance** with the aim of improving the provision of gender response service delivery and the significant participation of women in decision-making and district councils. 110 participants (all women) attended the workshop representing civil society in Baidao and universities. Representatives from Berdale and Dinsor districts were also present. The training reviewed basic understanding of gender, gender equality, gender sensitivity, gender mainstreaming, importance of gender in development, gender in governance advocacy tools etc. After the training, some participants expressed their availability to compete for positions during the local government elections in Baidoa.

In Somaliland's wider efforts to improve inclusion, the Ministry of the Interior, with support from the programme organized 2, 2-day conferences on women's participation in local governance. The first conference (22-23 June) titled "Women in Local Governance Administration" focused on a) the importance of empowering women and girls with skills and advocacy tools that impact local governments policies, plans and budgets b) encouraging norms and frameworks that create an enabling environment for women in local governance and c) supporting greater responsiveness of local governments to gender concerns. The second conference (24 -25 June) titled "Women in District Council Elections" focused on a) promoting women's participation in the district council elections due to be held at the end 2019 b) creating a friendly environment for potential women candidates c) providing the necessary skills and supporting their candidacy. The 2 conferences highlighted the gender disparities in local governments as well as other government institutions.

More than 100 participants attended each conference which included mayors and staff from 8 local governments, women NGOs, relevant ministries, three political parties, traditional elders, former and present female candidates for

parliamentary and the council elections, the Good Governance Commission, Local Governments Association, the UN and International partners. The conference represented a great opportunity to bring participants from diverse backgrounds to a common understanding of basic concepts related to women in local governments. The women stressed the need for approval of the gender quota by the house of representatives. As result of these discussions majority of clan elders, mayors and three major political parties pledged to support more women in the upcoming elections.

### Other Key Achievements

#### Challenges (incl: Delays or Deviations) and Lessons Learnt:

- The Puntland presidential election in January disrupted the smooth implementation of quarter 1 activities and particularly diverted the attention of government officials both at the local and central levels since political campaigns were happening in the major towns of Puntland. In addition, the appointment of a new government took longer than expected which delayed programme implementation because the government accounts were temporarily ceased until the new government came on board. The delay particularly affected the ability of sector ministries to transfer the funds to the target SDM districts



## SOMALIA UN MPTF

- Delays in funding for service delivery at the local government-level impacted SDMs implementation
- Request by the Government of Puntland to channel SDM funds through Ministry of Finance instead of the sectoral ministry will require some level of discussion to assess the implications and therefore may delay the SDM implementation in 2020
- The absence of a program staff in Puntland affected the smooth implementation of the program activities
- The security situation and the absence of a clear criteria for moving to the FMS hindered implementation in the FMS
- Technical problem of the RapidPro system which facilitates the release of survey questions and data analysis hindered the implementation of the Community Score Card Project in 2019
- Despite local government commitments limited resources has prevented the expansion of SDM even in the existing JPLG districts
- Frequent turnover of trained staff affected the institutional memory and required ongoing reinvestment in capacity and relationship-building.
- The limited capacity of LGIs overall and lack of effective functioning of the LGI in Puntland hampered the implementation of training of LG. The option of looking at other service providers until the LGI is fully functional is being explored.
- The limited capacity of Social Affairs Departments to effectively manage service delivery across all target districts. SAD departments are engaged in IDP activities primarily in major towns, such as Galkayo, Garowe, and Galkayo, and less attention was given to the service delivery.
- The absence of a district council and mayor in Galkayo for the first quarter of the year was a major challenge and slowed-down JPLG interventions as having a district council is a prerequisite for the JPLG interventions.
- The current suspension of ILO work in Somaliland negatively affected the implementation of LDF activities. Work on this is yet to commence. The disruption will/may negatively affect tens thousands of people, who were to benefit from these projects. However, efforts have been made to resolve this impasse; meetings with the President as well as senior government officials have already been held. Currently, the UN Resident Coordinator is now expected to meet the President and Minister of Foreign Affairs in July 2019. It is envisaged that this mission will result on a positive conclusion allowing for commencement of activities.
- There has been slow implementation (capacity building initiatives and establishment of systems and structures has been limited) in the new federal member states due to the delay in the formation of the district councils, this being one of the key criteria for the engagement of the programme.
- Al-Shabab presence in the remote areas of FMS still poses a threat to establishing local governance. During the second week of September, a group of insurgents attacked a rural community, just outside of Hudur and took away all the camels. As the result of attack, most of the community members had to flee to Hudur, where they were given temporary shelter. Later, Al-Shabab claimed the killing of a tax collector in the Koorkoor village outside of Hudur town. These events show how vulnerable the situation is with regard to local administration, when they have to operate under constant threat from AS.
- Limited Own Source Revenues - Almost all districts in Jubbaland, South West, Galmudug and Hirshabelle do not collect revenues/taxes and do not generate own resources to support local service delivery. Revenue collection commenced for state capitals of Kismayo and Baidoa through the state. Other own source revenues are ad hoc and not systematically reported. There are two main factors: lack of technical and human resources, and absence of a system to collect taxes. The programme continues to collect information to get better understanding of the situation. The design of LDF modality as part of enhancing active participation, ownership and accountability, require participating states and districts to contribute to the LDF budget from own source revenues. This may not happen soon. The approach will remain the same



## SOMALIA UN MPTF

only starting with zero to five percent contribution in initial years. In the meantime, Jubbaland and South West States have committed to contribute three to five percent towards LDF. Mitigation: The programme by design will continue to provide support for enhancement of own source revenues. In the next reporting period, starting with data available with other programs, further assessments shall be conducted and relevant initial capacity development and action plans.

- **Project Operations and Maintenance:** Whereas the LDF projects planning and implementation is based on agreements of relevant government institutions to operate and maintain the approved LDF projects, a challenge remains with some few projects especially in distant or poorer districts. There have been reports of some projects not being fully operational or having short comings in operations mainly due to insufficient funding. Mitigation: Discussions are ongoing with stakeholders on the possibility of restructuring the LDF budget and including a portion for Operations and Maintenance for 2 to 3 years post LDF project completion with a view to institutionalizing O&M aimed at the relevant government institutions taking over fully at the end of the 2 or 3 years. In the meantime, support to state and district government to institutionalize multi-year planning and budgeting frameworks is being provided.

### **Peacebuilding impact**

- In South West and Jubbaland States, civic education programmes closed the gap between local governments and the general public. Community consultations led by the respective local governments triggered interactions among communities and officials and supported building trust among citizens and local officials. Communities maintained gatherings and used the opportunity to discuss topics of security and peace, and the efforts helped sustain community interactions.
- JPLG is focused on promoting peace and stability through strengthening citizens' confidence in public institutions and promoting inclusive consultative processes.
- In the context of the Wadajir Framework, JPLG has supported building relations between the different levels of government in line with the federal arrangements. The JPLG programme supported the States of Jubbaland, South West, and MOIFAR to hold a series of coordination meeting with key stakeholders including government and public/civil society and FMSs and FGS. The FGS and FMS governments have committed to forming locally representative district councils and as result of that commitment and the strategic and systematic approach deployed by JPLG, the District of Warsheikh and Cel-bardale, have legitimate council members (established with the support of Finnish Church Aid and Support to Stabilization)
- The project also enhanced the inter-state collaboration on local governance, whereby FMSs learn from each other

### **Catalytic effects**

#### **Gender**

- To influence increased representation of female in district councils in the upcoming elections, the JPLG programme helped organized 2 conferences in Somaliland to discuss the issues related to women's barriers and collectively recommend some concrete actions. These conferences facilitated a dialogue between the potential women candidates, traditional elders and other senior government officials. Both the local and district governments and traditional elders agreed to support the increased representation of women in local governance.
- As part of the public engagement, the JPLG programme developed a documentary film promoting the importance of women's participation in local elections of district councils. This was aired through national TVs. In addition, billboards were built in the major public areas of Hargeisa with awareness messages to promote women's participation in district council elections. Together these interventions influenced the



**SOMALIA UN MPTF**

thinking of men regarding women in political participation and higher political positions within the government.

- In the new FMS, the programme initiated a women outreach program that specifically aimed to trigger women’s participation and inclusion in district council formation reaching 355 people (77%female). Additionally, 200 women received targeted civic education messages about the district council formation process and their rights to be elected as representatives of their constituents. 80 opinion leaders (15 women activists) received targeted civic education messages about women's civic rights and have shown positive potential to support female candidates, and 60 prospective female candidates received coaching and mentoring on how to engage with their clan elders and voters on their candidacy.
- The Hirshabelle Ministry of Interior held a day long consultation with women’s groups, women community leaders and traditional elders in Jowhar in collaboration with the Hirshabelle Ministry of Women and Human Rights Development on implementing a 30% quota for women’s representation in district councils in the State.

The meeting aimed to seek the input and recommendations of women leaders, civil society organizations and women business owners, on the quota and on female representation in district councils in local government. Fifteen traditional leaders also took part in the consultation. The consultation is one of several pre-council formation consultations taking place across Hirshabelle, with others also taking place in Beledweyn, Warsheekh, and Buloberde, with the aim of gaining input into, and raising awareness, around the set-up of district councils in each city. The meetings are part of ongoing work to ensure accountability, inclusivity, and transparency in local governance.

- JPLG responded to capacity gaps by providing technical experts and young graduates to key ministries and district administrations across Somalia and Somaliland. The consultants and Young Graduates (YGs) supported the government with on the job training and provision/injection of technical capacity.
- 23 female young graduates with partner of the FMS, Puntland and Somaliland through its LOAs with the government This is aimed to empower and leverage their skills and knowledge, provide them with career employment opportunities, and support them to serve as mentors/advocates for youth and women in the community;
- Development of the **gender equality action plans** for Somaliland that address barriers to gender equality and women’s active participation and leadership in local government councils and administration.
- In the 17 districts of Banadir region, 850 community members (30% female) engaged in participation of decision-making processes. 150 civic messages focusing on peace, civic rights/duties gender and inclusion and council elections were shared with these communities.
- In Somaliland the first “Gender in Local Governance Conference” was organized where the Minister of Interior met with the all the Mayors to discuss an action plan on gender for each LG. As a follow up to this conference, the program oriented 100 participants (100% female). Over 50 prospective female candidates received coaching on how to engage with their clan elders and voters on their candidacy in the coming district council elections.

Proportion of gender specific outputs in Joint Programme <sup>10</sup>	Total no. of Outputs	Total no. of gender specific Outputs
	9	3
Proportion of Joint Programme staff with	Total no. of Staff	Total no. of staff with

<sup>10</sup> Gender Specific Outputs are those that are specifically designed to directly and explicitly contribute to the promotion of Gender Equality and Women’s Empowerment.



**SOMALIA UN MPTF**

responsibility for gender issues ( <i>as of end of 2018</i> ) <sup>11</sup>		<b>responsibility for gender issues</b>
	30	10
<b>Human Rights</b>		
The JPLG mainstreams human rights -based approach through strengthening the capacities of the duty-bearers structures, systems and approaches to delivering of basic services to the right-holders to meet their obligations. The Programme highlights the international agenda and contributes to localizing the Sustainable Development Goals (SDGs), the Addis Ababa Action Agenda on Finance for Development, the New Urban Agenda as well as the recently concluded London Conference for Somalia.		
Has the Joint Programme included a protection risk assessment in its context analysis, including on gender issues, and taken measures to mitigate these risks to ensure they are not exacerbated, or new risks created?		<b>Result (Yes/No)</b>
		Yes
No. of Joint Programme outputs specifically designed to address specific protection concerns.		<b>Result (No.)</b>
		3
No. of Joint Programme outputs designed to build capacity of duty bearers to fulfil their human rights obligations towards rights holders.		<b>Result (Number)</b>
		3
<b>Other</b>		
Does the Joint Programmes have a national cost-sharing component (i.e. funds and/or other resources provided by the FGS and/or FMS (including in-kind contributions)? (if 'Yes', describe below).		<b>Results (Yes/No)</b>
The central governments and districts contribute a percentage of the funds for LDF and SDM projects and there is commitment from the governments of Somaliland and Puntland to increase this % from 2019.		Yes
Have FMS(s) been engaged in one or more of the following: design, planning, implementation, coordination and/or monitoring of the Joint Programme.		<b>Results (Yes/No)</b>
The States have been engaged in the full programme cycle from design, annual work plans and budgets, implementation and monitoring. They have also been engaged in recruitment of technical consultants as well as young graduates attached to the ministries and districts.		Yes
<b>Describe nature of cost sharing: % of LDF projects funding.</b>		
<b>Communications &amp; Visibility</b>		
Periodic newsletters		
Visibility Videos		

<sup>11</sup> Staff members are those contracted to undertaken work for the Joint Programme including full time staff, consultants, advisors, interns, etc. Staff members with responsibility for gender issues are those who have gender related activities included in their Terms of Reference.



## SOMALIA UN MPTF

<https://twitter.com/Hargeisa2040>

CHILDREN SHARING ABOUT THEIR EXPERIENCE WITH MINECRAFT -

<https://twitter.com/Hargeisa2040/status/1169870373015285762?s=19>

HARGEISA VISIONING EXERCISE: INAUGURAL SESSION

<https://twitter.com/Hargeisa2040/status/1168461394863427584?s=08>

<https://www.facebook.com/GobolBanadir/videos/496024651246691/>

<https://www.facebook.com/moilgrd/photos/a.1949729738575372/2327365270811815/?type=3&theater>

<https://twitter.com/Abdurazak20/status/1118514751368323073>

<http://www.so.undp.org/content/somalia/en/home/presscenter/articles/2019/jubaland-civil-servants-take-part-in-key-local-government-forum-.html>

<https://www.facebook.com/moilgrd/photos/a.1949729738575372/2327365270811815/?type=3&theater>

<https://twitter.com/Abdurazak20/status/1118514751368323073>

<https://www.facebook.com/moilgrd/photos/a.1949729738575372/2327365270811815/?type=3&theater>

<https://twitter.com/Abdurazak20/status/1118514751368323073>

- The Mol in Puntland produced videos for public dialogue forums which highlight the major topics and issues discussed during the public dialogues. These dialogue forums established better citizen-local government interaction and increased information sharing between citizens and local authorities.
- The Mol in Somaliland produced a short video documentary to increase women's participation in local governance.
- Banners have been strategically placed in all events highlighting programme support
- Activities have been highlighted in social and electronic media

### Looking ahead

- 2020 AWPB



SOMALIA UN MPTF

**ANNEX 1. RISK MANAGEMENT**

Type of Risk <sup>12</sup>	Description of Risk	Likelihood	Potential Impact	Mitigating Measures
<b>Political risks</b>	<p><b>1.</b> Political turmoil at each level of government undermines general security, institutional capacities of key partner institutions and a constant turnover of senior counterparts, from Federal and state ministers down to district councils.</p>	Likely	Medium	<p>1. Project teams are monitoring political developments and adjusting the implementation schedule accordingly. Programme focus will continue to be on policies, systems and the capacities of civil servants at all levels of government. New political leaders will be provided with detailed briefings / trainings on the programme and what is being delivered. JPLG will work closely with other actors such as UNSOM Political Affairs and Mediation Group (PAMG), the PWG 1 inclusive politics group, CRESTA/A and SSF to monitor and respond to the evolving political situation. Complications and bottle necks will be raised at the Strategic Steering Committee for support and resolution.</p>
	<p><b>2.</b> Developed local government systems and demarcation of responsibilities between levels of government are contradicted by legislation and constitutional reviews.</p>	Likely	Medium	<p>2. JPLG’s work is guided by National and State Constitutions, National and State legislation related to local governance and service delivery and, where available decentralization strategies and is compliant with the National Stabilization Strategy and the State Stabilization Strategies. These are coordinated by cabinet level units, and in the case of existing State decentralization strategies, the Vice President chaired Intra-Ministerial Committees (IMC) on Local Governance (Champions for Local Governance) offices. The programme will advocate and inform strategic partners (other relevant projects such as TIS, SSF, Constitution and Rule of Law) through local media, newsletters and attendance in relevant coordination meetings. In addition, all JPLG managers will be based in Somalia by the end of</p>

<sup>12</sup> Environmental; Financial; Operational; Organizational; Political; Regulatory; Security; Strategic; Other.



**SOMALIA UN MPTF**

				2018.
	<p><b>3.</b> Political commitment to devolution is illusionary. Ministries refuse to devolve finances and responsibilities from the center.</p>	Unlikely	Low	<p>3. This risk description has proven to be unfounded. While political commitment to devolution of powers is sometimes lacking the reality in Somaliland and Puntland have shown otherwise. Presidents of the States of Somaliland and Puntland have appointed their respective Vice President as the Champion for Local Governance and Decentralized Service Delivery who chair the aforementioned Intra-Ministerial Committees on Local Governance. JPLG will continue to work with these Champions and support the IMCs, and multi-level engagement and assist local governments to defend their approved functions. Serious challenges will be presented to the steering committee for decision making.</p>
	<p><b>4.</b> Donors, Federal, State and Somaliland governments are unable to agree to macro divisions of programme focus.</p>	Likely	Low	<p>4. JPLG has the objective of being operational in all parts of Somalia and Somaliland. Local demands and needs do call for expanded funding. JPLG will be as transparent as possible on all funding allocations and will seek guidance and approval from the Steering Committee prior to detailed programming.</p>
	<p><b>5.</b> Political and social commitment for greater gender equality fails to materialize.</p>	Unlikely	Low	<p>5. Common strategies with donors, civil society, enlightened leaders and long-term programming with well-defined objectives, to be incorporated into work plans. JPLG has incorporated a gender specific outcome that aims to advocate for and implement activities that will be accounted for.</p>
	<p><b>6.</b> Political deadlock within the Galmudug state administration</p>	High	High	<p>6. Dialogue and advocacy at the state level to support continued programme activities in Galmudug. Upcoming elections in mid-July may help to resolve the issue.</p>





**SOMALIA UN MPTF**

	<p>negatively affects the interventions in Adado district and approval of a local government law. All previous gains of the programme in Adado district and in the sphere of legislation reforms are at risk if the situation doesn't change</p> <p>7. The election in Jubbaland state planned for mid-August may create political instability as well as open opportunities to speed-up local governance process.</p>	High	Medium	7. Monitoring of the situation and sharing information with the development partners,
<b>Security risks</b>	Restricted access to field locations, especially in new Federal States, and the disputed regions of Sool and Sanaag.	Likely	High	JPLG in close cooperation with the donors engage third parties to implement and monitor activities. Expansion of actions will require firm commitments from the relevant authorities and be informed by ongoing political, security and economic analysis from the UN's DSS, CRESTAA and other partners. Implementation of the majority of actions will be undertaken by Somali government institutions, such as the Ministries of Interior, Local Governance Institutes and sectoral ministries, making actions less vulnerable to UN staff and security restrictions. Use of embedded consultants with government partners, use of third party contracting of local organizations, and collaboration with UN DSS will be continuously employed and monitored.



**SOMALIA UN MPTF**

	Continued activities of the Al-Qaeda-linked militants coupled with the increased recruitment of young people may negatively influence programme activities in Puntland, South West, Jubbaland and the rest of Somalia. Terroristic attacks in Mogadishu, mainly VBIED may also affect planned activities in BRA.	High	High	Close monitoring of the situation and collaboration with DSS. Constant discussion of the security mitigation measures with the national counterparts. All monitoring visits may be suspended.
<b>Operational risks</b>	<ol style="list-style-type: none"> <li>1. Capacities of key institutions such as Ministries of Interior, and local government executive structures are not capable of operating due to severe resource constraints.</li> <li>2. Insufficient resources are made available to enable the full program's implementation.</li> <li>3. High costs of UN field</li> </ol>	<p>Likely</p> <p>Likely</p> <p>Likely</p>	<p>Medium</p> <p>Medium</p> <p>Medium</p>	<ol style="list-style-type: none"> <li>1. JPLG focuses capacity development on departments and units of partner institutions rather than individuals. Where necessary key functions will be supported in the short term with technical national consultants and support will be coordinated with other relevant partners engaging with the same institutions. At local levels attention will focus on district fund mobilization and management.</li> <li>2. The steering committee will be requested to endorse decisions of geographical targeting and the narrowing of thematic engagement. Where possible other implementing partners will be requested to use government local governance systems (developed through JPLG) in field implementation.</li> <li>3. Staff numbers are to be kept to a minimum and common working</li> </ol>



**SOMALIA UN MPTF**

	<p>operations undermine the programme's value for money.</p> <p>4. Corruption and misuse of funds at local level</p>	Likely	High	<p>environment / offices to be used as far as possible. Value for money to become an integral part of annual work planning. Steering Committee to monitor progress and instruct corrective actions.</p> <p>4. JPLG has supported capacity building on procurement, developed procurement audit manuals and enhanced the capacity of the internal audit departments. JPLG will work closely with the auditor general's office in establishing and institutionalizing strong audit procedures.</p>
<b>Quality of delivery</b>	<p>Due to varying degrees of institutional capacity, the quality of Programme activities may vary, particularly for services provided by third parties contracted by JPLG.</p>	Likely	Medium	<p>JPLG adopted competitive bidding to select competent contractors. Field staff, together with local authority staff, will undertake regular monitoring and evaluation of services provided to take corrective action. JPLG is able to monitor, through close team and field team coordination, enhancing contractor performance and improving on shortfalls as early as possible. In cases where the performance of third party providers is unsatisfactory, the provider will be given further training to meet agreed standards of service and performance. If performance remains sub-standard, the provider will be replaced.</p>



**SOMALIA UN MPTF**

**ANNEX 2. MONITORING AND OVERSIGHT ACTIVITIES:**

Monitoring Activity	Date	Description & Comments	Key Findings / Recommendations
The joint monitoring team repressing members of IMC-LG members led by the Vice President of Somaliland,		The joint monitoring team repressing members of IMC-LG members led by the Vice President of Somaliland, visited seven districts targeted namely: Borama, Gabilay, Hargeisa, Berbera, Sheikh Burao, Odweine and Zailia to oversight the the process of implementing decentralization. The team had productive discussions with local councilors and the public	<p>The vice president mission found that most of the districts have demonstrated a significant improvement in delivering key public services (such as healthcare, primary education, water supply, roads maintenance, etc.)</p> <p>The mission also observed that most of the districts the vice president mission has also found maintained and documented revenue and expenditure reports by using procurement and financial systems not only for JPLG financed services but also non-JPLG activities.</p>
Oversight mission on capacity development support to districts – Ministry of interior Somaliland		A As part of the process of improving the capacity of districts and in order to assess the effectiveness the support and to districts’ capacity this oversight mission was undertaken JPLG target districts. By the Ministry of interior to oversee the overall performance of the key function in local governments and to explore areas of impacts	<p>The mission found out that the local governments are highly committed on taking forward the decentralization of service delivery.</p> <p>District investments from the local revenues were increasing and sustainable.</p> <p>The districts have demonstrated a significant improvement in delivering key public services such as healthcare, primary education, water supply</p>
IMC-LG-Secretariat Quarterly Monitoring Field Mission to seven districts, Bandar Bayla, Bosaaso and Gardo	1-13 December 2020	The joint monitoring team repressing members of IMC-LG members led by the office of Vice President of Puntland, districts targeted namely:	<p>The mission noted the following:</p> <p>The capacity of district capacities in training and coaching in policy development has been increased.</p> <p>Concept of decentralization process and division of power</p>



**SOMALIA UN MPTF**

		Bandar Bayla, Bossaso and Gardo, oversight the progress of implementing decentralization roadmap challenges, lessons learned and way forward	<p>between district and state (roles and responsibilities are clear and well understood in all districts as the participants stated. Gardho district Communities were enabled to plan and prioritize their most urgent needs.</p> <p>State institutions should do their part accept to transfer of power and resources and the Champion Office should ensure these institutions abide by the Decentralization Policy and Roadmap priorities.</p> <p>Though there is some improvement in implementation of the decentralization it was agreed that sector institutions should do their part to accept the transfer of power and resources and the Championing office should ensure that these institutions respect the decentralization policy and the priorities of the roadmap</p>
Field monitoring visit'	16-20 Jan 2019	Monitoring of the women outreach programme undertaken by UNICEF JPLG officer. This was to ascertain the project is progressing as designed. Register any lessons learnt.	<p>The target district (Beletweyn) is diverse and communities suffered frequent clan clashes. It was difficult for the IP to bring together the different women and elders in the only two workshops. In future, where there are active hostilities like in Beletweyn at the time, separate workshops recommended. Women activists were prevented from public speeches and addressing media for fear of reprisals. In future more structured and activists facilitated workshops rather than public addresses recommended.</p> <p>The efforts and impacts of this civic education activity and women engagement both implemented by UNICEF JPLG has been coordinated well</p>
Field monitoring visit.	16-20 Jun 2019	Monitored the civic education activities in Belet-Hawa district of Jubbaland. The staff member who undertook this activity also supported in the facilitation of a workshop in the district same time as the monitoring.	
Field Monitoring Mission	August 3-9, 2019	Monitoring of JPLG projects related to SDM/CE to explore how the JPLG platform could be used to support other sectoral programs e.g. Protection, Birth Registration, WASH,	<p>The monitoring visit was led by the Chief of UNICEF Zonal Office along with UNICEF JPLG officer in Somaliland and sectoral program colleagues. The mayors from the Berbera, Burao, Odwylene, Shiekh districts requested UNICEF to use the JPLG platform to provide services in Child Protection, Birth registration,</p>



**SOMALIA UN MPTF**

			health activities etc.
Field Monitoring Mission	October 5-8, 2019		<p>UNICEF JPLG manager, program officer and PCU representative made a four-day field visit to two districts in Puntland.</p> <p>The meetings with MOI, consultants, the field visits and the interaction with the women, children and community leaders on SDM and CE in two districts (Burtinle and Garowe) helped better understanding of the program and the context, the challenges and concerns of the government at the policy level as well as some of their priorities and way forward. Some of the key follow up action points that need to be considered in 2020 includes channeling the SDM funds through MOF and the revision of the WADAHADAL package to include a session on child rights.</p>
Hudur, South West State	August 18, 2019	The joint field mission of ILO, UN-Habitat and UNCDF was conducted to study the local government's performance and implementation status of ongoing LDF/LIFT, MIDNIMO and PBF projects, as well as explore areas of impacts and human-interest stories. The joint mission took place in Hudur. Below are key results of different levels observed during the mission:	<p><b>Output level</b></p> <p><b>Local governance capacity:</b> The municipality has embedded public procurement and planning processes, though the administration needs continued support in further strengthening capacity of district administrative systems such as financial management, including revenue collection. <b>Implementation of LDF:</b> The municipality implemented several community projects such as building roads, rehabilitation of the primary school. It is in the process of constructing, the municipality meeting hall, a community market.</p> <p><b>Outcome level</b></p> <p><b>Use of JPLG systems for district projects:</b> Adoption of a public procurement process allowed the district administrations to introduce transparent and clear process, where commercial firms can participate in the services delivery. It was demonstrated during the sites visits and interview with the</p>



**SOMALIA UN MPTF**

			<p>stakeholders.<sup>13</sup></p> <p><b>Response to local community needs:</b> Hudur municipality uses the CAP as pre-district development plan aligned with the state priorities as well as the line ministries and has improved capacity to mobilize local communities for a project implementation.</p> <p><b>Community driven, government led recovery and durable solutions:</b> Hudur council pursues clear strategy focusing to unlock additional resources for improved services, focusing on health and education and market development.</p> <p><b>Key programme observations/finding.</b></p> <p>Due to the several objective factors the quality of the constructions do not always meet minimum level of standards. The closest city that can provide supply is Baidoa and the transportation roots are controlled by AS. The staff of the municipality and construction companies requires capacity interventions that will require a special approach due to the complexity of Hudur accessibility. These issues shall be address in evolutionary manner and with the continuous support of development programmes.</p> <p>Lack of the capacity building; The District council is new and public works staff and procurement officers need to have structure and functions (establishment) then to train on JPLG technical capacity to enable to deliver their services.</p> <p>During the short interview with the mayor it was found out that the municipality collects taxes from the chaotic markets that exist in the town, business entities, and checkpoints (taxing goods arriving to the city). It is not clear whether revenue is shared with</p>
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<sup>13</sup> JPLG sent Eng. Abdirashid Hassan Dhaqane from Galkaio) to support Hudur and Baidoa projects



**SOMALIA UN MPTF**

			<p>AS or not. The state government does not provide financial support to the districts. Mogadishu (MoIFAR) provides around 1,000 USD to cover salary and operational expenses for security. Municipality does not collect property taxation, business licensing and have a very primitive/rudimentary internal accounting system.</p>
<p>Eyl – Bander Bayla, Puntland</p>	<p>September 19 – 26 2019</p>	<p>The joint field mission of ILO, UNDP, UN-Habitat and UNCDF together with MoI and MoPW was conducted to study the local governments’ performance and implementation of ongoing LDF/LIFT, sustainability of completed projects, as well as to explore areas of impacts and human interest stories. The joint team visited Eyl and Bander Bayla. Due to the road accident, which involved UN staff, the visit to Gardo was postponed. Below are key results of different levels observed during the mission:</p>	<p><b>Output level</b></p> <p><b>Local governance capacity:</b> The municipalities of Eyl and Bander Bayla embedded public procurement and planning processes, though the administrations require continued support in further strengthening capacity of district systems such as financial management, focused on revenue collection.</p> <p><b>Financial records:</b> Eyl has challenges regarding how municipality store records of financial transactions. At the time of visit, the district had records on revenue and expenditure only for 2018 and 2019.</p> <p><b>Implementation of LDF:</b> The municipalities have good expertise in implementing community projects such as building roads, rehabilitation of the primary schools and health posts. The municipalities have little experience in monitoring and documenting sustainability and ensuring continuity of the projects.</p> <p><b>Outcome level</b></p> <p><b>Use of public procurement systems for districts’ projects:</b> Adoption of a public procurement process allowed the district administrations to introduce a process, where commercial firms can participate in the services delivery. It was demonstrated during the sites visits and interview with the stakeholders. Although, the districts adopted public procurement process, it is solely serves LDF projects and not being used for other projects. Some cases of LDF projects requires further investigation as existing practices contradict the Local Government Procurement Manual for Puntland, which had been updated in 2017.</p>





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			<p><b>Response to local community needs:</b> Both municipalities use Annual Planning Process aligned with the state priorities</p> <p><b>Key recommendations.</b></p> <p>Companies participating in a public procurement procedure must compete against each other and make their tenders independently. The bidders should declare their group connections. When affiliated companies submit bids under the same tender either or both should be disqualified to avoid conflict of interest. If the bidders cannot present a sufficient and credible clarification showing that their tenders are autonomous and independent, the proposals should be rejected. The practice of correcting arithmetical errors should be replaced by the practice of checking if a financial proposal has a mistake. If yes, such proposal should be disqualified.</p> <p>In case, when local procurement team faces situation that has not description in <i>Local Government Procurement Manual: Goods and Services</i>, they should seek written guidance and approval from MoI, MoPW and JPLG.</p> <p>As the current team had limited time to review procurement cases in Eyl and Bander Bayla, the programme should make a priority to scrutinize all (<i>at least 50%</i>) of completed procurement cases in JPLG target district</p> <p>Upon completion of field exercise, the <i>Local Government Procurement Manual: Goods and Services</i> must be revised based on the finding and lessons learned</p>
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