



# UN Joint Programme on Local Governance and Decentralized Service Delivery

(In Somaliland, Puntland and South-Central Somalia)

## REPORT OF THE MID-TERM REVIEW (MTR)

### ANNEXES TO THE MTR REPORT

15 August 2011

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The Mid-Term Review of the UN Joint Programme on Local Governance and Decentralized Service Delivery was carried out by Local Development International s.a.s. (LDI) under contract with UNDP. Fieldwork in Nairobi, Somaliland and Puntland took place between the 11th of April and the 2nd of May 2011, and was conducted by an LDI team composed of Leonardo Romeo, Henny Andersen, Sarah Jones and Giuliano Bosi.

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## **Annex I. On Value for Money**

**An assessment of the Value-for-Money delivered by the JPLG**

**(source: ITAD/DFID methodological framework<sup>1</sup> and Own elaboration and scoring)**

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<sup>1</sup> Chris Barnett, Julian Barr, Angela Christie, Belinda Duff, and Shaun Hext , Measuring the Impact and value for money in governance and conflict programs – ITAD Final Report (2010)

**TABLE 1 – The ITAD/DFID Value-for-Money Assessment Framework, as adapted by DFID/Somalia**

VfM Dimension	VfM Criteria	Score Descriptor				
		1	2	3	4	5
Effectiveness	<b>Theory of Change</b>	<ul style="list-style-type: none"> <li>▪ Little or no likelihood that outputs will deliver purpose</li> <li>▪ Too little information on assumptions to assess effects on outcome</li> <li>▪ Risk of not achieving purpose very high</li> </ul>	<ul style="list-style-type: none"> <li>▪ Outputs do not meet “necessary and sufficient” rule</li> <li>▪ Assumptions are questionable and not sufficiently detailed</li> <li>▪ Risk of not achieving purpose high</li> </ul>	<ul style="list-style-type: none"> <li>▪ Outputs are necessary and sufficient to deliver purpose.</li> <li>▪ Some assumptions about externalities realistic and credible; some questions about coverage/depth</li> <li>▪ Some risk of underachieving, but managed to enable achievement of purpose</li> </ul>	<ul style="list-style-type: none"> <li>▪ Outputs are necessary and sufficient to deliver purpose.</li> <li>▪ Realistic and credible assumptions about externalities ; good coverage/depth</li> <li>▪ Low risk of underachieving, likely will achieve purpose</li> </ul>	<ul style="list-style-type: none"> <li>▪ Outputs are necessary and sufficient to deliver purpose.</li> <li>▪ Realistic and credible assumptions analyzing key externalities in sufficient depth</li> <li>▪ Probable will achieve or exceed purpose</li> </ul>
	<b>Leverage/ Replication</b>	<ul style="list-style-type: none"> <li>▪ No leverage of wider effects identified</li> <li>▪ No or very low potential for additional benefits (e.g. scale-up, multiplier or replication) identified</li> </ul>	<ul style="list-style-type: none"> <li>▪ Some leverage of other activities /investments and wider effects identified</li> <li>▪ Limited potential for additional benefits (e.g. scale-up, multiplier or replication) identified</li> </ul>	<ul style="list-style-type: none"> <li>▪ Leverage of other activities /investments and wider effects identified</li> <li>▪ Some potential for additional benefits (e.g. scale-up, multiplier or replication) identified</li> </ul>	<ul style="list-style-type: none"> <li>▪ Leverage of other activities /investments and wider effects described and supported by strong evidence</li> <li>▪ Considerable potential for additional benefits (e.g. scale-up, multiplier or replication) identified</li> </ul>	<ul style="list-style-type: none"> <li>▪ Leverage of other activities /investments and wider effects described with evidence of significant potential for expansion or replication</li> <li>▪ Considerable potential for additional benefits (e.g. scale-up, multiplier or replication) identified</li> </ul>
Efficiency	<b>Productivity</b>	<ul style="list-style-type: none"> <li>▪ Cost of activities/outputs higher than similar programs &amp; no mitigation factors identified</li> <li>▪ No evidence that value of outputs is optimized</li> <li>▪ Weak or no activity schedule and milestones</li> <li>▪ Weak, no efficiencies and very poor input-output ratios</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost of activities/outputs higher than similar programs &amp; no mitigation factors identified</li> <li>▪ Little evidence that value of outputs is optimized</li> <li>▪ Activity schedule and milestones insufficiently well planned to deliver timely outputs</li> <li>▪ Poor productivity with no efficiencies achieved.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost of activities / outputs comparable with similar programs</li> <li>▪ Some evidence that value of outputs is optimized(e.g. through timing of delivery, increase / decrease in proportion of outputs / inputs)</li> <li>▪ Activities planned in integrated sequenced way , but milestones poor on timing and delivery</li> <li>▪ Adequate productivity with some efficiencies achieved.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost of activities / outputs comparable with similar programs</li> <li>▪ Good evidence that value of outputs is optimized(e.g. through timing of delivery, increase / decrease in proportion of outputs / inputs)</li> <li>▪ Integration and sequencing of activities supports delivery and measurement of productivity (actual vs. planned)</li> <li>▪ Efficient with good inputs-outputs ratio and performance likely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost of activities / outputs comparable with similar programs</li> <li>▪ Strong evidence that value of critical outputs is optimized(e.g. through timing of delivery, increase / decrease in proportion of outputs / inputs)</li> <li>▪ Integration and sequencing of activities supports delivery and measurement of productivity (actual vs. planned)</li> <li>▪ Very efficient with high productivity ratio and performance expected</li> </ul>
Economy	<b>Procurement</b>	<ul style="list-style-type: none"> <li>▪ No discernible use of procurement to manage or reduce costs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Some identifiable management of costs through procurement</li> <li>▪ Ongoing monitoring of procurement costs not identified</li> <li>▪ Little or no assessment of effects of procurement savings on outputs/outcomes</li> <li>▪ Costs are managed through procurement</li> </ul>	<ul style="list-style-type: none"> <li>▪ Costs managed and increased economies identified through procurement</li> <li>▪ Ongoing monitoring of procurement costs planned</li> <li>▪ Risks to outputs/outcomes identified</li> <li>▪ Costs are managed and reduced through procurement</li> </ul>	<ul style="list-style-type: none"> <li>▪ Costs reduced and supported by evidence of savings achieved through a better use of procurement</li> <li>▪ Ongoing monitoring of procurement costs planned</li> <li>▪ Risks to outputs/outcomes identified and assessed</li> <li>▪ Costs are managed well and effective savings found</li> </ul>	<ul style="list-style-type: none"> <li>▪ Significant cost reduction achieved through better use of procurement, supported by evidence</li> <li>▪ Ongoing monitoring of procurement costs planned</li> <li>▪ Risks to outputs/outcomes identified, assessed and minimized</li> <li>▪ Costs are significantly reduced and managed to very good effect.</li> </ul>
	<b>Unit Costs</b>	<ul style="list-style-type: none"> <li>▪ Very high costs compared to benchmarked unit costs(BM)</li> <li>▪ No mitigating factors identified which explain and justify additional costs</li> <li>▪ Costs exceed BM by wide margins and represent poor returns</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost is above BM</li> <li>▪ Few mitigating factors explained , which justify additional costs</li> <li>▪ Costs exceed BM and is not delivering adequate returns</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost comparable with BM</li> <li>▪ No additional benefits identified</li> <li>▪ Costs are comparable and delivering adequate results</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost comparable with BM</li> <li>▪ Some additional benefits described and quantified</li> <li>▪ Costs are comparable and represent good returns</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost below BM</li> <li>▪ Some additional benefits described and quantified</li> <li>▪ Cost is lower by wide margin and represents excellent returns</li> </ul>

**TABLE 2 – MTR narrative assessment and scoring of JPLG Effectiveness, Efficiency and Economy**

EFFECTIVENESS (from Outputs to Outcomes)		JPLG Outcomes (as per 2009 Log Frame)	Narrative Assessment	Scoring and weighting		
				Score	Weight	Weighted Score
Effectiveness Criteria	Theory of Change	<ul style="list-style-type: none"> <li>Communities have equitable access to basic services through local governments</li> </ul>	<p>Communities have certainly benefited, from JPLG-funded investments, to improve their access to services in a number of sectors (Health, Sanitation, Urban and Rural Water, Transport, Markets, Environment).</p> <p>There is evidence (from all 4 districts visited by the MTR team) that in some cases and sectors (particularly Health and Water) program outputs have been less effective in producing the intended outcome of increased access to services, because of either insufficient depth of problem analysis (outputs not satisfying the “necessary and sufficient” rule) or lack of attention to critical assumptions and risks (undefined/uncertain responsibilities and resources to cover operating and maintenance costs)</p> <p>In fact JPLG Log Frame and practice face two basic issues: (i), service delivery is simply equated to the construction of infrastructure that supports it and (ii) because of weakness in investments planning and appraisal, program outputs may neither be the necessary, nor the sufficient solution to the service delivery problem at hand. Both issues are discussed elsewhere in this report</p>	2.50	0.500	2.75
		<ul style="list-style-type: none"> <li>Local Governments are accountable and transparent</li> </ul>	<p>Here the assessment is made difficult by the fact that the current JPLG Log Frame does not capture a substantial set of activities and results carried out and pursued in practice by the JPLG. For example the Log Frame is silent on the central effort of the JPLG to build District Administrations capacity for all stages of the public expenditure management cycle, and to develop the MOI's mechanisms and systems for legality controls and performance monitoring of LG, which are critical for achieving accountable and transparent LG.</p> <p>If however the above (actually pursued) outputs are taken into consideration and the intended outcome is actually understood as a relative increase in accountability and transparency of Local Government, (whose metric remains however undefined), the JPLG outputs qualify as both necessary and sufficient to deliver such increase and the risks or not producing the intended outcome could be considered as reasonably low.</p>	3.50	0.500	
	Leverage/ Replication	<ul style="list-style-type: none"> <li>Communities have equitable access to basic services through local governments</li> </ul>	<p>There is limited evidence (from interview with Mayor of Hargeisa) that JPLG efforts to link District Administration and local communities, are being leveraged to produce wider interactions and forms of partnerships and co-provision of services (e.g.; community co-financing of street paving in Hargeisa).</p> <p>While the role of local leadership is critical and the problem of attribution (to which extent this is the effect of JPLG?) remains open, clearly the potential of JPLG practices to be leveraged and produce better partnerships and additional community resources mobilization for services delivery by District Administrations is high.</p>	4.00	0.500	4.25
		<ul style="list-style-type: none"> <li>Local Governments are accountable and transparent</li> </ul>	<p>There is evidence (from all Districts visited by the MTR team) that procedures introduced by JPLG for accountable and transparent governance (District participatory planning, and related preparation of District Development Frameworks, annual public policy discussion meetings, as well as improved procurement procedures) are being adopted as part of the regular operations of the District Councils and Administrations. Evidence also exists that in a limited number of cases, JPLG-extended procedures are influencing the mobilization and allocation of resources other than the funds made available by the JPLG itself.</p> <p>Also, where improved accounting and local taxes assessment and collection systems (AMIS and BMIS) have been introduced, there is clear potential for such instruments to be used for District-wide financial reporting and resources mobilization, and not just for the reporting on external resources. This is the case already for the Somaliland Districts, where AMIS and BMIS have been introduced earlier than elsewhere.</p> <p>Full leverage of the JPLG-introduced District planning procedures, to influence the programming and budgeting of all District resources, in all Somalia's Districts, requires that they undergo some changes (as suggested elsewhere in this report), but their potential to become LG statutory processes in Somalia remains high.</p> <p>Similarly both the procurement and financial management procedures and systems, introduced by JPLG, are generally appropriate to the current conditions of the District Administrations. Their potential for Somalia-wide dissemination and replication is therefore also high.</p>	4.50	0.500	

EFFICIENCY (from Inputs to Outputs)		JPLG Outputs (as per 2009 Log Frame)	Narrative Assessment	Score	Weight	Weighted Score
Efficiency Criteria	Productivity	<ul style="list-style-type: none"> <li>Local Government policy, legal and regulatory framework in the 3 regions of Somalia initiated</li> </ul>	<p>Cost of activities is relatively high when compared with the degree to which this output has been achieved.</p> <p>There is also little evidence that the value of the studies, policy options and policy guidance documents produced with JPLG financing is optimized. Because of the uncertain position of counterpart authorities in the three areas with respect to the scope and timeframe of decentralization reforms, it has been difficult for JPLG to obtain an unequivocal buy-in of basic principles for reform, and even more difficult to lay out, and agree on, a plan with specific timeframes and milestones for the production of the necessary policy, legal and regulatory instruments.</p> <p>Without such plan(s) tailored to the different conditions of SL, PL and SC Somalia JPLG resources risk to be inefficiently used. The key factor for the establishment of such plans however, is beyond JPLG reach. What is critical is the emergence of genuine reform champions who may be willing and able to initiate a structured process of policy and legal reform and make use of JPLG-funded policy, legal and regulatory texts within such process.</p>	2.50	0.111	3.25
		<ul style="list-style-type: none"> <li>Up to 24 Districts have legitimate Councils established and operational in selected locations</li> </ul>	<p>This output is actually not a real “deliverable” by the JPLG. The program may act both as an incentive and as a powerful contributor, but the process of formation (or dissolution, as witnessed in the case of Bosasso) of legitimate District Council remains largely dependent on local political processes outside of the JPLG management direct control.</p>	N A.	NA	
		<ul style="list-style-type: none"> <li>Up to 24 rural and urban Councils' capacity to govern and manage services delivery enhanced</li> </ul>	<p>This is an “omnibus” type of output, to which as many as 18 indicators are attached in the JPLG MIS, each attempting to capture a dimension of the Districts' “<i>capacity to govern and manage services delivery</i>”. Efficiency in delivery of this output varies then across the dimensions of “capacity” being built, and across the three political zones of Somalia.</p> <p>A detailed analysis is beyond the scope of the MTR. Yet the general assessment can be made that JPLG has been relatively successful in delivering those components of this output on which it has concentrated its resources and held the hands of participating Districts, namely the extension of a participatory process of planning and budgeting, the adoption of transparent procurement practices, and the enhancement of services delivery capacity by District departments. Conversely, there is still only limited evidence of a “systemic effect” on capacity of District Councils and Administrations, with spillovers on other aspects of capacity and on the management of resources other than those provided by the JPLG.</p> <p>This is hardly surprising as this MTR comes at a relatively early stage of the JPLG, (and of a CB process that should typically be extended over at least a decade). As the CB process is also typically cumulative, substantial gains in efficiency of the use of JPLG resources for LG capacity building could therefore be expected over the coming years, if the program is extended and reformulated.</p>	3.00	0.111	
		<ul style="list-style-type: none"> <li>Target District Councils have increased awareness about options of revenue generation</li> </ul>	<p>Although the output is formulated in terms of “increased awareness”, its indicators refer to actual increases in revenue generation. These have indeed be achieved through the installation of an own-source revenue assessment and collection systems (BMIS) in participating Districts.</p> <p>Results have been encouraging and revenue collection has already increased dramatically in the Districts of Somaliland where the system has been first deployed. The level of institutionalization of the system is high and with relatively modest continuing technical backstopping services, it should be possible to operate it sustainably.</p> <p>The increase in revenue collection in all participating Districts over the next five to ten years, should provide a good return on the investment of JPLG resources (essentially the cost of the services of the NGO that developed, installed and backstops the system)</p>	4.50	0.111	

		<ul style="list-style-type: none"> <li>All eligible District Councils have at least 1 priority service delivery project funded annually</li> </ul>	<p>The efficiency with which this output is delivered by the JPLG is affected by the imbalance between the resources allocated to "capacity building for design and procurement of infrastructure" and those allocated to the actual "investments in infrastructure facilities". The low level of the latter limits the leveraging of the former. Even restricting the cost of the CB activities to those of the ILO staff and consultants/trainers most directly involved in supporting the design and procurement of JPLG-funded infrastructure projects, we estimate that in 2010, 2 to 3 US\$ were spent to deliver 1 dollar worth of construction.</p> <p>Some improved planning and cost-cutting in the delivery of CB are of course possible, but the cost of many activities of training and preparation of guidelines/manuals are hardly compressible. Hence substantial gains in efficiency in delivery of this output actually depend on increasing the amounts available for investment.</p> <p>In more mature Districts, such increased amounts could be easily absorbed and effectively spent in line with the improvement in District-level public expenditure management introduced by the JPLG.</p>	2.50	0.111	
		<ul style="list-style-type: none"> <li>75 Community and 25 private sector services providers have increased capacity to deliver services</li> </ul>	<p>Private contractors have been assisted in the proper understanding of contract documents and related skills for preparation of bids and this has certainly increased their capacity, and opened the way for smaller, women-headed firms to access JPLG contracts. On the other hand no community groups have been involved so far in provision of services as originally foreseen. This last objective appears to have been dropped in the recently revised list of indicators for this composite output. to be addressed under CDRD through community grants. (refer to CDRD Harmonization document)</p> <p>It is difficult to precisely assess the efficiency with which such results have been obtained, as this requires a collection of detailed data on the resources allocated to the training of contractors (as opposed to District Engineers and other District staff which are the main focus of the JPLG CB activity). Assuming however that 10% of the capacity building costs reported by JPLG (ILO) in 2010 were dedicated to the training of contractors, the average cost of delivering this output would be a reasonable 1,000 US\$/contractor.</p>	3.00	0.111	
		<ul style="list-style-type: none"> <li>Target Communities in up to 24 Districts have basic understanding of their rights and responsibilities vis-à-vis District Councils</li> </ul>	<p>JPLG has carried out Civic Education campaigns on rights and responsibilities of communities and their LG, through a variety of media, including printing and distribution of brochures and posters, recording , broadcasting and mobile screening of videos in both Somaliland and Puntland. JPLG own estimates place the population reached at about 1.3 million in Somaliland and about 1.0 million in Puntland. Formal attempts to actually measure the audience of the campaign have been inconclusive. In any case very positive reactions have been recorded among beneficiaries of the information and education campaign and resources dedicated to this effort remain relatively modest. Pending a more formal assessment of the actual impact, this output appears to have been reasonably efficiently delivered.</p>	3.25	0.111	
		<ul style="list-style-type: none"> <li>Annual District Plans and Budgets in up to 24 Councils reflect Community Priorities</li> </ul>	<p>This output was delivered through the organization of Validation Workshops in all participating Districts, in which Communities could discuss and validate the policy and budgetary choices made by District Councils, as a follow-up of the District participatory planning process. The workshops were generally appreciated by the communities and appear to be a reasonably efficient mechanism to deliver the program's intended output. Importantly, as a sign of early adoption, when the Bosasso, District Administration needed to clear with their communities to changes made to previously established priorities, it resorted to another Validation Workshop and funded it with its own resources.</p>	4.00	0.111	
		<ul style="list-style-type: none"> <li>Basic mechanisms for community monitoring of all projects funded by development fund, strengthened</li> </ul>	<p>Community Monitoring Groups (66 in Somaliland and 33 in Puntland) in the 10 JPLG target Districts in these zones, as well as other stakeholders (District Engineers, Contractors, Councilors and MOI representatives) have been trained in participatory impact monitoring by UNICEF-supported local NGO/services providers, in connection with the implementation of JPLG-funded projects. Resources invested appear commensurate to the effort, but the output could be optimized by merging the project monitoring functions within the broader tasks of village or neighborhood-based organizations for social auditing of LG performance.</p>	3.25	0.111	
		<ul style="list-style-type: none"> <li>Public reporting meetings in up to 24 Districts held annually</li> </ul>	<p>Public reporting meetings (2) were implemented only in Puntland. An agreement was reached with the Mayors in Somaliland to have the first public meetings in early 2011. Given their importance and the relatively modest resources involved in their organizations, they represent good value for money. Yet this output could be optimized by a number of adjustments, identified as necessary by participants. These include advance information dissemination, more time and effort in preparatory consultative workshops and more training of facilitators.</p>	3.25	0.111	

ECONOMY (from Money to Inputs)		JPLG Inputs (Main Categories of)	Narrative Assessment	Score	Weight	Weighted Score
Economy Criteria	Procurement	<ul style="list-style-type: none"> <li>All categories of Personnel</li> </ul>	The services of all program personnel including (i) UN Agencies staff (Project Managers, Technical Advisers, Other Professional and General Service Officers), (ii) International and National Consultants, (iii) Trainers and Other Technical and Management Services providers are procured through highly regulated, standard UN processes. They generally ensure a degree of transparency and economy in the input procurement process, but may also occasionally affect the overall performance of the program for lack of flexibility and inability to secure on time deployment, or change of duty station (from Nairobi to Somalia) of necessary personnel.	3.50	0.667	3.63
		<ul style="list-style-type: none"> <li>Office facilities, equipment and supplies</li> </ul>	Procurement process for these items is also highly regulated, to ensure transparency and economy. However management decisions (about location of all UN agencies staff, in both Nairobi and Somalia, optimization of vehicles parks, etc.) by the PCU, (rather than the individual participating agencies), could generate additional cost savings and better value for money.	3.50	0.066	
		<ul style="list-style-type: none"> <li>International and internal Travel</li> </ul>	Efforts to plan and coordinate travel of staff between Nairobi and Somalia offices are being made. These should be intensified to ensure that, as security conditions improve, travel becomes less frequent and durations of staff residence in Somalia are extended.	3.50	0.093	
		<ul style="list-style-type: none"> <li>Construction Contracts (materials and services) for delivery of small scale infrastructure</li> </ul>	JPLG has made specific and successful efforts to develop and extend to all participating District authorities improved procedures for transparent and economic procurement of infrastructures. These are currently applied to all JPLG-financed construction contracts, with good impact on unit costs (see below). Attention to potential collusion, post-completion rating of contractors' performance, and quality controls to avoid that price discounts are negated by "cutting corners" practices, would further improve the economy of these inputs.	4.50	0.164	
	Unit Costs	<ul style="list-style-type: none"> <li>All categories of Personnel</li> </ul>	Unit costs are regulated for all UN staff and consultants. Financial incentives to work in Somalia, remain relatively low by comparison with those offered by the UN in other conflict countries (e.g. Afghanistan, Iraq). Contractual rates for personnel of local services providers also appear reasonable. Nevertheless JPLG, as any other aid financed program in Somalia suffers from the difficulties to secure highly qualified and/or experienced professionals for its Somalia-based positions, which inevitably affects the value for money spent on human resources.	3.00	0.667	3.46
		<ul style="list-style-type: none"> <li>Office facilities, equipment and supplies</li> </ul>	Costs are comparable with those incurred in similar operations, once the specific conditions of the Kenya and Somalia market of relevant items is taken into consideration.	4.00	0.066	
		<ul style="list-style-type: none"> <li>International and internal Travel</li> </ul>	Costs are comparable with those incurred in similar operations, once the specific conditions of the Kenya and Somalia market of relevant items is taken into consideration.	4.00	0.093	
		<ul style="list-style-type: none"> <li>Construction Contracts (materials and services) for delivery of small scale infrastructure</li> </ul>	A rapid review of construction contracts costs in Somaliland carried out during the MTR fieldwork in Somalia, indicates that these are consistently below the benchmark of the engineer's estimates. Such estimates, prepared as part of the project design to assist in assessing bids and awarding contracts, reflect market prices of materials and standard labor and consumables costs for all items in the Bill of Quantities (BOQ). Although the MTR did not have access to similar data for Puntland and SC Somalia, ILO reports that the same pattern applies to these zones. It can be concluded then that construction contracts awarded by JPLG are relatively economic.	5.00	0.164	



## Annex II. On JPLG Management Arrangements and Implementation of the Joint Programme Modality

This annex presents tables with additional details and considerations on:

- Results of the comparative analysis done on management arrangements of country operated joint programmes using UNDP's MDTF Office as Administrative Agent; and
- Whether the joint programme modality, as applied in JPLG, is delivering the expected positive added value in terms of effectiveness and transaction costs reduction to the different stakeholders.

Table 1. **Comparing Management Arrangements in Country Operated UN Joint Programmes using the MDTF Office as Administrative Agent**

Country	Joint Programme	(# of) UN Participating Organizations	Total Budget (USD, approx.)	Fund Management	Management/ Implementation Arrangements	Notes
Bangladesh	LGSP-LIC Local Governance Support Programme	2 – UNCDF and UNDP	19 M EC: 12M DANIDA: 2.5M UNCDF: 2.5M UNDP: 2M	Mixed: Pass-through (DANIDA) and Parallel (EC)	NEX National Project Director (Joint Secretary of the implementing Ministry) with few advisors UNCDF leading agency	Sub-component of a national programme (to pilot innovations)
DRC	PASMIF II	2 – UNDP and UNCDF	14 M Plus other 14 M from parallel	Mixed: Pass-through (SIDA) Parallel funding from WB and KfW	DEX Programme Management Unit UNCDF leading agency	In support to a national strategy
DRC	Security Sector Reform	3 – UNDP, UNOPS and MONUC (UN Mission to Congo)	15 M	Pass-through	DEX No apparent Joint structure. Individual UN Org. responsible for its components.	There seem to be a difference in fees, 1% AA plus 7% for UNDP and MONUC while 8% for UNOPS
Guatemala	El Programa Maya (derechos de los pueblos indigenas)	3 – UNICEF, UNHCR, and UNDP	9 M	Pass-through (Norway)	JP Steering Committee, JP Executive Coordination Committee (CTA plus one representative for each UN org.) CTA reports to the UN Resident Coordinator	This programme selects and finances individual projects of local counterparts, no direct implementation.

Country	Joint Programme	(# of) UN Participating Organizations	Total Budget (USD, approx.)	Fund Management	Management/ Implementation Arrangements	Notes
Guatemala	Rural Development Programme	3 – UNDP, FAO, and PAHO/WHO	5.5 M	Pass-through	Programme Management Committee (composed by local representatives of national authorities and UN Organizations) and an Operational Coordination Unit (with a “General Coordinator” and 3 “Result/Outcome Coordinators”)	The General Coordinator is hired by UNDP on behalf of the national steering committee, the individual outcomes coordinators are hired by individual UN agencies.
Kenya	Joint UN Programme of Support on AIDS	15 UN Organizations	93 M plus 68 M through the WB	Mixed: Pass-through and parallel	UN Joint Team on AIDS which operates under the RC system  UNAIDS Country Coordinator, is the Chair of the Joint UN Team on AIDS guided and supported by the UN Resident Coordinator and Country Team members.	There are 4 clusters/working groups, each with a Lead Agency (technical lead)
Liberia	JP on Gender Equality	6 – UNDP, UNIFEM, UNESCO, ILO, UNOPS, and World Bank	16 M	Mixed: Parallel and Pass-through	NEX The Minister of Gender and Development and the UN Resident Coordinator co-chair the Joint Programme Steering Committee. The day-to-day technical coordination of the overall programme is the responsibility of the Joint Programme Manager, who reports to the DSRSG/RC and sits in the MoGD.	Single Lead Agency: UNIFEM is responsible for overall coordination of the programme
Liberia	JP on Food Security and Nutrition	6 – FAO, UNDP, UNICEF, WFP, WHO, World Bank	140 M (120 M unfunded)	Mixed: Parallel and Pass-through	JP Steering Committee co-chaired by the UN RC. Lead Agency for each component and output but the coordination of the overall UN programme is the responsibility of the Resident Coordinator on behalf of the co-chairs of the Joint Programme Steering Committee. “The day-to-day coordination and administration of the overall programme will be the responsibility of a Programme Coordinator under the Resident Coordinator...”	
Macedonia	Strengthening National Capacities to Prevent Domestic Violence	5 – UNDP, UNFPA, UN Women, UNICEF, and WHO	2.5 M	Mixed: Pass-through for donor (Dutch) and parallel for core funds	JP Steering Committee UNCT Group TWG on Domestic Violence chaired by the CTA who has responsibility for overall programme coordination and –on the UN side- reports to the UN Resident Coordinator	In support to a national strategy
Mali	Projet de Appui à la Valorisation des Produits Agropastoraux	2 – UNIDO and UNDP	1 M	Pass-through	NEX Steering Committee and National Project Coordinator	

Country	Joint Programme	(# of) UN Participating Organizations	Total Budget (USD, approx.)	Fund Management	Management/ Implementation Arrangements	Notes
<b>Moldova</b>	Joint Integrated Local Development	2 – UNDP and UNIFEM	2.4 M	Mixed: Pass-through (SIDA) and UNDP TRAC allocations in parallel	NEX - Programme Board (steering committee) and Programme Management (unit?) composed of a CTA (intl), a National Programme Coordinator and Policy Advisors.	UNDP Lead Agency There is also an inter-agency coordination committee (with unclear composition/chairmanship, reporting lines)
<b>Nepal</b>	Local Governance and Community Development Programme	5 – UNDP, UNCDF, UNV, UNICEF, and UNFPA	54 M	Mixed: Pass-through and parallel	NEX - JP provides support to the Ministry through a Programme Coordination Unit (technical advice plus financial management and procurement) Focal points from each UN Agency conform a “coordination task force” that reports to the UN Resident Coordinator.	JP is aligned to a national programme
<b>Serbia</b>	Strengthening Capacity For Inclusive Local Development In South Serbia	3 – UNDP, UNICEF, and ILO	5.5 M	Pass-through	DEX Joint Programme Manager reporting to a Programme Management Board, which is chaired by the UN Resident Coordinator (or his/her representative)	UNDP Lead Agency The Programme Management Board and the Programme Implementation Unit are shared with another programme.
<b>Solomon Islands</b>	Provincial Governance Strengthening Programme	2 – UNCDF and UNDP	15 M	Mixed: Pass-through and parallel (EU)	NEX (only nominally, but practically a DEX) CTA (hired by UNCDF) with double reporting line (first line to UNCDF, second line to UNDP)	UNCDF Lead Technical Agency
<b>Timor Leste</b>	Local Governance Support Programme	2 – UNDP and UNCDF	8 M	Pass-through	Programme Management Unit with one intl CTA and six national technical advisors.	UNCDF Lead Technical Agency
<b>Timor Leste</b>	INFUSE – Inclusive Finance	2 – UNDP and UNCDF	5 M	Mixed: Pass-through for donors and parallel for core funds	DEX – CTA (UNCDF leading agency) overall direction and management	In support to a national strategy
<b>Uganda</b>	Joint United Nations Programme on HIV/AIDS	14 UN Agencies, Funds, and Programmes under an agreed upon Division of Labour	100 M	Pass-through for donors and parallel for core funding	Created the Joint UN Team on AIDS - the convenor is the UNAIDS Country Coordinator, who reports to the Resident Coordinator and the UNCT  Accountability for the overall JP outcomes is vested in the Resident Coordinator	In support to a national strategy. In each Thematic and Technical Support Areas they have a Lead Agency and Supporting partners
<b>Uganda</b>	Gender Equality	11	22 M	Mixed: Pass-through an parallel	UN Gender Team with a Core Management Team comprised of the “Convening Agencies”, Lead Agencies, one for each JP Outcome, and chaired by the Gender Team Coordinator (from UNIFEM but representing the UNCT and the UN RC).	

Table 2 – Assessing the Effectiveness of the Joint Programme Modality – Positive Added Value or Higher Transaction Costs?

Added value in:	Government (different levels of)	Donors	Participating UN Organizations
<b>Programme design</b>	<u>n/a</u> : Not directly involved in the design of JPLG.	<u>n/a</u> : Not directly involved in the design of JPLG.	<u>Neutral</u> : The potential gains of drawing from comparative advantages of specialized expertise and previous presence in the field were somehow counterbalanced by corporate, self-centered “competition” among UN Agencies involved.
<b>Funding</b>	<u>n/a</u>	<u>Positive Added Value</u> : Combined funding from different donors into a joint workplan and budget is certainly consistent with international mandates for greater harmonization.	<u>Positive Added Value</u> : Reported great advantages and benefits in fund raising. Part of these significant advantages, however, are linked to the strong leadership and fundraising ability in the PCU (helped by the generally perceived success of the program).
<b>Policy/Strategy</b>	<u>Positive Added Value</u> : There is a clear recognition of the strategic role of the JP in local governance and appreciation of the “one” counterpart. However, agencies involved are sometimes still seen as somewhat separate (even within JPLG)	<u>Positive Added Value</u> : Donors involved see JPLG as <b>the</b> tool and vehicle to address local governance and local development in Somalia. However, given JPLG size and complexity, some donors found it harder to “buy their way into” a specific geographic area or activity.	<u>Positive Added Value</u> : UN Country Team sees this program as addressing singlehandedly a sub-outcome of UNSAS and is interested in trying to replicate the JP experience for other sub-outcomes.

<b>Alignment UN/Government</b>	<u>Positive Added Value:</u> Although Somalia presents somehow different, fluid and unclear subnational policies, both sides see the JP as the appropriate tool to ensure a progressively higher level of alignment.	<u>Positive Added Value:</u> There is a recognition and appreciation of the JPLG effectiveness and potential in this regard.	<u>Positive Added Value:</u> As stated above, JPLG is seen as the main UN tool for alignment in the area of local governance and service delivery
<b>Management arrangements</b>	<u>Positive Added Value:</u> All government levels have expressed appreciation for the “one” counterpart and for the different fora (steering committees, periodic joint reviews) in which they can express their views and suggest improvements	<u>Positive Added Value:</u> Single main referent (PCU) and reporting mechanism. Joint steering committees also facilitate their participation	<u>Positive Added Value:</u> Possibility to attract more senior management and to centralize some functions (e.g. M&E). Strong and positive leadership (PCU), constant coordination and peer pressure has been reported as major factors in improving the adequacy and effectiveness of management arrangements and quality of program delivery.

Table 3 – Assessing the Efficiency of the Joint Program Modality – Positive Added Value or Higher Transaction Costs?

Transaction costs in:	Government (different levels of)	Donors	Participating UN Organizations
<b>Programme design</b>	<p><u>n/a:</u></p> <p>Not directly involved in the design of JPLG. However, in the case of a reformulation, there would be positive added value by providing inputs to the formulation and appraisal of a single program instead of multiple ones.</p>	<p><u>n/a:</u></p> <p>Not directly involved in the design of JPLG. However, in the case of a reformulation, there would be positive added value by providing inputs to the formulation and appraisal of a single program instead of multiple ones.</p>	<p><u>Higher Transaction Costs:</u></p> <p>All agencies involved report long, protracted negotiations to define the details. These costs are most likely “fixed”, independent from the quality of the design process</p>
<b>Funding</b>	<p><u>Positive Added Value:</u></p> <p>Although generally in-kind, except for matching funds to local investments, the government is generally benefiting from the economies of scale (dealing with only one program). One mayor complained “expected more funds coming to my district from a programme with so many UN organizations”</p>	<p><u>Positive Added Value:</u></p> <p>Great advantage in having a “single” counterpart. Lower transaction costs and ability to address with one funding arrangement a whole component of their development assistance strategy. The pass-through modality is being progressively adopted by most of the donors that were initially using the parallel funding modality.</p>	<p><u>Positive Added Value:</u></p> <p>Reported great advantages and benefits in fund raising.</p> <p>Funding arrangements (particularly the pass-through modality) are reported to function smoothly.</p>
<b>Management arrangements</b>	<p><u>Positive Added Value:</u></p> <p>No need to create or attend to separate procedures and structures.</p>	<p><u>Positive Added Value:</u></p> <p>Great benefits in having to participate in a joint steering committees and having a single forum in which to address relevant issues.</p>	<p><u>Higher Transaction Costs:</u></p> <p>Need for greater coordination and the often unclear or overlapping reporting and accountability lines increase time and overall effort required to manage the intervention.</p>

Transaction costs in:	Government (different levels of)	Donors	Participating UN Organizations
<b>Implementation costs</b>	<u>Positive Added Value:</u> No need to create or attend to separate procedures and structures.	n/a	<u>To be assessed more accurately:</u> The increase in costs given by the PCU is probably offset by the savings in common “services” like M&E framework. However, having independent, separate accounting and administrative structures (at least partial duplication) suggests that there likely are <u>higher transaction costs</u> . Different accounting systems and joint reporting by general expenditure categories makes it very difficult to accurately ascertain the increase/decrease in efficiency. If compared to an hypothetical single-agency program, with a unified management structure, the JP certainly presents higher implementation costs.
<b>Reporting</b>	<u>Positive Added Value:</u> Single reporting versus multiple.	<u>Positive Added Value:</u> Single reporting versus multiple.	<u>Positive Added Value:</u> Single reporting versus multiple (except for those donors still using parallel funding modality).





## Annex III. On the Findings of the OES

### Summary of findings of the Outcome Evaluation System (OES)

(Source: OES Reports of the OES from Somaliland and Puntland – April 2011)

#### SOMALILAND

*Specific Objective One: Communities have equitable access to basic services through local govt.*

OUTCOME	OES Report findings
Policy framework guiding local service delivery established	<ul style="list-style-type: none"> <li>• With JPLG support, decentralization policy development has started. Outcomes remain uncertain due to lack of clear “reform champions”.</li> <li>• Responsibilities and resources for services delivery remain centralized. Administrative capacity issues at District level, are key constraints to sector decentralization.</li> <li>• No discernable impact on gender mainstreaming in local government</li> </ul>
Local government councilors perceived as legitimate representatives	<ul style="list-style-type: none"> <li>• Delay of local elections impede LG legitimization process.</li> <li>• LG Councilors feel empowered by JPLG, but misgivings by communities remain high.</li> <li>• “Bypassing” by most Dev. Partners and NGO, negatively affects LG legitimacy</li> </ul>
Local governments have capacity to perform their designated functions	<ul style="list-style-type: none"> <li>• Constraints on hiring and compensation of qualified staff remain critical</li> <li>• Capacity for local revenue assessment and collection improved markedly thanks to JPLG support</li> <li>• Basic administrative capacity (as distinct from governance) remains critically low.</li> <li>• Limited impact of JPLG, on capacity for regular operations of LG administrations</li> <li>• No evidence that JPLG improved procurement practices were generalized to all LG operations</li> </ul>
Local governments effectively performing their service delivery functions	<ul style="list-style-type: none"> <li>• Effectiveness of LG performance affected by delays in JPLG funds delivery .</li> <li>• JPLG funded capital projects delivered but operations affected by lack of recurrent financing by Ministries</li> <li>• JPLG-supported labor-intensive construction methods, allow LG to create jobs.</li> </ul>

*Specific Objective Two: Local governments are accountable and transparent*

Community members (at district and village levels) able to hold their leaders and officials accountable	<ul style="list-style-type: none"> <li>• It is too early to gauge a JPLG-induced shift in community / LG relations but the JPLG-promoted DDF preparation process has a potential to change this</li> <li>• Communities continue to perceive LG as unresponsive. They neither know they have a right to make demands nor expect them to be heard by LG.</li> <li>• The electoral system (party-based with no individual preferences)</li> </ul>
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	<ul style="list-style-type: none"> <li>limits accountability of elected councilors to their constituencies</li> <li>• Too early to gauge any JPLG impact on improvement of services delivery</li> <li>• No opportunities, besides elections, to hold Councilors accountable.</li> </ul>
Community members are actively engaged in the planning and management of service delivery	<ul style="list-style-type: none"> <li>• Lack of LG resources is a major disincentive to communities' engagement with LG.</li> <li>• LG projects, when funding is available, usually reflect local priorities</li> <li>• Gender balance in projects selection attained in target districts</li> <li>• Despite the set up of community-based monitoring groups in all the JPLG project communities continue to complain that LGs do not associate them to monitoring LG actions in their localities.</li> <li>• There is a remarkable record and potential for mobilization of community resources for self-help community initiatives. [the OES does not report cases of LG/communities co-provision as distinct from more common community self-help ]</li> </ul>

## PUNTLAND

**Specific Objective One:** *Communities have equitable access to basic services through local govt.*

OUTCOME	OES Report Findings
Policy framework guiding local service delivery established	<ul style="list-style-type: none"> <li>• With JPLG support, decentralization policy development has started. Outcomes remain uncertain because of weak MOI capacity to steer the required legal reform process</li> <li>• Responsibilities and resources for services delivery remain centralized. Administrative capacity issues at District level, are key constraints to sector decentralization.</li> <li>• A national Gender Strategy is under development and 25% of seats in local Councils will be reserved to women in next LG elections.</li> </ul>
Local government councilors perceived as legitimate representatives	<ul style="list-style-type: none"> <li>• Clan-based selection of Councilors may reduce their accountability and ability to perform, but appears difficult to replace with other electoral processes at present..</li> <li>• LG/communities interaction remains limited and misgivings by communities about Councilors' motives and capacities are common</li> <li>• Mechanisms and capacities to align Dev. Partners and NGO programs with a LG-owned District Development Frameworks (DDF) are yet to be developed.</li> </ul>
Local governments have capacity to perform their designated functions	<ul style="list-style-type: none"> <li>• Capacity for local revenue assessment and collection is beginning to improve thanks to JPLG support</li> <li>• Staff capacity enhanced through LG-based, JPLG-supported consultants, but high turnover of personnel due to low salaries leads to losses and threatens the sustainability of the results</li> <li>• Basic administrative capacity for LG operations and personnel management enhanced</li> </ul>

Local governments effectively performing their service delivery functions	<ul style="list-style-type: none"> <li>• Evidence (in Garowe) of improved LG morale and performance. LG also credited by community for improving security situation</li> <li>• Effectiveness of LG performance affected by delays in JPLG funds delivery.</li> <li>• JPLG funded capital projects delivered and operational. Evidence of greater activism of Garowe LG, in implementation of projects independent from JPLG support.</li> <li>• Positive impact of JPLG-supported improved procurement on efficiency of execution of LG contracted works</li> <li>• JPLG-supported labor-intensive construction methods, allow LG to create jobs.</li> </ul>
<b><i>Specific Objective Two: Local governments are accountable and transparent</i></b>	
Community members (at district and village levels) able to hold their leaders and officials accountable	<ul style="list-style-type: none"> <li>• Some evidence of improved community understanding of the LG role, thanks to JPLG-funded civic education campaign</li> <li>• Marked improvement in the quality and frequency of the feedback received by communities from the LG in Garowe. No similar improvement in Bosasso.</li> <li>• Communities enabled to challenge LG decisions and held Councilors accountable in public meetings.</li> <li>• The nature of the Councils (clan-based selection of Councilors) and the unregulated powers of the State to dissolve them reduces the sense of autonomy and responsibility of the Councils and creates instability</li> </ul>
Community members are actively engaged in the planning and management of service delivery	<ul style="list-style-type: none"> <li>• Lack of LG resources is a major disincentive to communities' engagement with LG.</li> <li>• LG projects, when funding is available, usually reflect local priorities</li> <li>• Gender balance in projects selection attained in target districts</li> <li>• In spite of improved communication, communities continue to complain that LGs do not associate them enough to the planning and monitoring LG actions in their localities.</li> <li>• Some evidence that community structures (Village Committees) are willing and able to contribute to the planning and management of JPLG-funded, LG services.</li> <li>• Evidence that communities capacity for self-help can be combined with LG action, for improved local services delivery.</li> </ul>



## Annex IV. JPLG Logframe (2009)

### JPLG 2009 Logframe

<b>1 Communities have equitable access to basic services through local governments</b>	
Outputs	Activities
1.1 Local government policy, legal and regulatory framework in the 3 regions of Somalia initiated	1.1.1 Review and facilitate the formulation of policies relevant to local government 1.1.2 Review and facilitate formulation, harmonization and implementation of laws and regulations related to local government
1.2. Up to 24 Districts have legitimate Councils established and operational in selected locations	1.2.1 Facilitate community consultations and reconciliation for agreement on Council composition
1.3. Up to 24 Urban and rural councils' capacity to govern and manage services delivery enhanced	1.3.1 Assess local government capacity needs 1.3.2 Develop capacity development package (district development package)
1.4 Target District Councils have increased awareness about options of revenue generation	1.4.1 Assess revenue generation capacity 1.4.2 Identify revenue generation opportunities 1.4.1 Develop capacity for revenue generation
1.5. All eligible District Councils (up to 24) have at least 1 priority services delivery project funded annually	1.5.1 Allocate funds to eligible community and district projects (based on a funds transfer system specific to the three regions) 1.5.2 Monitor the grant transfer system
1.6 75 Communities and 25 private sector services providers awarded contracts to deliver priority projects for services delivery	1.6.1 Conduct market capability assessment for private sector LG service delivery 1.6.2 Design and carry out awareness creation activities for the private sector and communities on opportunities and procurement process 1.6.3 Support and mentor service providers implementation
<b>2 Local Governments are accountable and transparent</b>	
Outputs	Activities
2.1 Target Communities in up to 24 Districts have basic understanding of their rights and responsibilities vis-a-vis District Councils	2.1.1 Review and develop civic education programme 2.1.2 Implement the civic education programme
2.2 Annual District Plans and Budgets in 24 Councils reflect community priorities	2.2.1 Initiate review and revision of participatory planning and budgeting mechanism 2.2.2 Facilitate the implementation of participatory planning and budgeting mechanism
2.3 Basic mechanisms for community monitoring of all projects funded by the development fund strengthened	2.3.1 Develop participatory community monitoring tools 2.3.2 Pilot with communities the use of the participatory monitoring tools
2.4 Public reporting meetings in up to 24 Districts held annually	2.4.1 Implement system for community performance monitoring of local governments



## Annex V. JPLG Progress on Outputs as of December 2010

### Summary of JPLG Progress against all outputs in the 2008 Log-Frame<sup>2</sup>

(source : JPLG 2010 Annual Report).

Specific Objective 1 : Communities have equitable access to basic services through local governments	
Outputs	Progress reported
1.2 Local government policy, legal and regulatory framework in the 3 regions of Somalia initiated	<ul style="list-style-type: none"> <li>Guiding principles for decentralization reforms developed with Ministries of Interior (MOI) in all zones (SL, PL and SC)</li> <li>Capacity of MOI for oversight of District authorities, increased in all zones</li> <li>Process to develop sub-national functional assignments policies in the Health, Education and Water and sanitation sectors, in SL and PL initiated with agreement on TOR of sector studies.</li> <li>Capacity of the Ministry of Family Affairs and Social Development, to carry out a Gender Audit, and more generally fulfil its mandate and interact with Districts, increased in SL</li> <li>Capacity of the Ministry of Women Development and Family Affairs (MOWDAFA), to carry out a Gender Audit, promote women's role in peace-building and more generally fulfil its mandate and interact with Districts, increased in PL</li> <li>Agreements to set up a Local Development Fund (LDF) as a pilot of regular central-to-local fiscal transfers, finalized in SL and PL</li> <li>Draft "Road map for Municipal Finance Policy Development" completed, translated and disseminated to local and central stakeholders in SL and PL</li> <li>Pilot project for decentralized revenue collection started in Hargeisa (but so far relatively unsuccessful due to lack of attention/commitment by District management).</li> <li>Local government procurement guidelines developed, in coordination with the World Bank supported PFM reform effort, and adopted in SL and PL</li> <li>Capacity of the Office of Auditor General, for auditing of District authorities, increased in SL</li> <li>Mogadishu City Law drafted in consultation with MOI/TFG</li> <li>Hargeisa City Charter (HCC) developed and submitted to House of Representatives of SL (approval still pending)</li> <li>Land policy discussion paper developed and disseminated in SL. Action plan developed to guide the Land Reform Secretariat in the Ministry of Public Works in the preparation of final Land policy and legislation.</li> <li>Planning and Building Codes and Standards for SL finalized</li> <li>Agreement signed with the MOPW in PL to initiate the development of Land Management policy and legislation. Land Reform Secretariat created and its new office facilities constructed.</li> <li>MOPW in PL has initiated the review of the Planning and Building Codes and Standards developed for SL, with the view of adapting them for adoption in PL.</li> </ul>
1.2. Up to 24 Districts have legitimate Councils established and operational in selected locations	<ul style="list-style-type: none"> <li>Conflict analysis in Adado and Hamar Weyne carried out and plan for JPLG entry in Adado developed</li> <li>Roadmap for JPLG engagement in the 16 districts of Mogadishu defined.</li> <li>Four Districts in Puntland have been sensitized on the role of women in local government, resulting in the addition of women councillors to the Councils.</li> </ul>

<sup>2</sup> Where the activities and achievements reported in the JPLG Annual Report of March 2011 appeared not to fit with the corresponding output, they have been moved to the appropriate output in this table

	<ul style="list-style-type: none"> <li>• District Development Frameworks (DDF) to orient District planning , programming and budgeting, have been completed and projects, to be funded by the JPLG in 2011 have been selected, in both SL and PL</li> <li>• Training, modules on different aspects of District Administration have been completed, made gender sensitive, and validated with relevant stakeholders.</li> <li>• District Councils and Administrations Office facilities have been rehabilitated in 4 Districts in SC and are under construction or at planning stage in 3 districts of SL and 3 Districts of PL</li> <li>• Plans have been developed to improve the temporary facilities and rehabilitate the old colonial buildings of the Benadir Regional Administration.</li> <li>• MOI central offices and Bosasso branch in PL, and MOI and Ministry of Labour and Social Affairs facilities in SL are being renovated.</li> <li>• Procurement of equipment for MOIs and target districts has been initiated in SL and completed in PL. In SC MOI and Benadir Administration have also initiated procurement of JPLG-funded equipment.</li> <li>• District Executive Secretaries have been trained in conducting meetings and managing the workflow of the District Administration. Organizational structures and lines of reporting have been clarified in 6 districts of SL</li> <li>• Institutional assessment of MOI and Benadir Administration completed in SC</li> </ul>
1.3. Up to 24 Urban and rural councils' capacity to govern and manage services delivery enhanced	<ul style="list-style-type: none"> <li>• Capacity of the Hargeisa Land Dispute Tribunal (est. 2009), strengthened. 55 cases handled by the Tribunal in 2010.</li> <li>• Training of Trainers in SL and PL and Capacity building workshops in 6 Districts in SL and 3 Districts in PL, on <i>Conflict Management (and Women in Local Government and Local leadership and Management Skills</i> (in PL only) were carried out. Training on <i>Conflict management</i> extended also to 16 districts in Mogadishu</li> <li>• Association of LG Authorities of Somaliland strengthened to develop constitution, strategic plan and internal procedures</li> <li>• Land and Urban Management Institute(LUMI) officially opened in SL</li> <li>• Urban Planning Manual for SL developed and training extended in SL to Hargeisa and Sheikh District staff. Support provided to Garowe and Bosasso Districts and to Water and Electricity Companies in PL.</li> <li>• Study visit to Solid Waste management (SWM) Conference in Tallin carried out by staff of PL Ministry of Environment (MOEWT) and assessment of SWM system completed in Galkayo town</li> <li>• Mapping of public infrastructure of 16 Districts in Mogadishu completed.</li> <li>• Criteria for selection of projects to be included in District AWPB revised and approved and capacity to manage the project preparation and implementation strengthened in SL, PL and SC</li> </ul>
1.4 Target District Councils have increased awareness about options of revenue generation	<ul style="list-style-type: none"> <li>• Municipal Geographic Information systems , primarily to support property taxes assessment and collection, introduced in Hargeisa (SL) and Garowe (PL) and due for completion in early 2011</li> <li>• Manuals and training materials for dissemination of LG Financial Management systems (AIMS, BIMS, property and business licences databases) completed</li> <li>• AIMS and BIMS fully operational in 6 of the 7 A-grade districts of SL, and extended also to the MOI and to the magistrate of Accounts office to facilitate LG oversight and auditing by state authorities. The systems have also been extended to the lower grade Sheikh district and are being introduced in the Odweyne District</li> <li>• AIMS introduced in 4 districts of PL, and extended also to the MOI and to the magistrate of Accounts office to facilitate LG oversight and auditing by state authorities. Training on best Practice Manual extended to 7 staff of PL municipalities</li> </ul>
1.5. All eligible District Councils (up to 24)	<ul style="list-style-type: none"> <li>• 56 Projects funded in 19 Districts, (79% of target) including 12 projects in 9 Districts in</li> </ul>



have at least 1 priority services delivery project funded annually	Mogadishu (SC), 28 projects in 6 Districts in Somaliland, 16 projects in 4 Districts in Puntland
1.6 75 Communities and 25 private sector services providers awarded contracts to deliver priority projects for services delivery	<ul style="list-style-type: none"> <li>Procurement of JPLG-funded projects carried out in accordance with JPLG-supported guidelines resulted in award of 46 contracts to private contractors and services providers. The awarding of contracts to community groups was dropped in 2009 from the JPLG with the understanding that this would be implemented under CDRD community grants using tripartite agreements between communities, DC &amp; CDRD administrative agency (DRC).</li> </ul>

#### **Specific Objective 2 : Local Governments are accountable and transparent**

Outputs	Progress reported
2.2 Target Communities in up to 24 Districts have basic understanding of their rights and responsibilities vis-a-vis District Councils	<ul style="list-style-type: none"> <li>Information, Education and Communication materials developed for both SL and PL</li> <li>Civic Education campaigns on rights and responsibilities of communities and their LG, through a variety of media, including printing and distribution of brochures and posters, recording, broadcasting and mobile screening of videos in both Somaliland and Puntland have been carried out. JPLG own estimates place the population reached at about 1.3 million in Somaliland and about 1.0 million in Puntland.</li> </ul>
2.3 Annual District Plans and Budgets in 24 Councils reflect community priorities	<ul style="list-style-type: none"> <li>Validation Workshops were organized in 6 Districts in SL and 4 Districts in PL, for Communities to discuss and validate the policy and budgetary choices made by District Councils, as a follow-up of the District participatory planning process.</li> <li>In Bosasso, the District Administration funded an additional Validation Workshop with its own resources, to allow communities to discuss and agree on changes in previously established priorities.</li> </ul>
2.4 Basic mechanisms for community monitoring of all projects funded by the development fund strengthened	<ul style="list-style-type: none"> <li>Community Monitoring Groups (66 in Somaliland and 33 in Puntland) in the 10 JPLG target Districts in these zones, as well as other stakeholders (District Engineers, Contractors, Councilors and MOI representatives) trained in participatory impact monitoring in connection with the implementation of JPLG-funded projects.</li> </ul>
2.5 Public reporting meetings in up to 24 Districts held annually	<ul style="list-style-type: none"> <li>Public reporting meetings (2) were implemented only in Puntland. An agreement was reached with the Mayors in Somaliland to have the first public meetings in early 201</li> </ul>



## **Annex VI. Current principles for JPLG engagement in new Districts**

### **Principles for engagement of JPLG agreed by the TWG in 2009**

#### **PRINCIPLE**

1. Legitimate District (that is as existed in 1991)
2. Legitimately formed District Council in place (that is established in accordance with the existing regulatory framework for the respective location).
3. Absence of major clan-based disputes or contestable territory in the actual area of the district.
4. Access for UN staff to be able to undertake development activities.
5. District Council and communities willing to engage with the JPLG.
6. Select those Districts where previous capacity development activities can be built upon.
7. Select those districts where human rights indicators require more urgent attention – such as education services, access to clean and safe drinking water and access to primary health care services.



## Annex VII. List of persons met and documentation perused by the MTR

### Government

Institution	Name and Position
<b>Transitional Federal Government of Somali Republic</b>	Abdiwali Ali, Deputy Prime Minister and Minister of Planning; Dr. Maryam Qasim, Minister of Women's Development and Family Welfare; Abdihakur Sheikh Hassan, Minister of Interior and National Security
<b>Benadir Regional Administration</b>	Iman Nur Icar, Deputy Mayor of Mogadishu
<b>Ministry of Planning, Somaliland</b>	Saad Shire, Minister Ahmed Farah, Director General
<b>Ministry of Interior, Somaliland</b>	Minister Dr. Mohamed Abdi Gabose and Director General Abdilahi Hussein Egeh
<b>Ministry of Finance, Somaliland</b>	Accountant General Mohamed Abdi Bade
<b>Hargeisa District Council</b>	Hussein M. Jiciir, Mayor, Council members, Executive Secretary, Director and Staff of Finance and Works Departments.
<b>Berbera District Council</b>	Mayor, Abdalle Mohamed Council members, Executive Secretary, Director and Staff of Finance, Social Services and Works Departments.
<b>Sheikh District Council</b>	Mayor, Ibrahim Abdilahi Obsiye Council members, Executive Secretary, Director and Staff of Finance and Works Departments.
<b>Ministry of Planning, Puntland</b>	Minister Daud Mohamed Omar Mohamed Ali, Acting Director General
<b>Ministry of Interior, Puntland</b>	Minister Abdullahi Ahmed Jama Director General, Abdullahi Said Yusuf, Director of Planning, Mohamed Ali Nor (Juba)
<b>Ministry of Women Development and Family Affairs, Puntland</b>	Minister Asha Gelle Dirie
<b>Garowe District Council</b>	Mayor Abdi Aziz Noor Elmi, Council members, Executive Secretary, Director and Staff of Finance, Social Services and Works Departments.
<b>Gardo District Council</b>	Mayor, Mohamed Said Isse, Council members, Executive Secretary, Director and Staff of Finance, Social Services and Works Departments.

### Donors

Institution	Name and Position
<b>European Commission</b>	Anna Schmidt, Governance Advisor for Somalia
<b>Royal Danish Embassy / DANIDA</b>	Betina Gollander, Counsellor (Dev.) Abduba Mollu Ido, Programme Officer - Somalia
<b>Royal Norwegian Embassy</b>	Dorcas Gacugia, Programme Officer, Development Cooperation
<b>DFID</b>	Matt Maguire, Local Governance Advisor DFID
<b>Sida</b>	Lydia Wetugi, Programme Manager Governance

### Participating UN Organizations

Institution	Name and Position
<b>UN Resident Coordinator's Office</b>	Mark Bowden, UN Resident Coordinator Jo Nickolls, Head of RC Office Fredrick Brock, RC Office Puntland
<b>UNDP</b>	Bisrat Aklilu, Executive Coordinator, MDTF Office (New York) Olga Aleshina, Portfolio Manager, MDTF Office (New York) Laurel Patterson, Head of Planning and Partnership Unit (PPU) Anne Marie Oyagu, Joint Programme Management Associate PPU Alvaro Rodriguez, Country Director Nick Beresford, Head of Puntland Sub-Office April Powell-Willingham, Programme Manager, Governance Emma Morley, Project Manager, SIDP

<b>UN Habitat</b>	Dorothee von Brentano, Senior Human Settlement Officer
<b>UNICEF</b>	Isabella Castrogiovanni, Chief, Child Protection
	Debra Bowers, Chief Planning and M&E
<b>ILO</b>	Paul Crook, Chief Technical Adviser
<b>UNCDF</b>	Kodjo Mensah-Abrampa, Regional Technical Advisor

### **JPLG Staff**

Institution	Name and Position
<b>UNDP</b>	Joanne Morrison, Senior Joint Programme Manager, PCU; Uffe Poulsen, Monitoring and Evaluation, PCU Nicoletta Feruglio, Project Manager Amy Gill, Project Specialist Abdurazak Hassan JPLG Team Leader, Puntland
<b>UNICEF</b>	Maureen Mnjoki, Project Manager
<b>UN Habitat</b>	Olof Nunez, Human Settlement Officer Abdirahman Mohamoud , JPLG Team Leader, Somaliland
<b>ILO</b>	Angela Kabiru-Kangethe, Project Manager Roble Mohamed Hussein

### **Miscellaneous**

Institution	Name and Position
<b>United Nations Political Office for Somalia</b>	Charles Otiano
<b>Consultants (IntermediaNCG)</b>	John Fox and Christine Kamau, JPLG Outcome Evaluation Team
<b>Community Monitoring Groups</b>	Groups of residents with stakes in JPLG-funded investments in infrastructure and SD (Sheikh, Berbera, Gardo, Garowe)

### **Most important documentation read or perused by the MTR mission:**

- JPLG Project Document, Annual Reports 2009 and 2010, Annual Workplans and Budgets for 2011;
- JPLG internal M&E Framework (reporting format, revised logframe and RRF, MIS, Report on design of JPLG M&E Framework);
- Outcome Evaluation System: Inception Report, Baselines and First Evaluation Reports;
- Reconstruction and Development Programme (RDP) and the United Nations Somali Assistance Strategy 2011-2015;
- Constitutions (Transitional Federal Charter, Somaliland and Puntland): current texts and drafts being discussed;
- Local Government Laws (Law n°7 of 2003 for Puntland, Law n°23/2002 for Somaliland);
- Gender Audits 2010 and national gender policy papers for Somaliland and Puntland;
- District Councils' PEM Guidelines and Manuals (Planning, Procurement, Admin, M&E);
- District Development Frameworks (in particular of Districts visited by the mission);
- Local economic assessments, Enterprise surveys and draft reports on PPP;
- Municipal Finance Roadmap, 2010;
- Institutional/Organizational Review of sub-national level structures in Somalia, 2010;
- Local Development Fund (MoU, guidelines, performance measures and assessments);
- Project Documents and annual reports of 18 other UN Joint Programmes for comparative purposes.

## Annex VIII. Terms of Reference of the JPLG Mid-Term Review

### Terms of Reference (TOR)

#### Mid-term Review of the UN Joint Programme on Local Governance and Decentralized Service Delivery (JPLG)

‘The practices of joint monitoring and evaluation of development programmes by donor and recipient partners should be further developed and applied with a view to learning together the lessons of achievements and failures’.

### 1. Purpose of the mid-term review

1.1 The review would primarily look at the relevance, effectiveness and value-added of the JPLG, as both a coherent approach and joint programme to support and advance local government reforms and improved delivery of basic services in Somalia. In addition, the overall progress, efficiency of management, implementation and sustainability of results will be addressed. The JPLG is a joint programming tool<sup>3</sup> for alignment of UN priorities to governments as well as to multiple development partner strategies and to coordinate programme implementation and financial management of the five participating UN agencies. In addition this joint programme has been agreed to by partners to ensure the complementarity of inputs of technical agencies and to develop a singular interlocutor for the all partners. The review would then identify whether or not the JPLG has achieved its intended results at this mid-point, as well as recommend ways in which the JPLG could enhance coherence, alignment and harmonisation based on joint programming best practices and Paris Declaration and Accra Accord agreements. The results of the review will be used to inform the JPLG mid-term revision and subsequent ongoing planning processes.

### 2 Background

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<sup>3</sup> The JPLG is set up as a country run joint programme operated through the Multi Donor Trust Fund Office (MDTF) in New York. As such the JPLG primarily uses the pass through mechanism as the financing tool for donors to finance the joint programme. There is an accountability and reporting line to the MDTF. Refer to <http://mdtf.undp.org/factsheet/fund/JSO00>

2.1 The JPLG for Somalia is a five year joint UN program of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF which commenced in April 2008 and is scheduled to end 31 December 2012. It responds to the priorities in the Somalia Reconstruction and Development Programme 2008 – 2012 (RDP) and will contribute to meeting the United Nations Transition Plan 2008 -2010 (UNTP) outcome 2: *Local governance contributes to peace and equitable priority service delivery in selected locations* as well as the United Nations Somali Assistance Strategy 2011 – 2015 (UNSAS) which is currently under development.

2.2 The JPLG is implemented in partnership with the Transitional Federal Government (TFG), the Authority of Puntland (AoP) and the Authority of Somaliland (AoSL). The JPLG two specific objectives are<sup>4</sup>:

1. Communities have equitable access to basic services through local government
2. Local governments are accountable and transparent.

2.3 The JPLG works to ensure transparent, accountable and efficient local service delivery, by working at the following different enabling levels<sup>5</sup>:

- Improving the legislative and regulatory framework for decentralized service delivery in all three zones of Somalia;
- Improving the capacity of existing and upcoming district councils;
- Providing funding for service delivery through districts councils; and
- Developing the capacity of communities to generate the demand side governance at the local level.

2.4 The JPLG plans to cover all areas of service delivery which have been assigned to the districts councils from basic social services to conflict resolution and land dispute settlement. Special emphasis has been placed on ensuring the rights of women and children and addressing gender issues in the JPLG.

2.5 The Joint Programme Document for the JPLG which was signed by all participating UN Agencies in April 2008 states that: *'in 2009, at the end of Phase I of the Programme, an independent comprehensive mid-term review of the whole Joint Programme will be undertaken. It will focus on assessing programme relevance, effectiveness and efficiency of management and implementation, programme effectiveness and the sustainability of results and recommend action to be taken in response to the findings'*. The JPLG was slower than expected to start up and comprehensive activities did not really take place until early 2009. Even though the bulk of the time in 2008 was spent on developing capacity development materials the main challenges were absence of donor financial commitments to the JPLG and some evidence of scant cohesion amongst the participating UN agencies. By early 2009 there was agreement amongst the five participating UN partners and with government entities to commence with a small number of districts (2 in both Somaliland and Puntland) to focus on quality of processes for basic service delivery. So, as the JPLG did not really start to gain momentum until late 2009 and as a result of

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<sup>4</sup> Joint Programme Document. UN Joint Programme on Local Governance and Decentralised Service Delivery. UNDP Somalia April 2008.

<sup>5</sup> See JPLG programme logframe for details. Note that a JPLG logframe prepared in 2008/9 which was revised from the original results and resources framework presented in the JPLG project document. This enabled the establishment of the overall M&E framework and the monitoring and information system for JPLG.



dialogue with the participating UN Agencies and development partners, it was agreed to undertake this JPLG mid-term review in the first quarter of 2011. The JPLG mid-term review will relate to its objectives as well as the enabling levels above and the effectiveness of joint programming.

### **3 The Somali Context<sup>6</sup>**

3.1 While officially recognised as one single country, since the unilateral declaration of the Somali National Movement in 1991, Somalia in reality comprises three different zones: south-central Somalia, Somaliland, and Puntland. All three zones have separate constitutions or charters and local government acts however these are closely aligned and highly complementary, which enables viable support to a decentralisation process with only limited variation between the three zones.

3.2 South-central Somalia is where the Transitional Federal Government (TFG) of Somalia is located. The legal framework for the TFG is the Transitional Federal Charter which expires in August 2011<sup>7</sup>. South-central Somalia is witnessing the highest degree of instability and fragility in Somalia. While a recent peace agreement was brokered by the UN in Djibouti, there is little evidence to suggest that a return to peace and post-conflict assistance is imminent.

3.3 Somaliland is a functioning ‘independent’ territory with its own democratically elected parliament and president. The authorities of Somaliland promote development of central and local government institutions, laws and regulations. Somaliland has officially applied for recognition as an independent country with the African Union (AU), which is currently under consideration and currently is not officially recognized by the UN (or the AU) as a sovereign nation. With the exception of Sool, Sanag and southern Togdheer regions in the east, the territory has experienced a fair degree of peace and stability in the last few decades. The capacity of the Somaliland authorities is still substantially better than its southern neighbors though still in need of considerable capacity development within most facets of public sector management. The legitimacy of the Somaliland is based on its public mandate secured in a democratic process, including the presidential election in June 2010 that led to a peaceful transfer to the opposition candidate. The authorities of Somaliland are the main partners for development assistance in the zone and have established an office for coordination of donor assistance under the Ministry of Planning and International Coordination. For the JPLG the Ministry of Interior is the lead technical Ministry

3.4 Puntland is a declared autonomous region in the north east of Somalia with a President appointed by the Puntland parliament which is elected by clan elders; its name, Puntland State of Somalia, implies it being an independent state within a federal structure for Somalia. The local governments at the district level are also elected on a staggered basis following a clan based process. Rule of law is weak and

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<sup>6</sup> Please refer to the JPLG baseline studies for Somaliland, Puntland and south central Somalia for description of the current arrangements for basic service delivery.

<sup>7</sup> Note that a ‘Consultation Draft Constitution’ was released by the Independent Federal Constitution Commission on 30<sup>th</sup> July 2010 for discussion and this document refers to local governments being established in the context of regional states.

marginalised sections of society (such as IDPs) have limited access to justice and other protection. Puntland has over the years witnessed a rapid turnover in the management levels of central and local authorities, with poor consistency in public administration and limited institutional memory. Puntland continues to support the possibility of Sool and Sanag being aligned to Puntland through clan linkages and this has led to intermittent armed conflict inflaming into Somaliland.

3.5 Decentralization in Somalia is a response to the wide spread rejection of the centralized system of Somalia's last central governments of 1961 – 1969 and 1969 -1991. Since the early nineties the establishment of local governance structures has proceeded at different paces and depth across the country. Today's vision of local governance is the establishment in all Somalia of effective local governance systems and the support to existing systems that are participatory, that facilitate the delivery of good quality, reliable, affordable and sustainable services to Somali people with special emphasis on vulnerable groups - and that locally elected bodies at the district level are accountable and transparent to the people.

3.6 Somaliland has had a functioning decentralized structure in place since early 2000. Some capacities exist in most district councils, which have also been granted authority to generate own source revenue<sup>8</sup>. However, planning processes are poor and in most cases non-existent leaving development activities to more ad hoc decision-making. Some capacity development has taken place in particular in the district councils in larger towns related to financial management and raising and recording own source revenues. There is, however a need for continued capacity development in all fields of local government public financial management processes.

3.7 In south-central Somalia, under the terms of the Transitional Federal Charter and with support from UNDP and UNOPS, during 2007 and 2008 the TFG established regional and district councils in areas under its control. The process entailed substantial community mobilisation and reconciliation in order to gain confidence and support from all clans within a region and districts, a representative and multi-stakeholder District Preparatory Committee that prepared for the election of District Commissioners, Vice Commissioners and upwards to the appointment the Regional Governor. This process had been completed in Bay and Bakool, however these territories were all taken over by militants in 2009. Therefore the JPLG reviewed its approach in south central Somalia in late 2009.

3.8 Puntland has a decentralized structure in place, but with limited available capacity at the present stage and not all named districts have elected councils established. Basic understanding of council functions exists among council members, but capacity to understand the need for accountability mechanisms and transparency is generally weak, and basic elements such as budgeting, accounting and auditing are in early stages of development.

## **4 Mid term review objectives and scope**

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<sup>8</sup> Please refer to the JPLG baseline studies which provide a clearer picture of what does exist in districts in terms of capacities.

## Objectives:

The review would primarily look at the relevance, effectiveness and value-added of the JPLG, as both a coherent approach and UN joint programme to support and advance local government reforms as well as improvement of basic services in Somalia. In addition, the overall progress, efficiency of management and implementation, institutional results and sustainability will be addressed.

Specifically the scope of work is to:

1. Assess the progress to date against the JPLG project document as well as the annual workplans, the quality and sustainability of institutional results as well as improvement in equitable access to basic services to date, and recommend adjustments or changes to ensure relevance, sustainability and effective service delivery (including public private partnerships). Note that institutional results also encompass presence of the fundamentals of good governance such as participation, accountability and transparency in ensuring service delivery.
2. Assess how value for money in the JPLG interventions can be calculated/arrived at and provide an assessment on same. Assess how the JPLG contributes to stability at the local level and overall peace-building.
3. In this assessment of progress to date as outlined above, pay specific attention to integration of gender and children issues and including the integration of the UN Security Council Resolution 1325.
4. Consider the benefits of a longer term JPLG noting the current end date is 31 December 2012 and make recommendations on this point.
5. Assess progress, efficiency and effectiveness of implementation of the participating UN agencies as well the JPLG management arrangements and recommend reductions, additions or changes.
6. Assess the current JPLG monitoring and evaluation (M&E) framework, structure and systems and results to date which includes the revised logframe and indicators, the outcome evaluation system, baselines for Somaliland, Puntland and south central Somalia, the general reporting system, the web-based JPLG MIS and community monitoring groups and recommend any adjustments that need to be made especially in light of attainment of results.
7. Assess the added value of this joint programme in terms of expected benefits of UN joint programmes such as transaction cost reduction for donors, government and UN participating agencies; greater harmonisation amongst the UN agencies and cognizant alignment with donor and government strategies and priorities; donor use of the pass-through funding mechanism; UNDP's performance as Administrative Agent and the role of the Multi Donor Trust Fund. Also make an assessment on the basis of the JPLG for other possible joint programming.
8. Provide strategic advice on and possible responses from JPLG to issues such as the proliferation of new administrative territories such as regions, districts and villages and in the absence of criteria. In addition the lack of population data with the last census in Somalia carried out more than 25 years ago making it difficult to assess per capita income for the LDF (Local Development Fund) to start in 2011. With the fall back position being LDF allocations based on grading of districts.

**The evaluation would be undertaken by a team of consultants who would divide their work as follows**

- 1) *Team Leader and expert on evaluating decentralisation programmes in fragile states/conflict settings.*
  - a. The Team Leader will review the JPLG from an objective overall perspective.

- b. Over the course of one week in Nairobi, s/he will conduct a desk review in and interviews with the UN Resident Coordinator, participating UN agencies, the JPLG outcome evaluation team, donors<sup>9</sup> and other partners.
- c. S/he will travel to Hargeisa, Somaliland, Garowe, Puntland and discuss with TFG for at least one week and conduct interviews with national counterparts such as:
  - i. Ministers and/or DGs of Planning, Interior, Finance, Women (or equivalent), Public Works, Health and Education;
  - ii. Mayors from target districts,
  - iii. JPLG team members;
  - iv. RC Office and
  - v. civil society including community representatives.
- d. S/he will a review and assess the progress to date against the JPLG project document as well as the annual JPLG work plans, the quality and sustainability of institutional results to date and improvement in equitable access to basic services to date, and recommend adjustments or changes to ensure relevance, sustainability and effective service delivery.
- e. S/he will assess how the JPLG works to stabilize communities and contribute to peace. Attention will especially be paid to integration of gender issues and issues related to equitable access to social services.
- f. S/he will provide overall leadership on the review exercise (including oversight for work planning and division of labor) and coordinate draft and final report.

2) *Expert on evaluating UN Joint Programmes, UN alignment with government priorities and donor and UN harmonisation.*

- a. The consultant will review the JPLG based on a comparison with other country operated UN joint programmes as defined by the Multi Donor Trust Fund Office.
- b. Over the course of one week in Nairobi, s/he will conduct a desk review and interviews with donors, UN participating agencies, JPLG Programme Management Group, JPLG Technical Working Group, the JPLG outcome evaluation team, UNDP PMST/AA, donors and JPLG Multi Donor Trust Fund focal point.
- c. S/he will travel to Hargeisa, Somaliland, Garowe, Puntland and discuss with TFG for at least one week to conduct interviews with national counterparts such as:
  - a. Ministers and/or DGs of Planning, Interior,
  - b. Mayors from target districts,
  - c. JPLG team members;
  - d. RC Office and civil society and community representatives.
- d. S/he will review the JPLG management and implementation structures, financing mechanisms and current transaction costs.
- e. S/he will compare JPLG management and coordination to those of other country operated joint programmes and countries in transition and fragile states, highlight best practices, identify recommendations to improve coordination, coherent implementation, as well as recommend further refinements such as how joint programming can best use the systems in place, how donors can sponsor a more 'joined up' UN by funding joint programmes and how to optimize multiple funding modalities in joint programmes such as pass-through and parallel.

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<sup>9</sup> The JPLG donors will form a reference group that meets with the consultants at the commencement, during and towards the end of the consultancy.

3) *Expert on monitoring and evaluation*

- a. The consultant will review the JPLG M&E system in its entirety.
- b. In addition the consultant will provide a methodology to assess how JPLG interventions provide value for money and also make an assessment on same.
- c. Over the course of one week in Nairobi, s/he will conduct a desk review and interviews with UN participating agencies, the JPLG Outcome Evaluation team, donors and other partners (members of the UN Country Team).
- d. S/he will travel to Hargeisa, Somaliland, Garowe, Puntland, and discuss with TFG, for at least one week to conduct interviews with national counterparts in:
  - a. Ministries of Interior (including M&E Consultants with MOI Dept of Planning) and Planning,
  - b. JPLG team,
  - c. Mayors from target districts, and
  - d. a sample of members for community monitoring groups.
- e. S/he will review and assess whether the intended JPLG objectives, outcomes and indicators (revised JPLG logframe) are adequately addressed and captured in the JPLG M&E system.
- f. S/he will highlight best practices and provide realistic recommendations on how to improve M&E in the JPLG and structures needed to ensure implementation, oversight, attainment of results and evaluation.
- g. In addition, describe how (and to what degree) the M&E system is being indigenized to have local accountability enhanced resulting in greater local ownership.
- h. Finally the consultant will examine the feedback loops at different levels – for example what UN agencies are learning, what donors are learning from this joint programme experience.

4) *Expert on gender integration*

- a. The consultant will review the JPLG gender strategy and its approach to integrating gender into local governance, participation and service delivery.
- b. The consultant will also provide advice on to the degree to which the UN Security Council Resolution 1325 has been observed and integrated into the JPLG.
- c. Over the course of one week in Nairobi, s/he will conduct a desk review of JPLG documentation on gender in the JPLG and interviews with UN participating agencies, the JPLG Outcome Evaluation team, donors and other partners.
- d. S/he will travel to Hargeisa, Somaliland, Garowe, Puntland, and discuss with TFG, for at least one week to conduct interviews with national counterparts in Ministries of Interior and relevant women Ministries, JPLG team, Mayors from target districts, councilors, committee members and a sample of members for community monitoring groups.
- e. S/he will review and assess the JPLG efforts to address and integrate gender into the programme and comment on the effectiveness to date and make recommendations for adjustments.
- f. S/he will highlight best practices and provide realistic recommendations on how to improve gender issues and children's issues especially in light of UN Security Council Resolution 1325 and the roles of women in peace-building.

## 5. Expected Deliverables

- a. After 7 days, an inception report is provided which includes a response to the TOR, and each a detailed work plan detailing the approach and indicative list of stakeholders to interview and questions to be asked from each expert.
- b. After 2 weeks, as a team, develop an outline for the final report.
- c. After 3 weeks, as a team, develop a first draft of the report on preliminary findings which should include recommendations on how to address the identified challenges. The UNJPLG will have one week to provide comments, and the team will have one week to revise and finalize the report.
- d. After 5 weeks, the team submits the final report (maximum of 20 pages, plus annexes and a 2-page executive summary.)
- e. The JPLG Programme Management Group will have two weeks to endorse the report and agree on recommendations to be carried forward, and the process to do so.

## 6. Expertise required

1) *Team Leader and expert on evaluating decentralisation programmes in fragile states/conflict settings.*

Post-graduate degree related to local government and decentralized service delivery or a related subject. Fifteen years experience in decentralisation programmes in fragile states/conflict settings. Previous team leader experience. Willingness to travel to Somalia. Excellent analytical skills and drafting in English.

Duties and Responsibilities of the team leader:

The Team Leader is directly responsible for the overall implementation, management and delivery of expected deliverables of the Mid Term evaluation. More specifically the Team Leader will be in charge of:

- Establishing the Mid Term Evaluation Team;
- Coordinating the schedule and workload of the team members;
- Coordinating the inputs provided by each team member throughout the Mid Term evaluation;
- Producing the final report.

2) *Expert on evaluating UN Joint Programmes, UN alignment with government priorities and donor and UN harmonisation*

Post-graduate degree in international relations, political science, international development or a related subject. 10 years experience in UN joint programmes including familiarity the UN Reform and possible experience in One UN Pilot Countries. Excellent analytical skills and drafting in English.

3) *Expert on monitoring and evaluation*

Post-graduate degree in international relations, political science, international development, statistics, social geography or a related subject. 10 years experience in M&E systems and joint programmes in the UN an advantage. Excellent analytical skills and drafting in English.

4) *Expert on gender integration*

Post-graduate degree in, political science, gender in development or related subject. Ten years experience in gender integration and child rights in programming and in the UN an advantage. Knowledge of integrating UN Security Council Resolution 1325 into programmes would be an advantage. Excellent analytical skills and drafting in English.

## **7. Duration of work**

The Mid Term review shall be carried out by the team leader and the other experts. For the Team Leader, the workload is expected to be up to 25 days (excluding week-ends) in the first quarter of 2011, including submission of a final report. For the expert on Monitoring and Evaluation the work load is expected to be 20 days (excluding week-ends) and for the other team members 15 days (excluding week-ends). While time can be allocated as thought best by the team leader, it is expected that each team member will spend around 14 days in the field.





## Annex IX. Schedule of the MTR mission to Somalia and Kenya

### JPLG Mid Term Review Schedule

Dates: Monday April 11th - Monday 2nd May 2011

MTR Team: Leonardo Romeo Team Leader; Giuliano Bosi UN Partnerships; Henny Andersen M&E and Sarah Jones Gender

Date/day	Time	Consultant	Activity	Location	Facilitator
Sunday 10/04		Whole team	Arrival in NBO	Jacaranda Hotel	Fridah
Monday 11/04	0830 - 1200	Leonardo, Giuliano and Sarah	Briefing at JPLG PCU	JPLG PCU Office, UNDP Somalia Spring Valley	Joanne
	1230- 1430	Whole team	Lunch with donors	Zen Garden	Joanne
	1430 - 1530	Joanne Morrison	Briefing with Mark Bowden	RC Office	Joanne
	1500 - 1600	Whole team	Meeting at UNICEF with Debra Bowers & Isabella	UNICEF Somalia Office Girgiri	Fridah
	1630 - 1800	Henny	Briefing at JPLG PCU	JPLG PCU Office, UNDP Somalia Spring Valley	Joanne
	1830	Whole team	To Hotel		Fridah
Tuesday 12/04	0900-1000	Giuliano	Meeting with PMST - Laurel Patterson and Anne-Marie Oyuga	Laurel's Office, UNDP Somalia Spring Valley	Fridah
	1000 - 1230	Whole team	Meeting with UNDP Governance team leader - April Powell-Willingham	April's Office, UNDP Somalia Spring Valley	Fridah
	1430 - 1600	Whole team	Meeting with Uffe on the JPLG M&E system	JPLG PCU Office, UNDP Somalia Spring Valley	Uffe
Wednesday 13/04	0830 -1115	Whole team	Meeting with TFG: DG Ministry of Planning, Abdullahi Sheikh Mohamed; Minister Women's Development and Family Care, Dr. Maryam Qasim; Minister of Interior, Abdishakur Sheikh Hassan.	Osman Ahmed conference room, UNDP Somalia Spring Valley	Fridah
	1145 - 1300	Whole team	Meeting with UNPOS - Charles Otieno	JPLG PCU Office, UNDP Somalia Spring Valley	JPLG PCU Office, UNDP Somalia
	1400 - 1600	Whole team	Meeting with donors	Osman Ahmed conference room, UNDP Somalia Spring Valley	Uffe
Thursday 14/04	0900 - 1100	Whole team	Meeting with Dorothee von Brentano UNHabitat	UN Habitat Gigiri, block M	Fridah
	1130 - 1230	Whole team	Meeting with ILO CTA Paul Crook	ILO Somalia office Girigri	Fridah
	1245 - 1345	Whole team	Meeting with Betina- Gollander, Denmark	Café Des Arts, Gigiri	Uffe
	1430 - 1530	Whole team	Meeting with RC - Mark Bowden	RC office UNDP Somalia Spring Valley	Joanne
	1615 - 1715	Whole team	Teleconference with Kodjo (UNCDF)	Osman Ahmed conference room, UNDP Somalia Spring	Fridah
Friday 15/04	0900 -1200	Whole team	Somalia Country Briefing and Hostage Training	UNDSS training room, UNDP Somalia (block F, ground	Uffe
	1230 - 1400	Whole team	Lunch meeting with Olof Nunez UN Habitat	Meet at Zen Garden	Fridah
	1430 -1530	Whole team	Meeting with Ilias Dirie (LED and PPP, ILO)	JPLG PCU Office, UNDP Somalia Spring Valley	Fridah
	1530 -1630	Whole team	Meeting with Outcome Evaluation Team - John Fox	JPLG PCU Office, UNDP Somalia Spring Valley	Fridah
	1630 - 1730	Whole team	Meeting with UNPOS Rowan Laxton	JPLG PCU Office, UNDP Somalia Spring Valley	Fridah
	1830 - 2000	Whole team	Meeting with Nicoletta Feruglio UNDP project manager	About Thyme	Fridah

Date/day	Time	Consultant	Activity	Location	Facilitator
Saturday 16/04			Day off		
Sunday 17/04	0500 and arrival in Hargesia about 0930	Whole team	UNHAS flight to Hargesia - be at airport no later than 0515. Go to UNHAS check in counter and Fridah will meet you.	Unit one Jomo Kenyatta airport NBO. UNHAS flight to Hargesia Somaliland	
Sunday 17/04	0930 - 1100	Whole team	Airport pick up, to UNCC for security briefing and check into hotel.		Zamzam
	1100 -1230	Whole team	Meeting with MOI Minister, DG and MOI team	MOI Hargesia DG's office	Abdirahman and Zamzam
	1600 - 1730	Whole team	Meeting with MOPIC Minister and DG	MOPIC Hargesia Minister's office	Abdirahman and Zamzam
	1800 - 1930	Whole team	Meeting with Roble Mohamed (procurement and engineer support, ILO)	Meet at the Ambassador	Abdirahman and Zamzam
Monday 18/04	0730 - 0830	Whole team	Meeting with CD UNDP Alvaro Rodriguez	Ambassador Hotel, Breakfast meeting	Uffe
	0845 - 1000	Whole team	Meeting with JPLG national team -UN Habitat, UNDP, UNCDF, ILO and UNICEF	Abdirahman (JPLG Office Hargesia)	Abdirahman and Zamzam
	1000 -1200	Leonardo and Giuliano	Meeting with Vice Minister - Ministry of Finance	JPLG office and then MOF	Abdirahman and Zamzam, Adan
	1000 - 1145	Sarah	Meeting with CSI and Civil Service Commission	CSI office	Abdirahman and Fridah
	1100 -1300	Henny	Meeting at MOI on M&E Mohamed (Dir. Regions and Districts and Mohamed M&E consultant). Plus project site visits in Hargesia.	MOI Mohamed Hasan	Abdirahman and Zamzam
	1200 -1300	Sarah	Meeting at Ministry of Labour and Social Affairs (Women). Ilham Mohamed Jama, Minister MOLSA , DG and Fouzia Musse, Gender Expert MOLSA	MOLSA, Nicoletta	Abdirahman and Zamzam
	1200 -1300	Leonardo and Giuliano	Meeting with Mayor of Hargesia and see AIMS and BIMS functioning.	DC office Hargesia	Abdirahman and Zamzam, Adan
	1400 - 1600	Whole team	Meeting with Maureen, Liiban and Ettie UNICEF project managers	UNICEF Office	Abdirahman and Zamzam
	1630-1730	Sarah	Meet with Upper House Representative	JPLG Office	Abdirahman and Fridah
Tuesday 19/04	Leave Hargesia at 0700 and travel to Sheikh by road.	Whole team	In Sheikh meet mayor, councillors, DC departments, see AIMS functioning and DC and visit project sites and community monitoring groups. Travel to Berbera to sleep.	MOI, Abdirahman, ILO, UNDP and UNICEF	Abdirahman and Zamzam
Wednesday 20/04	In Berbera all day and travel back to Hargesia	Whole team	In Berbera, meet mayor, councillors, DC departments, see AIMS functioning and DC and visit project sites and community monitoring groups. Travel back to Hargesia.	MOI, Abdirahman, ILO, UNDP and UNICEF	Abdirahman and Zamzam
	20.00 - 21.00	Leonardo & Giuliano	Meet with the Public Finance Management	Ambassador Hotel, Dinner meeting	Abdirahman and Adan

Date/day	Time	Consultant	Activity	Location	Facilitator
Thursday 21/04	0730 - 0830	Whole team	Debrief with Minister of Interior and team	MOI Hargesia	Abdirahman and Zamzam
	1000 - 1245	Whole team	UNHAS flight to Garowe	Hargesia airport	Abdirahman and Zamzam
	1245 - 1330	Whole team	Arrive Garowe, to UNCC and check into room, security briefing with UNDSS.	Garowe UNCC	Abdurazak
	1400 - 1430	Whole team	Meeting with Nick Beresford UNDP head of sub office	Garowe UNCC	
	1445 - 1600	Whole team	Meeting with JPLG national team, UNDP, ILO, UNICEF, UNCDF and UN Habitat	Garowe UNCC	Abdurazak
	1630 - 1730	Whole team	Meeting with Fredrick Brock RC office Garowe	Garowe UNCC	
Friday 22/04		Whole team	Day Off	Garowe UNCC	
Saturday 23/04	0900 - 1000	Whole team	Meeting with Ministry of Planning - Minister Daud and DG Mohamed Ali	MOPIC Garowe	Abdurazak
	1015 - 1115	Whole team	Meeting with Minsitry of Interior - Minister Jama, DG, Juba and consultants.	MOI Garowe	Abdurazak
	1130 - 1230	Sarah	Meeting with MODWFA. Minister Asha, Fatima Jabril and Ibrahim consultant.	MODWFA Garowe	Abdurazak
	1130 - 1230	Henny	Meeting with MOI M&E team	MOI Garowe, Gulled (M & E)	Abdurazak
		Sarah	Report writing		
Sunday 24/04	Depart Garowe to Gardo by 0700 and return by 1700	Whole team	Day trip by road to Gardo and return to Garowe	Gardo DC and meet mayor, councillors, departments. Visit 2 project sites and meet CMG	Abdurazak, MOI, Gulled
		Sarah	Meeting with 4 female councillors in Gardo.	Gardo DC meeting room	Abdurazak, MOI, Gulled
		Sarah	Report writing		
Monday 25/04	0900 - 1200	Sarah	Meeting with Garowe Mayor and 4 female councillors.		Abdurazak, MOI, Gulled
	0900 - 1200	Leonardo, Henny and Giuliano	Meeting with Mayor of Garowe and visit project sites and meet community monitoring groups	Gardo DC and meet mayor, councillors, departments. Visit 2 project sites and meet CMG	Abdurazak, MOI, Gulled
		Sarah	Report writing		
	1400 - 1500	Leonardo and Giuliano	Meeting with Minister of Health, Garowe	MOH	MOI and Abdurazak
Tuesday 26/04	0800 - 0900	Whole team	Debrief with Ministry of Interior	MOI	MOI and Abdurazak
	Depart Garowe by 1100 to NBO	Whole team	UNHAS flight from Garowe to NBO	Check flight time usually about 1100	
	Arrival time in NBO about 1900 hrs		Back to hotel in NBO		

Date/day	Time	Consultant	Activity	Location	Facilitator
Wednesday 27/04	0900 - 1100	Whole Team	Meeting with Angela Kabiru ILO JPLG Project Manager	JPLG PCU Office, UNDP Somalia Spring Valley	Joanne
	1130 - 1230	Whole team	Meeting with RC office - Jo Nickolls	JPLG PCU Office, UNDP Somalia Spring Valley	Fridah
	1430 - 1530	Whole Team	Meeting with John Fox OES	JPLG PCU Office, UNDP Somalia Spring Valley	Fridah
Thursday 28/04	0900 - 1100	Henny	Meeting with Uffe	JPLG PCU Office, UNDP Somalia Spring Valley	Uffe
	0900 - 1100	Giuliano and Leonardo	Report writing	JPLG PCU Office, UNDP Somalia Spring Valley	Fridah
	1300 - 1600	Whole Team	Debrief to donors and UN agencies in NBO and video link with SL and PL	Osman Ahmed conference room, UNDP Somalia Spring Valley	Fridah
Friday 29/04			Report Writing and any follow up meetings		
Monday 02/05	0900 -1200		Report Writing and any follow up meetings		