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PROGRAMME ANNUAL PROGRESS REPORT

Period: 2018

Project Name	UN Joint Programme on Local Governance and Decentralized Services Delivery in Somalia
Gateway ID	112301
Start date	1 st July 2018
Planned end date (as per last approval)	30 th 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.
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.
Milestone	
Location	Federal Government of Somalia - Mogadishu; Federal Member States (FMS) of South West (Baidoa, Hudur), Jubaland (Kismayo, Garbeharey), 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

Total Budget as per ProDoc	\$ 153,006,632
MPTF:	\$ 152,406,632
Non-MPTF sources:	PBF: \$ 600,000
	Trac:
	Other:



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Total MPTF Funds Received				Total non-MPTF Funds Received		
PUNO	Semi Annual 2018 (2)	Cumulative	Annual 2018	Semi Annual 2018 (2)	Cumulative	Annual 2018
JPLG	13,217,934	13,217,934	13,217,934	-	-	-

JP Expenditure of MPTF Funds ¹				JP Expenditure of non-MPTF Funds		
PUNO	Semi Annual 2018 (2)	Cumulative	Annual 2018	Semi Annual 2018 (2)	Cumulative	Annual 2018
JPLG	3,959,323	3,959,323	3,959,323	-	-	-

ANNUAL HIGHLIGHTS (July to December)

- Gender training carried out for District Preparatory Committee and Technical committee members in Southwest state to support gender inclusivity in the district council formation process.
- Local Leadership Management (LLM) training conducted in the newly established district of Hudur, Southwest state and they launched their first public procurement exercise.
- Training for BRA, Jubbaland and Southwest authorities on systems and tools for the delivery of public infrastructure investments.
- Training provided to MoM/BRA staff on human resource management and Participatory Planning and Public Expenditure Management cycle.
- Local Governance strategies and policies approved or submitted to cabinet for final endorsement.
- Per to per learning exchanges between new Federal Member states and Puntland.
- The district administration structures in Jubbaland have been developed
- Joint assessment of the newly established district councils (Baidoa and Hudur) were conducted.
- Somaliland video: <https://youtu.be/mM0n3h0-iH8>
- Puntland video: <https://youtu.be/-mvtsit8FIQ>

HIGHLIGHTS OF KEY ACHIEVEMENTS

- The first ever open consultative workshop between the Parliamentary Committee and the Mayors on the amended Local Government Law (Law No. 23/2002) took place in Somaliland
- The local government law for Hirshabelle and Galmudug states have been passed by their respective state assembly / cabinet with 30% women's quota.
- Finalization of Local Government Institutes (LGI) strategies and governance frameworks for Somaliland and the Federal Government. Final drafts ready for Puntland.
- 22% of members of the District Peace and Stability Committees (DPSC) are women.
- In Somaliland and Puntland, 70% of the young graduates recruited were women.
- Gender equality and social inclusion strategy was developed by JPLG.
- JPLG facilitated a series of discussions on inclusive politics with various stakeholders (Somaliland president, female political aspirants, members of parliament, civil society and Somali female MPs, National Independent Elections Commission (NIEC) team, traditional elders and UN staff)

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



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- All local development funded projects completed from JPLG II and final payments made.

SITUATION UPDATE

The ongoing creation of functional administrative units in the new Federal States and requirements for electoral cycles in Jubbaland and South West States have focused political attentions at national and state levels with little firm commitment to creating representative local government structures. For significant periods of 2018 the federal states failed to work constructively with the federal government, resulting in slow progress on a wide range of peace building and developmental issues.

In South West State, the elections proved to be highly contentious with state presidents accusing the Federal Government of interference. The leading political candidate was subsequently arrested, igniting civil unrest and a heavy-handed state response. The new government is now working to reconcile communities and is taking time to become functional.

Following the conclusion of peace talks in Mogadishu, leaders of Galmudug State and the Sufi paramilitary group, Ahlu-Sunna Waljama'a, have penned a political power-sharing deal aimed at uniting the factions in central Somali regions following years of friction. The group's leader, Sheikh Mohamed Shakir is designated to be the state's Chief of Ministers which led to an end of the open conflict. By the end of 2018 the situation remained tense and offered little room for progress in local governance.

Al Shabab have remained highly active across the new states of Somalia, with regular attacks and assassinations. This has persistently undermined progress, delayed project teams' access and undermined communities' commitments to move towards representative forms of government. Al Shabab on a number of occasions have and will continue to target examples of functioning local government – such as the bombing of district offices in Mogadishu of Hawlwadag and Hodan and the destruction of the Ministry of Interior, Federal Affairs and Reconciliation offices / building.

Somaliland and Puntland have continued to make progress. Towards the end of 2018 political tensions in Puntland increased in preparation for the January 2019 elections. The government's commitment to expanding the use and geographical coverage of JPLG systems is likely to cause tension between the two governments in the disputed regions of Sool and Sanaag.

A new administration took the leadership in MoM/BRA with the Secretary General taking responsibility for all projects implemented in MoM including JPLG. In all 17 districts of MoM, a reshuffle of the District Commissioners took place and 4 women district commissioners are now in place.

ANNUAL PROGRESS REPORT RESULTS MATRIX

OUTCOME 1: POLICY, LEGAL AND REGULATORY FRAMEWORKS ON LOCAL GOVERNANCE FINALIZED			
Output 1.1: Policies, laws and strategies for decentralization are drafted to clarify the division of functional responsibilities among central/federal, state and local governments			
INDICATOR	TARGET	PROGRESS ON OUTPUT INDICATOR	
		THIS QUARTER	CUMULATIVE 2018



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# of national and sub-national agreements on the division of functions between three levels of government for selected sectors reached and articulated in legislation and policy.	6	3	3 ²
Output 1.2: National and sub-national mechanisms are established and strengthened that lead dialogue on policies and legal framework related to local governance and decentralization.			
Number of mechanisms for inclusive dialogue on federalism and decentralization.	17	8	8 ³
Outcome 2: Local governments have the capacity to deliver equitable and sustainable services, promote economic development and peace			
Output 2.1: Structures and systems for good local governance, planning and programming are functional			
Number of target districts that develop, adopt and implement, human resource management systems	24	1	1 ⁴
Number of target districts that develop, adopt and implement participatory planning/budgeting processes	25	19	19
Output 2.2 Local government institutes (LGIs) are delivering standardized curriculum on local governance			
Number of target districts with councilors and local government staff who completed at least one LGI training based on a standardized curriculum.	26	17	17
Percentage of participants in LGI trainings with increased knowledge on local governance (disaggregated by sex)	70%		
Output 3.1: Representation of women in local government institutions (councils and administrations) increased			
Number of districts with gender responsive infrastructure in place.	10		
Increase in number of women in local government institutions occupying management and leadership positions			

NARRATIVE

OUTCOME 1: POLICIES

Legal Review Process

Following the submission of the Local Government Law (Law No. 23/2002) in October 2018 by the Somaliland cabinet to the Somaliland parliament, a consultative workshop on the amended of the Local Government Law (Law No. 23/2002) was held in Hargeisa on 30th and 31st December 2018. The workshop was jointly organized by the Somaliland's parliamentary committee on interior, security and defense and the Ministry of interior. The consultative workshop was aimed at helping the committee gather relevant information ahead of the expected debate in

² LG of Somaliland, Puntland and Hirshabelle

³ IMC secretariat, SL. PL, 3 Decentralization forums in JSS, HS and HS
Local coordination meeting in SWS and JSS

⁴ JSS developed HRM



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parliament on the amended Local government Law and it was the first open consultation ever to take place between the Parliamentary Committee and the Mayors. A total of 35 (M3; F:3) participants representing Mayors, Solicitor General, regional governor, Ministry of Interior, stakeholders of decentralization policy such as ALGASL and other institutions that are either directly or indirectly involved in provision of services including the office of the Vice president.

The review of the law is part of an ongoing legal analysis by the Somaliland Government and the Somaliland Solicitor General's Office of several laws underlying the process for decentralization and local government service delivery. The legal review aimed to ensure more efficient delivery of services by local governments.

During the workshop the feedback given from the district Mayors on the law included revisions needed to clarify functions and roles of decentralized service delivery and the amendments needed to clear up fiscal queries so that the local government can fully carry out its work. It is expected that following the consultation with the Mayors, a second consultation will be held with sector ministries such as Health, Water, Education, Roads, and the Environment, and with women and youth groups, for their input into the law. Subsequently, the ongoing consultative and legal review process will support the approval of the revised law by the Somaliland Parliament.

In Puntland, the programme has supported the government, under the leadership of the Ministry of Interior, to organize a further consultative workshop on legal/policy review process of the Local Government Law (No.7), on 1st and 2nd December. The purpose of the consultative workshop was to review the proposed recommendations of the legal review study of service delivery sectors which will be the basis of the Local Government law amendment. The recommendations included provision on district demarcations, district gradings and the proposed supreme court's role on the dissolution of district councils. A total of 53 (M:44; F:9) participants attended including members of the district (Mayors/Deputy Mayors) and civil society representatives.

Local Government Law adopted -FMS

The Hirshabelle Local Government Law was passed by the State Assembly on 21 October 2018 after a series of technical and political consultations with the government (state and federal) and the public. The law now provides the legal basis for establishing the third tier of government (districts) as outlined in the Federal Constitution and is in line with the revised Federal Law (# 116) and the existing FMSs laws on Local Government.

District Participatory planning and budget Guide DDF modules developed

Two training modules of the District Participatory Planning & Budget Guide (DPP&BG) / District Participatory Planning & Finance Guide (DPFG) were updated in the last quarter of 2018, and the programme supported three-day trainings and validation workshops in Puntland and Somaliland⁵ to familiarize participants with the modules, as well as provide an opportunity for a final review so that the modules could then be finalized, validated and translated into Somali. A total of 35 (M:30; F:5) and 30 (M:25; F: 5) participants attended in Puntland and Somaliland respectively including capacity development consultants and other MOI staff, as well as district planning and administration/finance directors.

In summary, these trainings achieved validation of the two draft training modules (DDF and Annual Planning & Budgeting), as well as generating valuable ideas about what needs to be included in the new Audit/M&E module to be developed.

⁵ Three-day training and validation workshop, November 27-29, Garowe, Puntland
Three-day training and validation workshop, December 2-4, Hargeisa Somaliland



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Gender Equality in Local Government Offices

Puntland Ministry of Women Development and Family Affairs (MOWDAFA) conducted a consultative meeting on Minimum Standards/Guidelines for gender equality and gender responsive Local Government Offices. 40 (M:14; F:26) participants from the districts and the Ministries attended the workshop and identified issues on gender inequality including lack of equal employment opportunities for senior positions and different salary scales for males and females.

Adoption of Office Management and Administration Tool / Manual

The Ministry of Interior, Jubbaland state facilitated a workshop on 12th and 13th December 2018) on Office Management and Administration Tools / Manual based on the Puntland one with 21 participants (M:16; F:5) from the Ministry's departments and the district Administrative/Finance department. The manual provides guidance and sets out procedures for Mol and districts staff in carrying out their daily work more effectively, with an emphasis on transparent and accountable work practices. The content of the manual includes meetings record management, communication, filing system, asset management, proper storage, applying for and authorising travel, managing vehicles and fuel, office procurement among others. The Ministry will issue a decree mandating districts' government to adopt the Office Management guidelines.

State level coordination of LG initiatives

With the overall goal of enhancing stabilization and coordination mechanisms between different federal levels, the Ministries of Interior of South West and Jubbaland in conjunction with relevant state ministries, the UN and other international agencies, organized separate local government coordination meetings on 25th October and 10th December 2018 respectively. The objectives of these meetings were to foster information sharing, establish a coordination mechanism on key areas of local government activities including progress on District Council formation and prevent duplication of activities.

An outcome of the SWS meeting was discussion on the Mogadishu - Baidoa corridor districts (Afgooye, Walanweyn and Burhakaba) which are to be given priority of intervention after JPLG supports an assessment of the corridor's political, social and economic trends. There were 40 (M:30; F:10) participants.

Decentralizing Dialogue forums

Decentralization dialogue forums are key to achieving a comprehensive policy and legal framework for the Federal Member States.

The Ministry of Interior, Jubbaland organized a Decentralization Dialogue Forum on 25th October, with 30 (F:6; M:24) participants from all key ministries involved in decentralized services delivery. The dialogue focused on the way forward for the decentralization process including development of a decentralization policy, legislations and procedures, division of functions / roles between districts, state and federal governments in decentralized service delivery.

The Ministry of Interior, Hirshabelle facilitated a Decentralization Dialogue Forum on 27th October to obtain an enhanced and shared understanding of decentralisation in the Somali context. 25 (F:8; M:17) participants from line Ministries of decentralized services (education, finance, planning public work and health) and the Mayor of Jowhar attended. The forum discussed the way forward for the decentralization process including policies and legislation and the division of functions between districts, states and federal governments.

The Ministry of Interior, Jubbaland also facilitated a Decentralization Dialogue Forum on 13th and 14th November to sensitize the civil society on the importance and concept of decentralized service delivery. 32 (F:14; M:18) participants from Civil society attended. The forum emphasised the need to capacitate future local governments to deliver equitable and accountable public service at the local level.



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The Vice President's Office-Somaliland convened the Inter-Ministerial Committee (IMC), on 22nd December for Ministers and Director Generals of decentralized ministries. The meeting reviewed the progress made in the implementation of the decentralization roadmap by local authorities with the support of JPLG. In conclusion, the IMC agreed to raise the issue of decentralization in future ministerial cabinet meetings to advance the implementation of decentralization policy.

The Vice President's Office-Puntland convened the Inter-Ministerial Committee (IMC) with 13 (M:11; F:2) participants with a focus on the progress of the decentralization roadmap. The Ministry of Health presented a draft strategy for health sector decentralization and the Ministry of Education informed that it's working on the education sector decentralization strategy. The IMC also agreed that each ministry should have a role and contribute to the establishment and functionality of the Local Government Institute (LGI) which is part of the government led expansion.

Implementation of harmonization planning strategy between districts, sectors & state

The Puntland Ministry of Planning and International Cooperation (MoPIC) and the Ministry of Interior and Local Governments (MoILG) organized a one-day consultation workshop to review the progress of implementation of the harmonization planning guidelines / framework adopted in July of 2017. Participants identified short, medium, and long-term strategies to be implemented by the respective stakeholders.

Urban Land Management Law

In 2018, there has been a growing awareness among stakeholders from all government levels that the very sensitive land issues should be addressed with more urgency and through legal reform. The Federal Government of Somalia through the Federal Ministry of Public Works, Reconstruction and Housing submitted a Planning Bill to the federal Parliament. The bill contains various provisions from Urban Regulatory Framework for Puntland (URF) and Urban Land Management Law, both supported by JPLG in its second phase. The adoption of the federal government institutions for the policy document supported by JPLG in the federal member states is a welcome move and contributes to having a single and unified regulatory framework.

In Puntland, after various technical consultation sessions were conducted in Bossaso and Galkayo, involving districts and regional authorities, the final version was compiled and finalized with necessary supporting documentation for submission to the IMC by the Ministry of Public Works and Transport in August 2018. The law will be submitted to the IMC for adoption.

In Somaliland, the amendment of Law No. 17 (Urban Land Management Law) was finalized including documentation and professional translation. The National Urban Planning Committee, as required by the Urban Land Management Law endorsed proposed amendment. However, changes in the portfolio of the Ministry of Public Works led to a decision to put on hold the submission of the draft law to the council of ministers. The previous Ministry of Public Works, Housing and Transport was transformed into the Ministry of Public Works, Lands and Housing. This underlines the efforts of the Government of Somaliland to bundle resources and address the complexities of urbanization and land management under the portfolio of the Public Works Ministry. The ministry, after consultations with other ministries, seeks to combine the Lessons learned from the review of the Law No. 17 with the drafted Somaliland National Land Policy document (April 2018). The objective is to draft a comprehensive policy document in line with



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the objectives of the National Development Plan II and a strong focus upon managing rapid urbanization with subsequently legal reform initiatives⁶. The new strategy will be reflected in the programme activities planned for the first half of 2019 to draft, validate and review a legislative roadmap and disseminate information updates for the public.

Framework for Property Taxation

The program supported the Ministries of Interior of both Jubaland and South West States of Somalia in their efforts to launch revenue collection efforts with specific focus on property tax given its significance and potential. In October 2018, validation workshops were conducted in Baidao and Kismayo where the framework for property taxation was debated and finally endorsed. The workshop involved staff from key relevant institutions such as district administration, Ministry of Interior and Ministry of Finance. The framework covers important aspects of property tax management including property surveying, database management, collection, enforcement and accountability.

OUTCOME 2: CAPACITY

Local Governments Administrative structures

The Ministry of Interior, South West facilitated a validation workshop on 29th October on the its administrative structure based on the Puntland structure in preparation for the district council formation and subsequent recruitments for the LG. Relevant ministries (mainly involved in decentralized service delivery such as education, water, health, public works, planning and finance) were involved to establish linkages between state and district levels. The structure is closely related to the functions and roles of the various players. The detailed organogram, defined functions for departments and departmental TORs were produced. There were 30 (M:23; F:7) participants and the feedback received was incorporated in the final version which is awaiting a Ministerial decree for official use.

Deployment of National Experts / Young Graduates in Government

The JPLG supports key Ministries and District administrations across Somalia and Somaliland to respond to capacity gaps to deliver on the mandates of local governance by providing technical experts and young graduate for improved effectiveness, maximized results, and sustainability of capacity development support of Somali institutions. The below table represents 72 (M: 47; F:25) consultants and YGs supported at ministerial and districts levels.

	FGS		JSS		SWS		GS		HSS		SL		PL		Total
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	
Young graduates (interns Ministry level)				4	2	1	1	2	1	1	2	2	2	1	19
Young graduates (interns at district level)											7	1	7	8	23
Admin and finance capacity building consultants (district level)							1				0	6			7
Capacity building consultants (Ministry level)		2	1	1		1				1	0	2		4	12

⁶ The Somaliland National Land Policy has been developed by a Land Policy Drafting group under the leadership of the then Ministry of Environment & Rural Development with technical and financial support by Academy for Peace and Development, FAO, Rift Valley Institute, Interpeace, SDF and EU.



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Admin and finance capacity building consultants (Ministry level)				1		1				1							3
IMC Secretariat											0	2	1	1			4
Legal and policy consultant											0	0		1			1
Gender consultant (short term)											0	0	1	1			2
M&E and data base consultant (short term)														1			1
Total				2	1	6	2	3	1	3	1	3	9	13	11	17	72

Local Government Institute (LGI)

The JPLG continued its support of the Local Government Institutes (LGI) which provide coordinated and standardized training to local government officials (both technical and elected political leaders). MoIFAR together with the MoIs of Hirshabelle and Galmudug conducted consultations in Johwar on 28th October with 40 participants and in Dhusamareb on 27th November with 33 (M:25; F:8) participants. The workshops were attended by the Ministry of Water and Mineral Resources, Ministry of Education, Ministry of Public Works, Ministry of Health, Ministry of Finance, Civil Service Commission, Districts and Regional administrations. The key goals of the meetings were to provide an overview of the LGI process and to have consensus around the establishment of the LGI through facilitation of dialogue on key strategic documents such as the validation of National Local Government Capacity Building Policy and the LGI core training modules.

LG Capacity Development Policy

The Ministry of Interior Federal Affairs and Reconciliation / Somalia’s Local Government Institute organized a validation workshop on Local Government Capacity Development Policy in Mogadishu on 29th November 2018 with 32 (M:23; F:9) participants from all FMS, BRA and the FGS. The policy is expected to be the governing framework for the LGI and lays the foundation to coordinate local government capacity to deliver services to the Somali people, as well as outline how Local Government training facilities will carry out training to government officials and civil servants. The policy has been submitted to the Somalia cabinet for approval.

Curriculum development

Consultations were held with MoIFAR, MoI Somaliland and CSI/LGI – Somaliland on development of a standardized curriculum that would ensure transferability of skills and knowledge across the country, with an aim that training delivered in one state or district will have the same content, standards and assessment, as in another. However, within this standardized curriculum there will need to be some flexibility to adapt the training materials to reflect the different contexts of the different locations. For example, the names of institutions may differ from one place to another, and some of the content/terminology will vary depending on the Local Government Law in the different states. Finalization of the curriculum is expected in Q1 2019.

Local government Institute (LGI) 5-year strategic plan:

The Somaliland 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 government will facilitate the final validation in Q1 2019.

Infrastructure Projects

Projects selection and feasibility studies were carried out for Hudur district and implementation is underway.



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The Ministries of Public Works in Puntland and Somaliland provided technical assistance in terms of technical supervision and quality assurance for the local development funds infrastructure funded projects that ensure technical standards are adhered, capacity gaps identified as well as ensuring fiduciary risks concerns addressed. The recruitment of the technical advisors for this support were conducted through a collaborative and open competitive process.

Projects implemented and funded under the local development fund were identified and prioritized.

Technical support was provided for the annual work plan and budgeting process adhering to the District Participatory, Planning and Finance guidelines. The technical assistance support provided by the ministry of public works and roads agency ensured the project identified are technically compliant with the requisites of the local development fund. In Puntland, a total of 47 projects were prioritized from 9 districts (Bosaso 9, Gardo 7, Galdogob 4, Galkayo 3, Burtinule 1, Garowe 6, Jariban 3, Berlya 9 and Ely 8) and in Somaliland a total of 35 projects from 7 districts (Zeila 5, Borama 8, Gabiley 2, Berbera 3, Sheikh 2, Burao 10, Odweine 4). Feasibility studies for the selected projects will be carried out in the next reporting period. Apart from technical feasibility of the project, social and economic aspects will also be identified and documented.

Urban Planning

As part of an effort to strengthen institutional capacity of Ministry of Public Works, continued technical support was provided to the urban planning department both in Somaliland and Puntland. Technical teams consisting of GIS expert and urban planner were embedded to ministries to strengthen capacity and support districts in terms of master plan development and implementation of urban development plans. The technical teams supported development of the Berbera master plan and implementation of the Gabiley urban development plan. In Odweyne, the GIS data compilation exercise was followed by the production of thematic maps and local consultation workshops was held in July 2018 to define the future growth direction of the town and infrastructure development needs. The technical teams supported development of district profiles and finalization of District Development Plans. The latter one has been aligned with the National Development Plan II. In Berbera, a team of ministry officials conducted an awareness and consultation workshop with the municipality in July 2018 to discuss urban development challenges and opportunities for city extension and special economic development zone.⁷ As a result, there has been a growing concern on the need to establish a coordination mechanism among crucial ministries and the district council to draft parameters for a long-term integrated spatial development plans to facilitate economic and social development, but also look upon a balanced approach that takes environmental protection and resource management into account. The improved capacity of the Ministry of Public Works in Somaliland could be mirrored for the exercise in the border town of Wajaale where a major achievement of urban planning process was noted. Wajaale, a small, but important market center and border town on the transport corridor connecting Dire Dawa in Ethiopia with Berbera in Somaliland, was devastated by fire that destroyed many market sheds, but the Ministry of Public Works coordinated concerted efforts to improve the road network and hence pave the way for rehabilitation of the destroyed market. The Wajaale road network master plan is an example where planning and implementation went hand in hand. The plan was presented to the Gabiley District Council. It provides the basis to further outline the proposed land use categories, town extension area and to estimate the infrastructure needed to cater for a growing population and to unlock the potentials of the local economy.

In Puntland, the Urban Planning team under the Ministry of Public Works and Transport directed its activities in 2018 to support further implementation of the Bossaso City Extension Plan (Phase II) by assisting in road survey and

⁷ Berbera with its international sea port and gateway for the Somaliland economy increasingly gets international attention since Somaliland and the UAE made agreements upon the development and operations of the port through Dubai based Port World.



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mapping, road opening and accompanying community information. In Garowe, similar assistance was provided to the municipality to improve road access. The planning team of the ministry assisted nine JPLG districts in updating the data base for district profiles and produced dozens of districts and thematic maps for the District Development Plans.



Road opening in Bossaso based upon City Extension Plan (Phase II)

The involvement of the urban planning team has enriched the DDF in terms of qualitative data compilation and processing and using them as a tool for balanced and inclusive development planning and monitoring (see Burtinle map for example).

In terms of urban planning and durable solutions to displacement, Bossaso Municipality has undertaken great efforts with the Government of Puntland and various humanitarian and development partners to find solutions for IDPs and refugees ranging from land designation, shelter construction, social services to community involvement and empowerment. The program linked Bossaso Municipality to UN-Habitat's Participatory Slum Upgrading Programme (PSUP) and as a result, the mayor of Bossaso attended African Caribbean Pacific, the European Commission (EC), and UN-Habitat Tripartite conference in Brussels in November 2018. The meeting participants advocated for access for all to adequate, safe and affordable housing and basic services and upgrade slums, in line with the 2030 agenda for Sustainable Development Goals.

State-to State Peer Learning

To foster knowledge exchange among Ministries of Public Works, a peer-to-peer learning exercise was conducted in October 2018⁸ bringing together a team from South West State with their counterparts in Puntland. The main topics were the drafted urban land management laws under the responsibility of the sister ministries and the practical work done on city extension plans in Bossaso and Garowe. The Baidoa team also met with high-government officials from the Ministry of Interior and the Ministry of Woman and Family Affairs. Both ministries are located in newly constructed compounds and the team from South West State noticed with great interest the improved working conditions for staff that impacted the service delivery of the ministries positively. During this period, the teams exchanged technical discussions on urban planning and land management issues and visited a number of government institutions.

In South West State and Jubaland, the programme enforced its efforts to collaborate with the Ministries of Public Works in coordination with other implementing partners, mainly with World Bank, TIS+ and SSF through the Infrastructure Pillar Group Meetings, but also through collaboration under the ongoing Peace Building Funds

⁸ 23 to 29 October 2018



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supported Midnimo (Unity) and Daldhis Programs to improve coordination and delivery.

Land Management, Administrative Systems and Urban Development

Somali cities are growing fast. Mogadishu, for example, belongs to the group of fastest growing metropolitan cities in the world. The growth is mainly driven by rural-urban migration, protracted displacement and impact of insecurity and instability in southern and central Somalia as well as by natural growth. To accommodate the current growth and to reintegrate more than half a million of displaced people or every fifth resident, Mogadishu would need to develop every year roughly 100 ha new land in a systematic way to overcome the current trend of unplanned and environmentally risky city extension and transformation that may trigger new conflicts over access to basic urban services including land.

In 2018, the Benadir Regional Administration (BRA)/ Mogadishu Municipality has put on the agenda the drafting of a policy to tackle the current displacement crises. It established an Urban Solution Task Force to draft strategies for the reintegration of IDPs. This includes a spatial approach for planned city extension, resettling and upgrading of IDP settlements in conjunction with area development plans and tenure security arrangements. Capacity injections are being undertaken to bundle the efforts of various humanitarian and development partners leading to a Durable Solution Unit to coordinate in the implementation of the IDP policy. This is linked to the preparations for JPLG workplan activities to support BRA in its efforts to develop a Strategic Five-Year Plan and accompanying long term urban development strategy.



Discussion on BRA Strategic Assessment in Mogadishu

Hargeisa Visioning exercise as part of city planning and managing process

In Somaliland, the main obstacles to accommodate rapid urban growth and unlock development opportunities for its largest urban center, Hargeisa, are both the insufficient capacity of the municipality and the lack of a shared common understanding on how and in which directions the city shall be developed properly to meet the needs of its citizens, businesses and various communities. The program supported Hargeisa District Council in 2018 to review the District Development Plan in line with the new National Development Plan II. The programme also supported the ongoing urbanization review project of the World Bank in Hargeisa by facilitating research upon development challenges through the NRC and Rift Valley Institute. The results will inform the programs initiative for the Hargeisa Urban Visioning Exercise in 2019.

For this reason, a concept has been developed and discussed with JPLG agencies as well as with the leadership of Hargeisa Municipality to reach a joint understanding about the objectives of the visioning exercise as part of a city planning and managing process, and the activities related to capacity development in planning and land management. The update of the GIS database of the municipality and the thematic maps for technical and social



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infrastructure including drainage system and the planned urban planning trainings with municipal staff and staff from relevant ministries will be conducted in 2019.

Benadir Regional Administration Strategic Capacity Assessment

The program conducted a capacity assessment of BRA and the findings of the assessment were used to inform program implementation. The strategic assessment covered crucial departmental analyses such as administration and finance, audit and procurement, urban planning, project implementation, and social services. The assessment, although delayed due to some administrative challenges, was presented and discussed with the entire BRA leadership and other implementing partners such as TIS+, NIS, World Bank, UNOPS on 7th and 8th November.

The Report concludes in general that “the legal framework for governing Mogadishu is fragmented, outdated and needs revision. The financial management processes and revenue collection is improving but needs to be streamlined and relevant manuals put in place. “

Review of Training Materials

Local Leadership Management Training materials are crucial instruments for capacity development at the district level. The program supported the Ministries of Interior at the Federal level and in Somaliland to review and update the training material. The materials reviewed included local leadership, gender mainstreaming and conflict management manuals. A team of qualified trainers under the auspices of Local Government Institute led the reviewing exercise in Hargeisa and Mogadishu, ensuring the content of the training material is relevant, well-presented and responded to the needs on the ground.

Financial Management at the District Level

The program has been supporting financial management at the district level. All the districts where the program is active in Somaliland and Puntland, AIMS and BIMS are in place for improved financial management and greater revenue collection. As the turnover of local government staff is high, the program plans in every quarter some refresher trainings. Team viewer mechanism is also put in place to provide technical support and troubleshooting to districts remotely. The facebook page where municipal staff exchange ideas and address challenges also helped and sustained the financial management at the district level. In Hargeisa and Buroa, AIMS and BIMS refresher training was provided to 12 finance officers (8:M; 4:F) whereas in other districts in Somaliland and Puntland, technical support on automation was provided remotely.

Agreements were also signed with Ministries of Interior of Somaliland and Puntland to introduce mobile money payment platform where citizens will be able to meet their tax obligation digitally. Consultation with the relevant authorities such as districts, Ministry of Finance, Accountant General and Auditor General is ongoing.

Africities Meeting in Morocco

The program facilitated the participation of the mayor of Berbera to the biggest gathering of African cities in Marrakesh, Morocco to exchange ideas on local governance and decentralized service delivery. The case of Berbera was presented in the meeting attracting interest from many municipalities in the region. The trip also proved an eye-opener and upon return, Berbera municipality initiated an aggressive campaign to make Berbera cleaner and greener. Plantation of one thousand and five hundred trees along the main roads is ongoing.

Other Key Achievements

Convening a meeting to discuss the results of the strategic assessment of BRA with other implementing partners such as TIS+, NIS, World Bank and UNOPS opened up a window for dialogue on collective working in BRA.

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



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- The electioneering period in Puntland though peaceful did slow down commencement of activities.
- Delays in district council formation in new FMS, without a coordinated multi state strategy – beyond the principles contained in Wadajir framework.
- District councils established to date have had low levels of female representation; it has been difficult to reach consensus on quotas.
- More attention needs to be paid to (innovative) activities to bridge the gap between women demanding accountability and representation of women in the legislature and the executive.
- Inadequate district staffing levels at district and FMS levels is delaying capacity-building support, and is directly linked to resource shortages and the lack of basic recurrent expenditure incomes beyond S2S support.
- Security constraints and limited means of travel pose a challenge in accessing newly established districts
- Dissolution of Bossaso and Garowe district councils in Puntland affected their capacity to deliver services and perform key functions.
- A continued lack of political agreement to tackle the legal status of the capital makes progress in creating representative authorities a challenge
- The transition between JPLG II and JPLG III required a refocusing of actions, staff reductions and numerous field and management staff recruitment processes. Each highly time consuming. It is only by the first quarter of 2019 that new senior management teams are likely to be fully in place.

Peacebuilding impact

In South West State and Jubaland, the programme enforced its efforts to collaborate with the Ministries of Public Works in coordination with other implementing partners, mainly World Bank, TIS+ and SSF through the Infrastructure Pillar Group Meetings, but also through collaboration under the ongoing Peace Building Funds supported Midnimo (Unity) and Daldhis Programs to improve coordination and delivery.

Catalytic effects

South West, Jubaland and Hirshable states organized several meetings to strategize on the implementation of the National Framework of Local Governance (Wadajir Framework), which integrates and expands elements of local governance that support district council formation which has attracted donors including SSF and FCA. In addition to supporting the government's coordination efforts around local governance, the programme has promoted coordination, cooperation and information sharing among projects such as Finnish Church Aid (FCA), Support-to-Stabilization (S2S) and Somalia Stability Fund (SSF), by supporting State Level Coordination meetings on Local Governance and Stabilization. This is helping identify synergizes and avoid duplication of efforts.

Gender

The JPLG III has a gender and inclusion strategy document and an outcome dedicated to gender that aims to improve gender equality and social inclusion in local governance by strengthening the representation, inclusion, retention and voice of women, youth, IDPs and minority groups in local government councils and administration, and in public decision-making processes (planning, budgeting, oversight, accountability).

A Gender and Inclusion Champion, Vera Baboun, the former Mayor of Bethlehem was invited by the programme to raise awareness and encourage debate among high profile political leaders (Vice President, Ministers, Mayors parliamentarians) and citizens on the importance of inclusive politics prior to the elections scheduled for 2019 in Somaliland and District Council formation process in FMS. In Somaliland and Somalia, Vera facilitated sessions with potential female candidates, youth groups, political leaders, and parliamentarians. In the sessions she highlighted the importance of inclusive governance, so the citizens can be able to voice their opinions and hold their elected leaders accountable. Additionally, the JPLG has worked in conjunction with other relevant programmes (UNSOS, Parliament and Gender) who are directly engaged with PWG I (Inclusive Politics)



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In Somaliland and Puntland, 70 % of the young graduates recruited were women. The project supports the deployment of young graduates to ministries and district administrations and have a set target for women of 50%. Considerable efforts have been made to ensure that policies, regulations and frameworks also reflect gender equality and representation of women.

Through the programme’s advocacy, the Local Government Law of Hirshabele has a 30% quota for women. The human resources management manual provides clear regulation and guidance on how to ensure adequate participation and representation of women.

Proportion of gender specific outputs in Joint Programme ⁹	Total no. of Outputs	Total no. of gender specific Outputs
		9
Proportion of Joint Programme staff with responsibility for gender issues (as of end of 2018) ¹⁰	Total no. of Staff	Total no. of staff with responsibility for gender issues
		30

Human Rights

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.

The project promotes participatory planning local government processes and encourages inclusion of all groups in community consultations. The systems for participatory planning and public expenditure management for local governments have been adopted by Somaliland and Puntland and South west State governments and will be rolled out to new Federal member states and Mogadishu Municipality. Accountability and transparency are ensured through strengthening community consultation and engagement in local government planning and budgeting processes. Village representatives and community monitoring groups (which have representation of women, youth and marginalised groups) are invited to take part in selecting the projects to be funded and implemented by the local government as well as verify that previous project is implemented according to plan.

The JPLG continues to promote human rights through the following strategies:

- Integrate human rights into training provided to both duty-bearers and rights-holders including systems for participatory planning and public expenditure management for local governments that have been adopted by governments in Puntland and Somaliland and will be rolled out to all districts in new federal member states and BRA/MOM;

⁹ Gender Specific Outputs are those that are specifically designed to directly and explicitly contribute to the promotion of Gender Equality and Women’s Empowerment.

¹⁰ 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.



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<ul style="list-style-type: none"> • Continue to strengthen engagement between rights holders and duty-bearers; • Strengthening alliances for social change in the communities; • Increasing incentives for duty-bearers to strengthen performance in the provision of services; • Strengthening social accountability mechanisms 	
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?	Result (Yes/No)
	Yes
No. of Joint Programme outputs specifically designed to address specific protection concerns.	Result (No.)
	3
No. of Joint Programme outputs designed to build capacity of duty bearers to fulfil their human rights obligations towards rights holders.	Result (Number)
	3
Other	
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). 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.	Results (Yes/No)
	Yes
Have FMS(s) been engaged in one or more of the following: design, planning, implementation, coordination and/or monitoring of the Joint Programme. 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.	Results (Yes/No)
	Yes
Describe nature of cost sharing: % of LDF projects funding.	
Communications & Visibility	
Periodic newsletters	
Visibility Videos	
Somaliland video: https://youtu.be/mM0n3h0-iH8	
Puntland video: https://youtu.be/-mvtsit8FIQ	
District Participatory planning and budget/ Finance guide and DDF training, in Hargeisa https://www.youtube.com/watch?v=9ku5lj2Jqds&feature=youtu.bethe	
JPLG supported a consultative meeting on local government laws in Hargeisa bringing together representatives of parliament and mayors and discussed amended laws for LG Law prior to their approval by parliament on December	



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30th and 31st. This was featured in SNTV and UNDP website

<https://www.youtube.com/watch?v=QXLb-F4yn58>

<http://www.so.undp.org/content/somalia/en/home/presscenter/pressreleases/2018/04/10/jubaland-state-officials-meet-with-federal-government-to-develop-local-government-institute-standardise-local-governance-in-the-state.html>.

A key new policy to coordinate local government capacity development & training in Somalia, led by the Government, with the support of the JPLG, has gone through final review by technical experts from the MOIFAR, FMS & UN in Mogadishu on 29 November 2018.

<https://www.facebook.com/undpsom/photos/pcb.1637288439751382/1637287459751480/?type=3&theater>

Looking ahead

- Technical feasibility studies for the LDF projects; this will include both social and economic aspects.
- The design and budgeting for the LDF projects,
- Procurement for works (advertising, bidding, evaluation and contracting)
- Technical standards and specifications training for the implementation of works/services for the LDF projects
- Technical assistance in the implementation of standards, quality control and enforcement for the LDF projects
- Continue support to advance district council formation and strengthen collaboration among actors involved in local governance, including PBF
- In Somaliland and Puntland, the program will continue to support further consultation on the legal review initiatives
- Continuation and activation of Puntland and Somaliland government led expansion strategies.
- Capacity training targeting staff newly established offices in the FMS will be provided through technical peer-to-peer training and exchange visits to Puntland.
- In Jubbaland and SWS development of the local government HRM guideline and deployment of local government employment regulation in line with laws/policies for civil service.
- BRA/MOM will develop HRM tools -biometric employee data/ systems.
- Develop Local government Office Management and Administration tools for BRA
- State level coordination meetings on LG and Stabilization will take place in Hirshabele and SWS
- Conduct periodic mapping assessment of local service providers for selected training modules under LGI / MOI in Hirshabele, SWS and Jubbaland.
- Finalization of the Board of Advisory's Manual for Somaliland LGI Board
- Development of the Audit/M&E module for the districts planning process



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ANNEX 1. RISK MANAGEMENT

Type of Risk ¹¹	Description of Risk	Likelihood	Potential Impact	Mitigating Measures
Political risks	<p>1. 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>2. 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>

¹¹ Environmental; Financial; Operational; Organizational; Political; Regulatory; Security; Strategic; Other.



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				2018.
	<p>3. 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>4. 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>5. 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>
Security risks	Restricted access to field locations, especially in new	Likely	High	JPLG in close cooperation with the donors engage third parties to implement and monitor activities. Expansion of actions will require firm



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	Federal States, and the disputed regions of Sool and Sanaag.			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.
Operational risks	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.	Likely	Medium	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.
	2. Insufficient resources are made available to enable the full program's implementation.	Likely	Medium	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.
	3. High costs of UN field operations undermine the programme's value for money.	Likely	Medium	3. Staff numbers are to be kept to a minimum and common working 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.



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	4. Corruption and misuse of funds at local level	Likely	High	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.
Quality of delivery	Due to varying degrees of institutional capacity, the quality of Programme activities may vary, particularly for services provided by third parties contracted by JPLG.	Likely	Medium	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.



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ANNEX 2. MONITORING AND OVERSIGHT ACTIVITIES :

Monitoring Activity	Date	Description & Comments	Key Findings / Recommendations
[I.e. Programme oversight field monitoring visit]		[Monitoring of project undertaken by CO Programme oversight unit; POPP mandates that these must take place for each project minimally once a year.]	
[I.e. Project Board Meeting]		[Should take place quarterly.]	
[I.e. DIM Audit]		[Should take place annually above certain financial thresholds; organized by CO.]	
[I.e. Independent Evaluation]		[Should take place as per project document.]	
[I.e. Engineering site visit.]			
[I.e. Stakeholder Review Consultation]			



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ANNEX 3. TRAINING DATA

#	Target Group		Dates	# of participants			Title of the training	Location of training	Training provider
	Ministry. District or UN staff	Others		M	F	Total			
1.	Accountant General, MOF and MOI		3 rd Nov-10 Nov 2018	10		10	Somaliland Delegate Study Tour on Fiscal Decentralization and PFM Reform (Public Financial Management Reform) Delegate Members from, Accountant General Office, Ministry of Finance, and Ministry of Interior	Various Ministries in Uganda	MOF/UNCDF
2.									
3.									
4.									
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18.									



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#	Target Group		Dates	# of participants			Title of the training	Location of training	Training provider
	Ministry. District or UN staff	Others		M	F	Total			
19.									
20.									
Totals:									