



JOINT PROGRAMME FOR LOCAL GOVERNANCE AND DECENTRALISED
SERVICE DELIVERY IN SOMALILAND

WORKPLAN AND BUDGET

2012

2012 THEME: DEEPEN AND BUILD ON LESSONS LEARNED

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1 List of Abbreviations

AA	Administrative Agent
AIMS	Accounting Information Management System
AWPB	Annual Work plan and Budget
BIMS	Billing Information management System
BOQ	Bill of Quantities
CMG	Community Monitoring Group
DBF	District Basket Fund
GEWD	Gender Equity and Women’s Development
IDPs	Internally Displaced People
ILO	International Labour Organisation
JNA	Joint Needs Assessment
JPLG	UN Joint Programme for Local Governance and Decentralised Service Delivery
LDF	Local Development Fund
M&E	Monitoring and Evaluation
MLSA	Ministry of Labour and Social Affairs.
MIS	Management Information System
MOF	Ministry of Finance
MOI	Ministry of Interior
MTR	JPLG Mid Term Review
NRM	Natural Resource Management
OAG	Office of the Auditor General
OES	Outcome Evaluation System
PCU	Project Coordination Unit
PEM	Public Expenditure Management
PIM	Participatory Impact Monitoring
PFM	Public Financial Management
PMG	Programme Management Group
PPP	Public Private Partnerships
RDP	Somalia Reconstruction and Development Programme
ROLS	Rule of Law and Security
RSL	Recovery and Sustainable Livelihoods (UNDP)
SC	Steering Committee
TOR	Terms of Reference
TWG	Technical Working Group of JPLG
UNCDF	United National Capital Development Fund
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNTP	United Nations Transition Plan
VFM	Value for Money

2 EXECUTIVE SUMMARY

The United Nations Joint Programme on Local Governance and Decentralised Service Delivery (JPLG) in Somalia is a five year programme from 2008 to 2012 of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. This document is the 2012 Annual Work Plan and Budget (AWPB) for the JPLG in Somaliland and covers twelve months from January 2012 to December 2012.

The total budget for this AWPB is USD 13,838,642. With a funding gap of USD 7,359,874. Note that twenty eight per cent of this total amount is budgeted for investment expenditures at the districts. Included in the investment expenditures are the LDF, DIF, sector pilot investments, investments in local economic development, solid waste management and renovations and equipment for district offices.

The JPLG is aligned to the programming frameworks of the Somalia Reconstruction and Development Programme (RDP) 2008-2012 and the United Nations Somali Assistance Strategy (UNSAS) 2011 -2015. It follows a comprehensive approach to rendering local governments as credible basic service providers, and strengthening civic awareness and participation in decision making. The JPLG covers Outcome 1, sub outcome 1.3 of the United Nations Somali Assistance Strategy (UNSAS) 2011 -2015.

The **overall objective** of the JPLG is that *local governance contributes to peace and equitable priority service delivery in selected locations.*

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

The primary **target groups** for the interventions are local communities. The secondary target groups are district councillors and staff, as well as staff in relevant central government institutions, notably in ministries responsible for local government, planning, public works and finance.

The JPLG has developed a set of public expenditure management procedures for district councils that guide the implementation process. These procedures focus on accountability, participation, transparency, harmonisation, flexibility, and learning-by-doing. JPLG has also laid out a gender and communication strategy, and conflict analysis matrix. Note that it is important to regard this work plan as a flexible document that can be adjusted and is responsive to changes in the context and lessons learnt.

The LDF launched in 2011 and it introduces a performance based system for inter-governmental fiscal transfers to districts. This should, in turn, contribute to better and more sustainable service delivery in Somaliland, by creating fiscal space for districts allowing them to make optimal choices for investing in better service delivery. The LDF will be co-financed by national counterparts, by the participating districts, and by external resources through the JPLG.

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

- The draft decentralisation policy is elaborated; reviewed procurement regulations been presented for legislation; draft land policy and land law near completion in Somaliland is enhanced.
- Councillors and staff in seven target districts have an understanding of their roles and responsibilities, and the rules and regulations guiding their work.
- Accountability, transparency and reporting on the use of public funds improved.

- All eligible district councils (target seven) have at least one priority service delivery project funded.
- Communities in seven target districts have basic understanding of their rights and responsibilities vis-à-vis district councils.
- Annual district plans and budgets in seven districts reflect community priorities.
- Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational.

The results will be achieved through the following main activities:

Policy Development

- Revision of legal framework for decentralization and accompanying implementation strategy which includes fiscal decentralisation.
- A study will be commissioned to conclude a budget for government execution of decentralization for the period of 2012-2016 in line with the National Development Plan of Somaliland
- Continued support towards advancing the PPP policy, dialogue will take place bringing together all partners: such as local governments, key ministries and departments, private sector, UN and other development partners to reach an agreement on PPP policy framework.
- Land Management Law: Revision of Land management law finalized and approved in 2012 and implementation procedures supported.
- Municipal Finance Policy: During 2012 JPLG will continue to emphasize the importance between public financial management and local service delivery.

Institutional and Capacity Development

- As part of the recommendations of JPLG mid term review MTR, the Public Expenditure Management (PEM) process for districts has now been review and this will be implemented in 2012.
- The bulk of capacity development in 2012 will be concentrated with district departments in the PEM processes.
- In 2012 there will be a concerted effort to generate a greater demand driven capacity development approach for local governments. Therefore grants will be made available to targeted districts allowing the districts to purchase training for their staff on accredited local governance modules from accredited/recognized service providers.

Investment and Service Delivery (28%)

- JPLG will continue to support the management of the LDF. In line with the recommendation of MTR, there will be increased LDF amounts and disbursements.
- District Investment Fund (DIF) as per the recommendations of the MTR, alternative investment window to fund larger investments that LDF would not fund will be introduced in 2012. JPLG will embark on development, launching and initial disbursement of DIF money.
- Pilot sector Functional assignments
- Investments in local economic development, waste management and renovations and equipment to district offices are included in this category.

JPLG will continue to work in the seven target districts and deepen it's involvement in these districts. These districts are Berbera, Borama, Hargeisa, Burao, Sheik, Odweine and Gabiley. The LDF will be increased in mature districts to a total envelope of \$200,000/district. Allocated with a 50 per cent base, 20 per cent population and 30 per cent performance assessment results. For new district such as Gabiley - \$150,000 and to be allocated with a 67 per cent base and 33 per cent population. Note the population figures to be provided by the Ministry of Planning.

3 BACKGROUND

Somaliland declared independence from the rest of Somalia on 18 May 1991 following the fall of Said Barre government. Since 1996, there has been relative political stability in Somaliland and a system of governance and administration established. This was the result of a unique and continuous reconciliation process resulting in the creation and implementation of functioning governance and judiciary systems, and a democratization process that allowed for reasonably free and fair elections and a multiparty legislative system being formed. Among key milestones in the democratization process so far was the adaptation of new Constitution in 2001, local elections in 2002, and presidential and parliamentary elections in 2003 and 2005 respectively. Further presidential elections were held on 26th June 2010 with a smooth transition of power to the opposition and President Ahmed Mohamed Mohamoud Siilaanyo, the new President. Somaliland has not been recognized by the international community as an independent state.

Somaliland has a politically decentralized governance model. The districts are given the primary responsibility for service delivery, but with limited corresponding financial transfers from the Ministry of Finance to fulfill this mandate. Given the limited capacity for local revenue generation, the beginnings of fiscal state transfer mechanism has been put in place and in 2011. However the existing fund transfers from central to local government remain irregular and insufficient relative to the functional responsibilities at the district level, and the transfer system does not constitute a redistribution mechanism that would equitably support all districts. In 2011 the Government continued their commitment to decentralization by reaching agreements between central line sector ministries and districts that deconcentrate functional authorities and financial resources for three key sectors.

Local government provision of social services is constrained by extremely limited capacity in both human and material resources. The limitations in financial resources, human resource capacities as well as physical facilities continue to limit access to basic services in Somaliland. The government's limited capacity to provide a sustainable policy and regulatory framework further limit effective delivery of basic service. Financial resources are often incommensurate with mandated responsibilities. While Somaliland's new Government leadership continues to display the political will required to realize decentralization reform structural weaknesses persist. Salaries and allowances of staff, and security absorb the majority of resources, often over sixty per cent levies and fees collected as reported in the Joint Needs Assessment rarely exceed \$2.00 per inhabitant per year in rural areas, and \$4.50 per inhabitant per year in urban areas. This is well below the norm for Least Developed Countries, which is between \$20 and \$50 per capita. These capacity and resource deficits render Somaliland local authorities restricted in the face of committing to local development and designing and delivering basic services.

Although Somaliland has made significant progress in the provision of primary and tertiary education, it is still constrained by limited capacity, quality of staff and curricula. Basic health service provisions are similarly constrained and remain extremely poor. The following socio-economic indicators support this statement:

3.1 Somaliland key socioeconomic indicators

- Access to improved water source 40.5%¹
- Mean time to source of drinking water 57.2 minutes²
- Adult women collecting drinking water 64.4%³

¹ Source: MICS 2006

² Ibid

³ Ibid

- Access to improved sanitation 40%⁴
- No antenatal care received 60.4%⁵
- Primary School Net Attendance Ratio Girls 38 %⁶
- Primary School Net Attendance Ratio Boys 52.7 %⁷
- Infant mortality 88 (per 1,000 live births)⁸
- Under-five mortality 113 (per 1,000 live births)⁹
- Registered births 6.6 (%)¹⁰

3.2 Conditions and planning assumptions for Somaliland - District Council Status

In Somaliland, local government structures gradually moved from clan-based local authorities to more formal and representative structures after 1991 and resulted in a Regions and Districts Law Number 23 (2001) and elections of councilors and mayors in eighteen electoral districts (2002). The UN recognizes the regions and districts that were in place in 1991 and these were five regions and nineteen districts, and the JPLG identifies target districts from amongst these. However, the parliament has approved one region and four districts in addition as per Law 23 apart from these, since 1991. There are additional regions and districts that have also been created by presidential decree, increasing the current number to fourteen regions and over eighty districts however, these have not been approved by the parliament. The next local elections that were expected to take place sometime in 2012. There is concern that the local elections are not further delayed, as further delay in local elections may undermine positive gains Somaliland's politically decentralized governance model.

The Somaliland Constitution and the Regions and Districts Law (Law 23) provide the legal basis for decentralised government in Somaliland. The legal framework stipulates that district councils provide a range of basic services, including in education, health, roads, communications, water and sanitation. While progress in decentralizing administrative and sector functions has been slow, as above noted, positive initial steps to decentralize functions, capacity and finances in three key sectors to districts have taken place in 2011. Nevertheless, the districts generally lack the administrative structures, the staff capacities and the financial resources. Sources of local revenue include land registration and annual property fees, store licensing fees, sales tax and income tax of employee salaries, livestock taxes and customs taxes mainly from the Berbera port. Over half of district budgets are spent on staff salaries and allowances. Participation by women remains extremely low with only two female councilors (Berbera and Gabiley districts) and one female Mayor in Gabiley. Somaliland vision 2030 and national development plan 2012-2016 is currently under development which is being led by the Ministry of National Planning and Development (MONPD). The National Development Plan for Somaliland focuses on sustainable development and poverty reduction.

3.3 Political events

Peaceful presidential elections took place in June 2010 resulting in a new dispensation with the opposition candidate, Ahmed Mohamed Mohamoud Siilaanyo taking the helm and a smooth hand over process. A new cabinet was established reducing the ministries from twenty six to twenty and bringing in a new body of Ministers and Deputy Ministers including three women (two Ministers and

⁴ Ibid

⁵ Ibid

⁶ Ibid

⁷ Ibid

⁸ Ibid

⁹ Ibid

¹⁰ Ibid

one Deputy Minister. However many of the Director Generals (DG) from the previous administration were replaced, including the appointment of the new DG for Ministry of Interior (MOI), Mr. Abdillahi Hussein Egeh. Additionally, in 2011 the new cabinet approved an increase of two new ministries bring the total to twenty two ministries. The peaceful 2010 presidential election and transition to a new administration, represents a remarkable and positive achievement for Somaliland, reinvigorating hope for the people of Somaliland and underlining its ability to remain peaceful and progress despite the critical situation in the neighboring regions. Since 2010 JPLG has enhanced relations with the new leadership and has maintained positive commitment towards on-going decentralization reform.

3.4 Security

Security Risk Assessments by the UN Department for Safety and Security are constantly updated resulting in lowering the security phase from four to three in most parts of Somaliland. In addition, the JPLG has adopted the Risk Management and Mitigation Tool which defines types of risks and how these may be mitigated. The trend in 2010 of increasing international presence in Somaliland, through permanent international staff and an increase in missions continued in 2011. The JPLG has all the same strengthened the capacities of the national team, central level institutions and district councils to implement and monitor the JPLG.

4 OBJECTIVES

The **overall objective of the JPLG** is: *Local governance contributes to peace and equitable priority service delivery in selected locations.*

Within this overall objective, **two specific objectives** have been identified, namely:

- (i) *Communities have equitable access to basic services through local government, and*
- (ii) *Local governments are accountable and transparent.*

The JPLG objectives fall within the following policy frameworks:

- The Somali Reconstruction and Development Programme 2008 – 12 priority/goals of deepening peace, improving security and establishing good governance and investing in people through improved social services.
- Outcome 2 of the United Nations Transition Plan 2008-2010 (UNTP): *“Local governance contributes to peace and equitable priority service delivery in selected locations”.*
- The United Nations Somali Assistance Strategy (UNSAS) outcome one – Somalia people have access to basic services.
- The Millennium Development Goals: 2 (achieve universal primary education), 3 (promote gender equality and empower women), 4 (reduce child mortality), 5 (improve maternal health) and 7 (ensure environmental sustainability).

These objectives are further outlined in the log frame in Annex 1, with objectively verifiable indicators, expected results, source and means of verification, assumptions as well as targets for 2012.

The JPLG supports the establishment of district-level autonomous and accountable local governments (LG) and the development of effective linkages with constituent communities and private sector. It empowers LG with systems and resources to deliver services, improve security, manage conflicts and build peace, and in the process strengthen their legitimacy and contribute to state building.

The programme aims at producing outputs in three main categories:

- (i) policy outputs, for example the development of a conducive decentralization policy and legal frameworks,
- (ii) institutional and capacity development outputs, for example organizations and procedures for improving local governance, at state, district and community levels,
- (iii) service delivery outputs, such as local-level economic, social infrastructure and service delivery. Special emphasis is made on the rights of women and children and on addressing gender issues in local government.

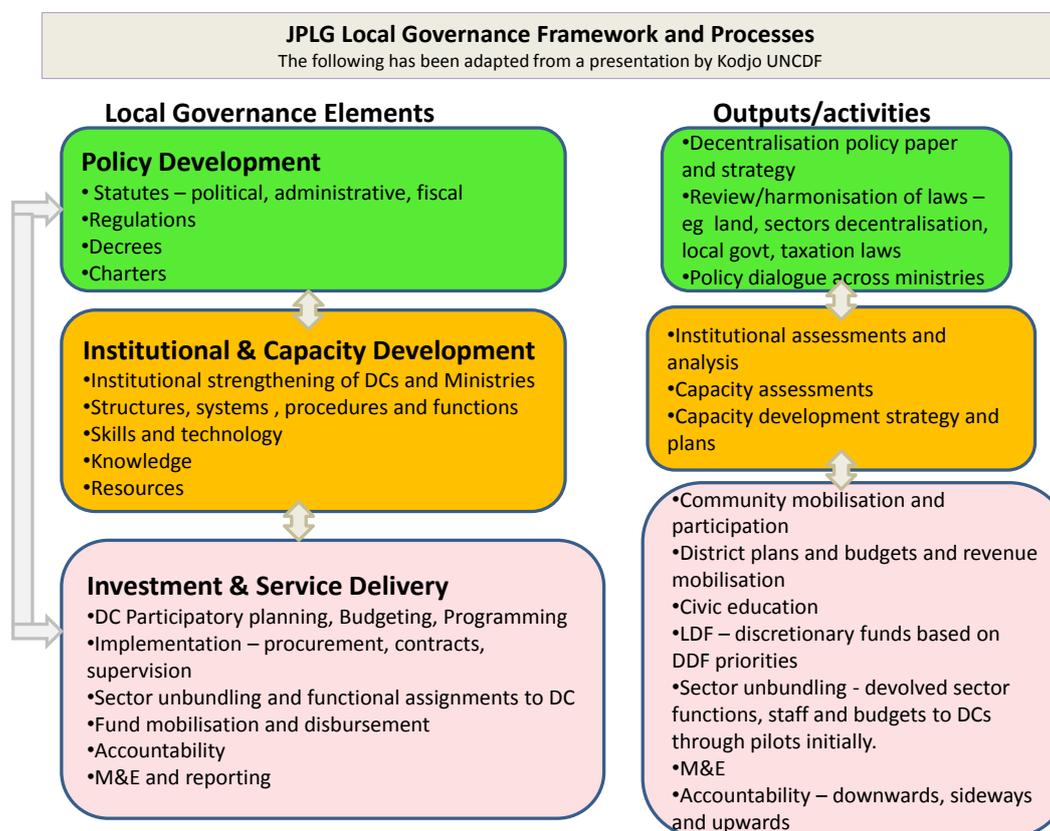
The JPLG will work to ensure transparent, accountable and efficient local service delivery, by working at different administrative levels to:

- Improve the legislative and regulatory framework for decentralised local government and service delivery in Somaliland
- Improve the capacity of district councils to undertake participatory local public expenditure management processes, such as participatory planning, revenue collection, budgeting, investment programming, procurement, implementation, reporting, monitoring and evaluation and asset management - so to provide services in an accountable transparent and participatory manner
- Improve the capacities at central government level to support and supervise decentralisation
- Providing funding for service delivery through local governments
- Develop capacities of communities to engage with district councils and vice versa and improve public accountabilities.

5 POLICY, INSTITUTIONAL AND CAPACITY DEVELOPMENT

The JPLG inputs are provided simultaneously following three different elements: policy, institutional and capacity development as well as investments and service delivery as shown in the diagram below.

Diagram One JPLG Local Governance Framework



While JPLG is involved in decentralization policy development and local investments, its core business remains the development of institutions and their capacities. The programme works at three levels: central government, local government and community. Reflecting its focus on local governments, the JPLG's main counterpart is the Ministry of Interior (MOI). At the local government level the JPLG is helping develop local government's capacity for:

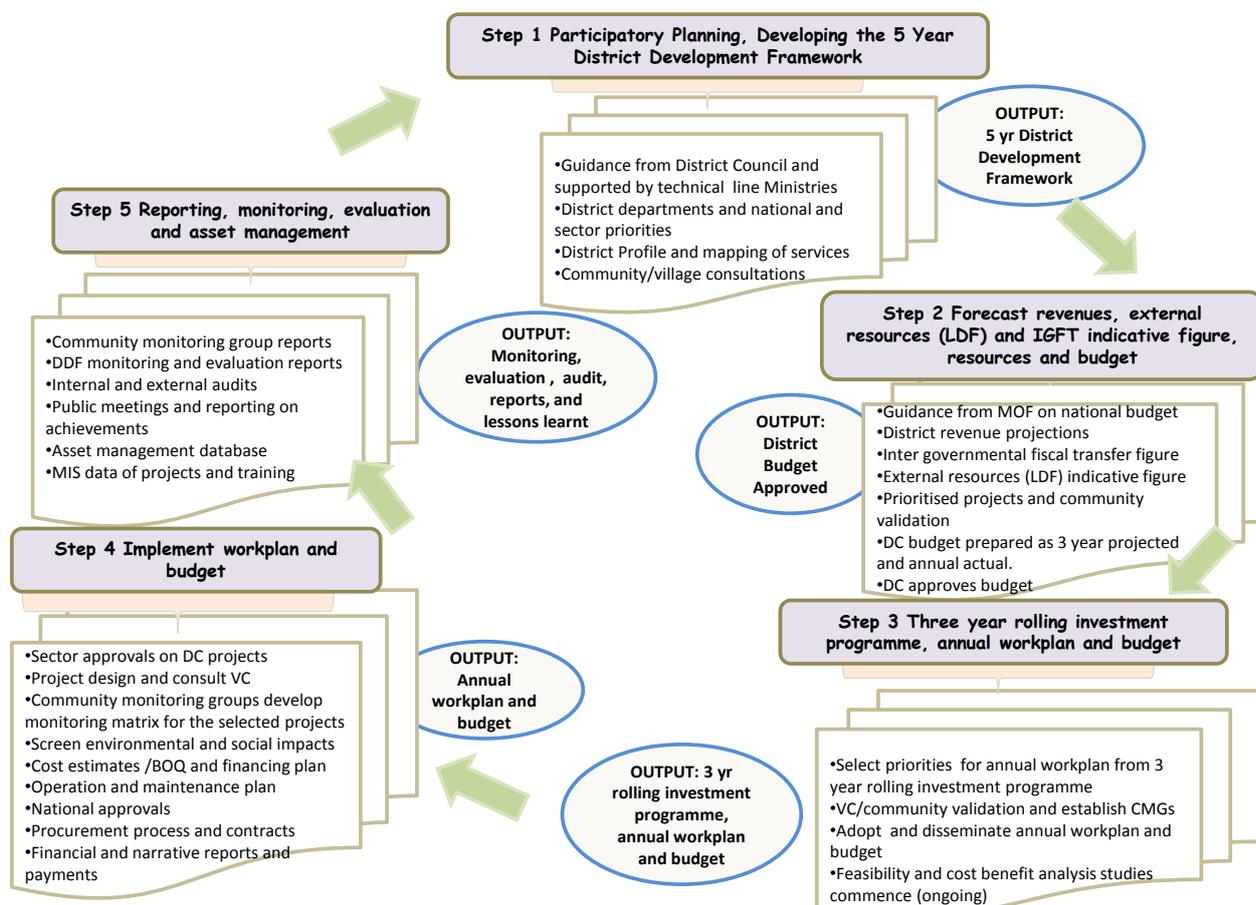
- (i) basic public expenditure management (PEM), (note a diagram of the PEM process follows)
- (ii) infrastructure and services delivery and
- (iii) promotion of local economic development, through participatory approaches and with a focus on improving public accountabilities between the local governments and their constituents.

At the village level, JPLG supports communities organize and engage with the local government's PEM process and related project cycle management activities. In addition, to improving public accountabilities between the local government and the Somaliland people.

The local governance and service delivery structures and systems are anchored in local governments through legislative, institutional and policy reform and a substantial and sustained capacity development effort involving mentoring approaches through local training institutions. The government recognises the importance of decentralisation in its development plans, as such decentralisation reforms will be facilitated by JPLG with appropriate legislative, institutional and policy frameworks established, defining the decentralisation of powers, functions and resources,

including the necessary fiscal decentralization, functional assignment and resources and capacity to support delegated functions.

Diagram Two Public Expenditure Management Process for Districts



In 2012 the policy formulation process will create increased opportunities for enhanced national ownership of the decentralization process. Toward this objective JPLG will support the Office of the Vice President as the champion for decentralization reform heightening inter-ministerial as well as parliamentary engagement. JPLG is closely engaged in the Inter Peace supported Pillars of Peace and Democracy process and has entered into agreements with Somaliland Academy for Peace and Development increasing community buy-in to the decentralization reform process.

An integral part of the decentralization process commenced in 2011 through sector studies in health, education, water and sanitation, roads and environment to unbundle functions within services by administrative level – central, region and district. This process will result in piloting sector delegation of functions from central to district authorities through service delivery pilots in 2012. Such pilots will provide the necessary information on the direct and indirect costs, as well as capacity requirements for the devolution of appropriate functions to local governments. In addition, the process will result in agreements on delegation of functions, staff and finances from the line ministries to the district authorities (devolution or delegations) and regions (deconcentration). The unbundling process and the sector pilots will assist the government and donors to engage in informed discussions on creating sector specific financing windows for local authorities (categorical grants) as a means to institutionalize the unbundling and piloting exercises. This will inform the decentralization policy formulation, fiscal decentralization policy and efforts to improve the efficiency and effectiveness of service delivery.

The local development fund and participatory public expenditure management processes developed will provide the framework for fiscal inter-governmental transfers through which fiscal and external resources will be planned for, disbursed and utilised for development investment and recurrent expenditure. This will help develop capacities in local governments on basic public expenditure management processes, institutionalise medium-term district planning and service delivery functions, allow the annual district budgets become more predictable and increase public accountabilities. These efforts will contribute to improved governance and to peace and stability.

The JPLG support towards local public finance management and intergovernmental fiscal transfer processes were recognized as contributing to the central government public finance management (PFM) reform process and in 2011 a joint framework on PFM been established with the World Bank and UNDP. Within the PFM project document the JPLG has been designated as taking the lead in the fiscal decentralization pillar.

The JPLG has been providing capacity development for central and local institutions using a supply driven modality. Efforts are under way to move on a continuum from 100 per cent supply to greater demand driven capacity development methods. In line with this, in 2012 utilizing PEM modules, based on capacity needs assessments and grounded in an impact assessment of trainings, JPLG will establish an accredited set of capacity building local governance modules and a grant funding system to allow districts to determine and finance their own capacity development needs. The methods will concentrate capacity development efforts on the functions and district department staff and build on staffing structures reviewed in 2011 and the sector study outcomes on functional assignment that have identified the core functions and key district departments required and responsible for successful delivery of decentralized services. These processes will be done in tandem with the broader government civil service reforms supported by UNDP/Somali Institutional Development Programme (SIDP).

In the long term, through policy reform and sustainable capacity development a more responsive and efficient service delivery, with transparent and accountable systems for the Somaliland population will be realized.

6 GENDER STRATEGY

The JPLG incorporates gender as a core value underpinning good governance and human development and commits itself to gender mainstreaming strategy. Gender issues are addressed in three ways: (i) at the policy and legislative level; (ii) in programming and analysis; and (iii) in implementation. Following the Mid-term Review recommendations for strengthening the JPLG's impact on gender equity and women empowerment, the programme will define clearer strategies on how all activities will be implemented and monitored to achieve strong results in gender issues as well as on the specific risks and challenges for the gender-specific goals of the JPLG. Upcoming 2012 local elections in Somaliland is an opportunity for the Ministry of Labour and Social Affairs (MOLSA) and the JPLG to collaborate in view of an increase of women's participation and representation in district councils.

The JPLG will assist the MOLSA to implement those aspects of its Somaliland National Gender Strategy that relates to decentralisation, including:

6.1 Policy and legislative work

- Ensure that gender is appropriately incorporated into all relevant legislation and policies pertaining to local government, decentralised service delivery and land, including dispute settlement and restitution mechanisms.
- Ensure that local government practices are consultative, participatory and actively encourage the involvement of women and marginalised or vulnerable groups.
- Ensure that plans and services are sensitive to the specific needs of women and marginalised or vulnerable groups; enhance gender-based revenue collection, budgeting and planning as a part of the on-going system development.
- Advocate that District Councils, committees, department staff and steering groups encourage the participation of women and strive to meet the thirty per cent minimum representation as councillors as set out in the applicable legal framework in Somaliland.
- Encourage political commitment at local and central levels for an explicit, coherent and sustained attention to gender equality.

6.2 Programming and analysis

- Improve the gender-explicit targets and gender-sensitive indicators, through stronger gender mainstreaming in the Outcome Evaluation System of the JPLG and the Management Information Systems of local and central governments.
- Improve the baseline and gender strategy, ensuring it is culturally appropriate and relates to Fikh and Xeer.
- Support the development and updating of gender analysis in the district development plans as well as in the design and provision of services, through proportionate participation of women at all stages of a project cycle.
- Ensure that UN staff is adequately gender aware and all Terms of Reference of staff and consultants reflect an adequate attention to equity and gender issues.
- Support JPLG agencies to follow their internal gender policies and guidelines, as agreed to.
- Ensure the capacity building on gender equality and women's empowerment (GEWE) for staff and partners through trainings.
- Seek programming guidance and share best practices with the UNCT Somalia's Gender Theme Group.

- Document successful stories for women in social, political and economic activities.
- Advocate and lobby for centres for women local councillors.
- Continue capacity building for local leaders on gender equality and gender mainstreaming and carry out trainings on management and leadership for potential women's leaders.

6.3 Implementation

- Continue to support MOLSA to take a lead role at the national level and to work with the Ministry of Interior and Local Governments on sensitisation on gender and women's rights and public role.
- Support MOLSA in ensuring that women participation at community and district level is effective.
- Provide technical support to MOLSA to facilitate setting up of a network for female councillors, mobilize women's groups/networks to advocate for greater representation for women at district and decision making levels.
- Ensure the capacity of MOLSA and women in government positions are increased in leadership and management.
- Involve MOLSA in all relevant JPLG activities such as the civic education programme.
- Strengthen and collaboration with MOI on gender disaggregation of data.
- Develop capacities of District Councillors and key staff in gender analysis and practical application of gender in projects, including use of gender disaggregated data, gender sensitive objectives and monitoring and evaluation.
- Support the Civil Servants' Commission to include a gender analysis and gender policy in the development of Human Resource policies.
- Use available tools within the JPLG intervention, such as the LDF and other eligibility criteria, to enhance the application of gender targets in the local governments.
- Ensure that women benefit from the economic opportunities that are usually created through the agreed development projects.
- Work on an appropriate level of representation of women in every meeting, training or consultation carried out within the JPLG.
- In developing training materials and curricula, ensure that gender and its different constituents are addressed.

JPLG Staff Capacity Building: Enhancing delivery of gender sensitive deliverables in 2012 JPLG staff capacity on gender awareness and tools on gender implementation including knowledge of government laws, policies and initiatives, gender budgeting, international best practices and UN MDGs.

7 COMMUNICATIONS STRATEGY

7.1 Background

The overall objective of the JPLG is that local governments contribute to peace and equitable basic service delivery.

7.2 Objectives of the JPLG Communications Strategy:

1. To promote and/or create an enabling environment for the work of the JPLG.
2. To promote functioning and effective local governments that provide services for their citizens.
3. To promote trust and transparency in the workings of local governments supported through the JPLG.
4. To create awareness on the program to all stakeholders and advocacy for policy change and resource mobilization.

7.3 Expected outcomes of the JPLG Communications Strategy:

1. To build trust and buy-in from Somalis in what Local Governments can do for them.
2. For Somalis to demand better performance from their Local Governments.
3. To assist Local Governments to be more participatory, accountable and transparent.
4. To create awareness on the program to all stakeholders

The target audiences are the Somali people (Communities), Local Governments (Districts and Regions), Central Government (Ministry of Interior and Line Ministries), JPLG Development Partners (Donors), Local and international media and the diaspora.

Special attention will be given to cross-cutting issues of:

- Women and youth in relation to their involvement in local governance issues
- Good governance principles including participation, transparency and accountability

In 2011 the communications strategy succeeded in raising awareness about the roles of local governments and the citizens' role in demanding services and better performance from their local governments. This came out clearly in the public meetings that were conducted in the districts between the district councils and communities where the later asked for transparency and accountability in management of public duties.

There was also increased participation from the people in their local government processes such as the community groups meetings and council meetings held with village community representatives to validate the selected projects within the district annual work plan.

There is now a developing sense of ownership over what the local governments are doing for their communities who are taking a keen interest in effective service delivery.

The above were also highlighted as success areas by the Outcome Evaluation (OES) and Mid-Term Review (MTR) reports.

Feedback and lessons learnt from implementation in 2011 indicates the need to revise the programme communication strategy to make it more interactive, improve targeting and deepen outreach to all stakeholders and this has advised the way forward for 2012.

7.4 Implementation approach 2012

The communication strategy outcomes will be achieved through the civic education program, advocacy and publicity through development of information and success stories, education and communication (IEC) materials and the JPLG website.

Civic education is crucial in empowering communities, encouraging community participation and contribution in governance and service delivery, enhancing public accountabilities and improving relationships between local governments and communities. The JPLG civic education programme seeks to raise public awareness on local governance issues and principles – focusing on the functions and obligations of local government and on citizens' rights and responsibilities. The program will apply various methodologies with focus on improving and increasing dialogues between communities and local government through use of outreach and mass media campaigns. Public gatherings for reporting, debate and discussion between the communities and the local authorities will also be supported.

JPLG advocacy and publicity will be achieved through development of IEC materials such as brochures and newsletters documenting and publishing of success stories of the program achievements including women and youth participation and their inclusion in local governance.

The JPLG website will be also be used to update program information and as a feedback forum for stakeholders such as the donor community, diaspora, media, UN and others on the program progress, achievements, challenges and way-forward hence contributing to resource mobilization and awareness creation of the program.

The communication strategy will seek to promote peace, avoid misunderstandings or raising high expectations and conflict. Efforts will be made to ensure translation of relevant documentation for effective communication to targeted key stakeholders.

The JPLG communications strategy (which links to and supports the UN Country Team Communication strategy, which was approved in October 2008 by the UN Country Team) will be revised in 2012 as part of JPLG2 formulation.

8 PRINCIPLES FOR IMPLEMENTATION

8.1 Basic principles of JPLG

The following basic principles will guide the implementation of activities. JPLG reviews these principles on a regular basis to ensure relevance, and has drawn upon recommendations from mid-term review undertaken in 2011, OECD DAC principles of working in fragile states and DFID's recently revised value for money framework.

- **Good international engagement in fragile states of OECD DAC:** The implementation of the JPLG incorporates principles such as: take the context as the starting point, focus on state building as the central objective, do no harm and act fast and stay engaged.
- **Harmonisation:** Harmonisation of all processes and practice for more effective programme delivery.
- **Coordination.** Maintaining effective coordination mechanisms to ensure efficient and effective implementation, management and utilisation of resource is a key principal for the joint programme.
- **Cooperation and working together:** Cooperation between national and sub-national entities, their constituents including the private sector to enrich understanding of local needs and delivery of services within a coherent and productive framework.
- **Learning-by-doing:** The principle of learning-by-doing remains as the core of the approach for sustained capacity development of the JPLG. This approach is complimented with formal training, on-the-job training and mentoring. The lessons learned through actual practices are used to inform and review process and tool development and up-stream policy development.
- **Capacity development linked to investment funding:** Complementary to the learning-by-doing capacity development approach is an investment fund accessible to districts to undertake service delivery projects to be disbursed through a fiscal local development fund transfer mechanism.
- **Predictability:** Assurance of a certain minimum annual allocation through the Local Development Fund and other mechanisms announced at the beginning of the annual planning and budgeting process for district investment to facilitate multi-year planning. Recognising this is contingent on long term commitment from JPLG donors.
- **Transparency, Accountability and Participation:** Embedding the local public expenditure management processes in governance principles is essential to improve overall trust and accountability between the people and their local governments. Transparency of operations is a guiding principle for all actors and stakeholders involved in order to set good governance standards. Appropriate checks and balances have been embedded into all the local public expenditure management processes to ensure accountability at all levels. Anchoring processes at community level ensures communities will hold their councils accountable. Capacity support will continue to be provided to develop community participation and monitoring.
- **Simple, Action and Solution Oriented:** Systems, processes, tools and procedures designed are context specific and are always as simple as possible to facilitate action while ensuring attention to accountability, efficiency and quality. Given the peculiarities of the context, the design allows sufficient flexibility to allow solutions to address potential challenges without compromising accountability, efficiency and quality. Simple guidelines/manuals are and will continue to be developed to allow the councils to carry out planning, budgeting, implementation service delivery, monitor, control and report within a reasonable time frame and at a reasonable cost.
- **Ownership and institutionalisation:** All interventions, processes, systems and procedures are/will be designed (reformed) with full engagement and endorsement of the government partners and other relevant stakeholders (including private and civil sectors and communities) to ensure ownership and the ultimate adoption as a national practice. This will be complimented with the requisite policy and institutional reforms and knowledge, skill and competency development. The programme will build and work through local and central government

institutions as opposed to setting up parallel structures to ensure functions, knowledge, skills and capacities are retained in these institutions.

- **Criteria for selection of target districts:** Criteria for inclusion of target districts will remain, for example those that existed in 1991 as recognized by the UN; the district council is in place; inclusion in the JPLG will not result in disputes and conflict (including armed conflicts and serious land/boundary disputes); accessibility for UN staff based on DSS criteria to ensure a secure environment for effective programming; and existence of a basic financial management system and capacity.
- **Commonality in approach and practice across agencies:** Adherence to common practice in critical areas including procurement, recruitment and remuneration of local partners and consultants. The JPLG will continue to work through a common work planning mechanism and through the teams of all UN partner agencies working as one at local and Nairobi levels.
- Respecting people's rights, equity, inclusiveness particularly of women and minorities.
- All interventions will be based on conflict analysis with the aim of ensuring that interventions promote peace, do not grant de-facto recognition or resources on an entity and do not favour any group or clan.
- The programme will promote the creation of decent work opportunities and will seek to adhere to minimum agreed standards of quality, labour and conditions of work.
- **Value for money:** Programme will seek to achieve value for money delivery which will include assessment of the programme's effectiveness, efficiency and economy.

9 DESCRIPTION OF 2012 ACTIVITIES

Specific Output 1 – Communities have equitable access to basic services through local government.

Specifically output 1 focus on the ‘supply’ side aimed at initiating the establishment of appropriate policy, institutional and legal frameworks; establishment/strengthening of district and regional council; enhancing the local government’s ability to govern and deliver services in an equitable manner.

The targeted results under Output 1 including the major strategies and actions to achieve these results are as follows:

Result 1.1: Local government policy, legal and regulatory framework in Somaliland enhanced.

Decentralization policy: In 2012 the revisions of the legal framework for decentralization and an accompanying implementation strategy will be finalized, based on recommendations made in 2010 and 2011 on the options studies, principles for decentralization and the capacity development plans for decentralization. The Office of the Vice President will champion the decentralization reform process uniting relevant ministries and the parliament, while the Ministry of Interior (MOI) will lead the development of policy paper and ensure the involvement of all relevant Ministries and government stakeholders. Secretariat support will be provided to the Vice President’s Chaired Inter-ministerial Group of Local Governance whose objective will be to stimulate unity for and obtain Cabinet approval of the completed policy. Within this work the local government laws will be aligned.

Sectors and functional assignments: A study will be commissioned to conclude a budget for Government execution of decentralization for the period 2012 – 2016, in line with the National Development Plan of Somaliland. The study will provide the necessary data and statistics related to costing the running and operational costs of decentralization implementation and projected central and district level revenue generation for the Somaliland Cabinet, Parliament, Ministry of Finance (MOF) and MOI to forecast required own source revenues and aid contributions for implementation over the duration of the National Development Plan.,

In addition to health, education, water and sanitation, environment (natural resource management) and roads sector studies carried out in 2011, further studies will be done on safety and security and waste management¹¹. The studies will be assessing the current service delivery legal framework in relations to decentralization and service delivery. The study will assess the legal and regulatory framework, institution structure, procedures and resources identifying potential means and systems to obtain agreements on delegation and or devolution of functions and resources to local governments.

The sector studies will be used to provide guidance on un-bundling of function for these sectors. Support will be provided to guide the implementation of the outcomes involving obtaining agreement on the recommendations and thereafter piloting of priority functions to decentralize to the various tiers of government and other relevant agencies with the aim of improving local service delivery.

JPLG will pilot initial investment grants for delegated service delivery functions through service agreement contracts between central line ministries and targeted districts; and will provide capacity building packages for identified capacities gaps from the sector analysis assessments. However, it is

¹¹ Previously known as solid waste management

anticipated that for the reassigned delegated functions in the health/nutrition, education and water sectors, these will be mainstreamed through existing sectors strategies and programme interventions such as Essential Package for Health Services in Health sector, Integrated Capacity Development for Somalia Education Administrations in Education and Public Private Partnerships (PPP) in water sector.

JPLG will continue to engage in discussions with Ministry of Water and Mineral Resource (MWMR) who have been slow in coming on board and facilitate their full commitment to support decentralization process.

The outcomes of the pilots will guide further work and support to revise existing and develop appropriate legal, institutional and regulatory framework as well as management and financial systems, sector policies and strategies, processes and tools for local service delivery.

Fiscal Decentralization Policy Development: As part of the overall decentralization policy work, UNCDF shall contribute to the development of the fiscal decentralization policy. The development of the fiscal decentralisation policy will form an integral part of the general decentralization policy. The work will be linked to the World Bank led process to develop a public financial management system for Somaliland. The activity will involve recruiting a fiscal decentralisation consultant and support from a Senior Technical Adviser of UNCDF from headquarters or the regional office. A study of the current practical operational fiscal systems, the existing legal and policy ambience, initiatives for fiscal improvements, challenges and opportunities to underpin an initial draft will be undertaken. The draft will be rationalized and harmonized with the decentralization policy draft. The key activity bench-marks will be field work that begins by February 2012 and the first draft out by March 2012 for discussions and stakeholder validation. The final draft should be completed by end of April 2012.

Responding to the Fiduciary Risk Assessment (FRA): The FRA completed at the end of 2011, shall be reviewed in 2012 and JPLG will develop an action plan to respond to the findings and recommendations therein. The FRA will provide an overall assessment of the district and national level institutions' financial management capacity that will enable the JPLG and the participating UN agencies manage the financial and programme risk of working with district and national level institutions by applying appropriate procedures for the provision of cash transfers to the institutions and implementing sound fiduciary controls. Specifically, the FRA will enable the management of JPLG, the donors, UN agencies, government and managers of the LDF, to assess the level of risk, mitigate against these risks, assess capacity requirements and accountability initiatives for the LDF process and funds transfers to Ministries and through central government institutions. The action plan may require the review of the JPLG capacity building plan to respond to findings and recommendations. JPLG has made a provision for responding to immediate actions that affect LDF through UNCDF and other concerned UN partner agencies. The findings and recommendations from the FRA shall contribute strengthening of JPLG response and improving PEM.

Public Expenditure Management regulation: Efforts to have the Local Government Public Expenditure Management regulated by Government will be taken.

MOI strategic plan: Elaboration of MOI Strategic Plan based on the decentralization policy, framework and an implementation strategy will be prepared.

Support to MOF, MOI, Accountant General's Office: To enhance the relevant mandate of these government institutions in LDF implementation, JPLG shall provide technical and logistical support for management and implementation of the LDF. Some support shall be through funding arrangements under Letters of Agreement (LOAs) that shall spell out relevant capacity, technical and operational gaps to support DCs in the LDF implementation. Support to these institutions will not only help with proper management of LDF but also strengthen their capacity to execute their mandate. To encourage ownership and participation in the management of the LDF, select staff from the relevant government institutions shall be involved in the support to districts including facilitation for monitoring and reporting on LDF. Specialized training and skills transfer shall be

organized for the relevant staff through JPLG staff and targeted technical assistance. Through UNCDF, a knowledge sharing arrangement shall be made for short-term placement of some staff in countries in the region with more developed LDF systems.

Support Auditor General Office (AGO) for LDF Audit: As part of support to the AGO to carry out its mandate, JPLG through UNCDF shall provide logistical and technical support to facilitate LDF audit. It is recognized that there is currently limited capacity at the AGO and that LDF audits have not been planned for and JPLG shall provide logistical and short-term consultants to ensure adequate coverage of LDF audit while transferring skills to AGO staff.

Support to the MOI Department of Districts and Regions: JPLG will provide technical support to MOI Departments of Districts and Regions to fulfil their core functions of legality control and performance monitoring of the of local governance systems.

Legal framework for District Planning Offices: Based on District Council restructuring process completed in 2011, legal framework will be in place for the establishment of District Planning Offices.

Public Private Partnership (PPP) policy: Continued support towards advancing the PPP policy dialogue will take place bringing together all partners i.e. local governments, key ministries and departments, regulatory agencies, private sector, civil society, UN and other development partners to reach agreement on a policy framework. A PPP Inter-Ministerial Committee will be established to drive PPP policy consultation process. The committee will act as the champion for PPP.

Guided by the resulting policy framework support, training will be provided to establish an appropriate institutional and regulatory framework to guide the local authorities and relevant central authorities and regulatory agencies on the PPP policy, process and related legislation.

Local government procurement guidelines: Support to the formal legislation of the local government procurement guidelines through appropriate instruments aligned to the national procurement law and other relevant public financial reforms, the adaptation of which is being led by the World Bank and UNDP¹².

Modules on the internal and external audit procedures and tools for local government procurement drafted and piloted across the target districts in 2011 will be finalised and training provided to the District Department of Internal Audit and Auditor General Office in collaboration with UNDP SIDP .

Support will continue to be provided to the district procurement structures and units in the target districts in the implementation of the local government procurement guidelines and stakeholders in the key sector line ministries will be oriented in the local government procurement guidelines.

Municipal finance policy: During 2012 the JPLG will continue to emphasis the synergies between public financial management and local service delivery. After completion of the ministerial decree on the automated systems and new service-based budget formats in 2011, the final version of municipal finance policy was agreed upon and ready for implementation during 2012 at the central and local levels. Intensive support will be given to the MOI and Auditor General to carry out their respective roles and responsibilities of oversight in district finances. These will take place within the framework agreed between PFM partners.

Land policy: The Land Reform Secretariat under the Land and Urban Management Institute (LUMI) of Somaliland was supported in 2011 to lead a technical expert group developing a land policy through broad-based consultations. Next steps during 2012 include formal approval and implementation of the policy and related reviews and adjustments in the land sector institutions and procedures. Land

¹² UNDP and World Bank are providing support to central government public financial management reform and with the respective administrations are developing national procurement laws.

policy implementation will be linked to the broader framework of enabling local economic development and district planning strategies.

Land management law: The Land Reform Secretariat also led the review and revision of selected parts of the Land Management Law during 2011. The revised law will be approved and implementation procedures supported in 2012.

Somaliland **planning and building codes and standards** ('construction codes') will be finalised and approved in 2012 in collaboration with Ministry of Public Works Housing and Transport (MOPWHT). The JPLG will work closely with the Land and Urban Management Institute (LUMI) to disseminate, train key users and support the government at the central and local levels and the construction sector actors to enforce the application of the codes.

The good practices gained from the operations of the Hargeisa **Land Dispute Tribunal** will be used when expanding the JPLG support to other established regional Tribunals (total of 8 in Somaliland).

Support to the Ministry of Labour and Social Affairs (MOLSA). Support will be provided to MOLSA to develop its institutional capacity in order to deliver its mandate of gender and social affairs including taking lead in incorporating women criteria/quota into the decentralization policy. The support will also assist the Ministry to carry out outreach and networking as well as take a leading role in ensuring women's participation in political/democratization. There will be support to engage with parliament on the gender policy for introduction into law.

Efforts will be made to enhance JPLG staff capacity on gender awareness and tools on gender implementation including knowledge of government laws, policies and initiatives, gender budgeting, international best practices and UN MDGs.

JPLG2 Formulation: In 2012 the formulation of phase two of the JPLG will be undertaken. The formulation process, assisted by an external consultant team and in close consultation with all JPLG partners, will develop a five year joint programme document for a second phase of the JPLG. The formulation will be based on the recommendations of the JPLG mid-term review, the results of the current programme, and further consultations with and approval by all stakeholders; and will aim for commencement in January 2013 with an end date of December 2017.

Result 1.2 Up to 24 districts have legitimate Councils established and operational in selected locations

As a part of improving district authorities' functions, JPLG will contribute to the partial or full rehabilitation and equipping district council premises in selected target districts in Gebiley and Berbera, and revenue offices in eight Hargeisa sub-districts.

JPLG will continue consolidating the operational budgets and **automated accounting system (AIMS)** in nine district councils in Somaliland (seven current JPLG districts and two additional ones) for improved accountability and financial transparency. The system will incorporate the new, service-based budget formats. More system users are will be trained for AIMS.

JPLG will also expand the application of **automated billing systems (BIMS)** for local authorities and public service providers in order to boost revenue collection and improved pro-poor costs recovery of essential services in the nine partner districts.

A revenue yield study completed in 2011 will help systematize revenue collection from the best identified local sources using computerized databases.

A Public Asset Management guideline, finalized in 2011, will be incorporated into the accounting system in 2012.

In addition, JPLG will start discussions with MOI, MOF, districts and the PFM partners on the gradual transfer of AIMS and BIMS user support to national institutions and possible private sector oversight partners over the JPLG2 duration.

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

New and existing target districts will continue to receive training and mentoring support on the public expenditure management (PEM) process based on the PEM capacity development modules. In addition to above, the new added district Gebiley will also receive Local Leadership & Management Skills, Gender in Local Governance and Conflict Management, induction and basic administrative training.

Informed by the recommendations of the district staff structure review done in 2011 and the sector studies the relevant service delivery departments of the district administration will receive specific targeted training to undertake their assigned functions to improve local service delivery.

Training will be delivered to the relevant district departments (District Department of Social Affairs) within the local district council on basic labour standards and on their enforcement; with elements relating to worker's rights developed for civil society and integrated into the civic education campaigns.

The district departmental staff and council committee responsible for economic development will be provided with training on local economic development to enable them better understand how to engage in and facilitate private – public dialogue around local economic development and promote interventions to nurture and exploit the local economic potential of the district.

In close cooperation with UNDP/SIDP, JPLG will ensure district internal auditing capacities will be enhanced to fulfil mandates.

Complimentary to the above through the provision of Somali experts, on the job training and mentoring services to key staff of MOI Department of Districts and Regions and Department of Planning and MOLSA Department for Gender Empowerment will be provided. Support workshop and training for women groups, women councillors on advocacy and lobbying skills for potential women representation in local governance will be supported.

A strategic demand driven capacity development mechanism on local governance and decentralization will be developed. Utilizing PEM models and based on capacity needs assessments and grounded in an impact assessment of trainings, the mechanism will establish an accredited set of capacity building local governance modules and a grant funding system to allow districts to determine and finance their own training needs. The process will entail identification of appropriate partners, definition and agreement of functions of services, roles and responsibility of each partner (i.e. Civil Service Institute, professional associations i.e. Association of Local Government Authorities of Somaliland (ALGAS), local tertiary/technical institutions i.e. Hargeisa University and private partners) and development of training capability to ensure sustainability and efficiency.

Support to Association of Local Government Authorities of Somaliland (ALGAS) will continue focusing on the core operational capacities that enable ALGAS to expand the range of services offered to member district authorities and play an advocacy role in local governance development.

Capacity building support to Land and Urban Management Institute (LUMI) will continue on the grounds of the institutional development strategy approved in 2011 by MOPWHT. Core institutional structures and staff will be set up and work plans and budgets for the initial years of operations prepared with support from JPLG. LUMI is an integral part in the JPLG's long-term capacity support sourcing plans to the district councils' strategic and spatial planning functions, such as planning for service delivery.

Result 1.4: Targeted district councils have awareness about options of revenue generation.

A revenue yield study completed in 2011 will help systematise revenue collection in the seven targeted JPLG districts in Somaliland from the best identified local sources using computerised databases. A feasibility assessment will be conducted for GIS-based revenue collection database set-

up in Burao during 2012. GIS-based property revenue systems set up in Berbera, Borama and Hargeisa will receive continued support to users and data development.

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

Implementation of the Local Development Fund (LDF) at the District Level: Following the initial disbursement of the LDF to selected recipient districts in the last quarter of 2011, JPLG will continue to support the management of the LDF. Technical assistance will be provided to the districts and other relevant Somaliland government ministries/institutions MOI and the Accountant General's office (AGO) and MOF to enhance the implementation of the LDF.

In line with the recommendations of the 2011 JPLG Mid-term Review (MTR), there will be increased LDF amounts and disbursements whose allocation shall be based on a slightly more equitable and reform-incentive based formula that allows for a base amount and top-up amounts to DCs on a population and performance basis. Whereas there are no official demographic statistics at the moment, it was agreed that the Government of Somaliland shall provide interim population figures to support the LDF allocation formula. JPLG through UNCDF input shall employ the Performance Measure criteria developed. Before and during the disbursement of LDFs the DCs shall continuously receive technical support and training directly from JPLG staff and consultants to help DC's enhance their capacity for LDF implementation and executing all relevant PEM related functions to ensure discretionary selection, planning, procurement and management of investments that benefit the communities.

The LDF financial management and related procurement for selected investments shall be based on DCs' annual work plan and budget. JPLG will support the districts in contract management; managing the disbursements from district accounts to contractors when triggered by contract payments and project completion; management of financial documentation and DC reports; reviewing the adequacy and application of the internal control framework at district level; preparing for and ensuring audits are organized and that the results are presented to DC, and that recommendations are adopted and monitored. JPLG will work in close cooperation with UNDP/SIDP to ensure district internal auditing capacities will be enhanced to fulfil mandates.

Technical Review of the LDF: In response to the MTR recommendations, during 2012 UNCDF shall conduct a review of the LDF with a view to enhancing its effectiveness. The initial cycle of LDF investments is expected to end by January 2012 and a DC performance assessment conducted at the end of the second quarter of 2012 to inform the review and possible redesign of the LDF modality.

Sector study pilots: As part of the pilot process to assign functions from central to local governments, service agreements will be developed to transfer funds for investment for service delivery.

Support to district departments responsible for service delivery: Districts will be provided with support on project design, procurement, and implementation of priority service delivery projects. To relieve the districts dependence on external support it is also necessary to start to initiate training on how they can define needs and outsource technical expertise to assist in the design and appraisal, feasibility studies and cost benefit analysis of investment projects. The districts will be allowed to utilise a portion of their LDF allocation for recurrent development expenditure to cater for such costs.

External audit of the district basket fund for 2008 – 2011: An external audit of the district basket fund for 2008 – 2011 will be conducted.

Introduction of District Investment Fund (DIF): The MTR recommended an alternative investment window to fund larger investments that the LDF would not fund. During 2012, UNCDF shall embark on development, launching and initial disbursement of DIF money. The development and design of

the DIF will be done in conjunction with the design of the proposed Somaliland Fund (funded by DFID and Danida). This shall involve technical reviews and design of the DIF. Various validation workshops shall precede a major stakeholder workshop and launch of the DIF. Training and other capacity building activities shall be carried out prior to, during and after initial disbursements of the DIF. Initial focus of DIF may be on such large investments projects that would be based in a particular district that may not possibly raise adequate resources to implement and yet beneficial to one or more districts. Such could be a bridge connecting a number of districts to a market or regional services facilities like a training institute, medical centre or regional solid waste disposal location.

Result 1.6: Private sector service providers awarded contracts to deliver priority projects for service delivery:

Training will be provided to private contractors on the local government procurement guidelines to improve the capability of existing to engage more effectively and encourage new contractor to seek out opportunities in local works and service delivery projects.

To open and expand private sector participation in the service delivery local councils will continue to be supported in creating awareness through public advertisements and campaigns to explain opportunities for private sector and communities to do business with them through public procurement in line with the procurement guidelines.

The Ministry of Public Works will continue to be supported in the process of establishing and maintaining a register of contractors to regulate a competitive construction industry with contractors capable of delivery quality works.

Existing Public Private Partnerships (PPP) arrangement will be reviewed in line with the new policy framework and feasibility studies for new PPP in local service delivery will be undertaken to address the increasing demands for basic public services faced by the local governments despite tight financial and budgetary constraints.

Specific output 2 – Local governments are accountable and transparent.

Specific output 2 will focus on strengthening of the ‘demand’ side, i.e. to build understanding and capacity among communities enabling them to engage in the participatory planning process, in monitoring and evaluation of delivery of services, supported by appropriate tools and mechanisms to hold councils accountable. The major actions will include the following:

Result 2.1: Target communities in up to 24 districts have basic understanding of their rights and responsibilities in relation to district councils:

To increase local governance accountabilities and transparency in demand for social services, there is need to build capacities of communities and local council through civic education campaigns and dialogues. JPLG civic education programme seeks to raise public awareness on local governance issues and principles – focusing on the functions and obligations of local government and on citizens’ rights and responsibilities. JPLG outcome evaluation reports as well as recent MTR noted that civic education and information campaigns have made important contribution to increased awareness of citizens and local governance processes; improving relationships between local governments and communities. However, the programme strategy is being reviewed to update and develop civic education resource pack that will guide and improve its delivery.

The programme will support in identification of facilitators from the targeted districts who will be trained on the civic education developed resource pack that will guide their implementation in promoting civic education ‘issue-based’ discussions dialogues among targeted communities and districts.

Public accountabilities will continue to be supported through village committee identified Community Resource Persons from the targeted districts on project cycle management, leadership,

civic dialogues and gender empowerment for greater participation and contribution of communities in local development.

Support the documentation and publication of success stories/strategies highlighting women participation and inclusion in local governance.

Result 2.2: Annual district plans and budgets in up to 24 districts reflect community priorities:

JPLG supports participation of communities with their local authorities in local decision making processes for improved service delivery. The programme will continue to support community consultation process and council meetings to inform identification and validation of districts plans based on revised PEM cycle. The process will facilitate revitalizing village committees to become the inclusive first-tier organization linked to local governance structures. Based on the revised PEM cycle, support will be provided to build capacity of district administrations department of planning/social affairs and targeted communities on participatory planning processes, development of DDF in new districts and AWP implementation. Support will be provided to implement the MTR recommendations such as improving community resource mobilization to strengthen co-provision of service delivery with local government.

In addition, the program will support in design and development of strategies and policies that will enhance local participation, transparency and accountabilities in districts and national planning processes and systems for improved performance in service delivery. For example, capacity of target districts to develop district development frameworks and annual district plans will be enhanced through the establishment of a district based aid coordination system that is linked to central and regional government and captures all input and initiatives in the district from all parties. Gebiley, the new target districts will be provided with technical support to develop its DDF.

Districts will be supported to undertake review workshops on existing DDFs and annual work plans; and to convene district resource mobilization and DDF awareness conferences. They will receive support for the publication and dissemination of DDF, the local government law and flyers, calendars, posters on good governance principles.

Within the framework of improving and land management and planning capacities of district councils, JPLG will assist Sheikh as a pilot district, through the Land and Urban Management Institute, to prepare **urban spatial plan** that will be used to inform revision to exiting district development framework and annual work plans, as well as investments in a strategic planning framework. In addition, after the successful pilot of road classification and naming in Hargeisa, that will help districts to direct local road investments to priority locations, JPLG will provide technical advice, if required, to other main towns in Somaliland to carry out road classification survey.

The districts will be provided with support to establish public-private dialogue forums to discuss issues related to local economic development (LED) and develop LED strategies and articulate interventions to support LED. The districts will be supported in the developing and implementing small pilot LED interventions to demonstrate quick wins; as well as undertaking feasibility studies for investment proposals for consideration under the District Investment Fund (DIF).

As part of the piloting of the Natural Resource Management (NRM) decentralisation of functions, two districts will be supported to prepare NRM plans and to design and implement priority NRM projects to be integrated into their annual work plans.

Support will continue to be provided to Hargeisa districts to implement improvements to the business licensing procedures. This intervention was prioritized in 2011 following a study to identify interventions to improve the local business regulatory environment and make it fair and consistent so as to encourage the growth of business and enterprise – and in so doing raise the revenue base of the district. The intervention will also be rolled out to the other target districts as appropriate.

Result 2.3: Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational:

The participatory Impact monitoring (PIM) tool kit will be revised to support outcome level monitoring by communities of district plans. Communities in the targeted districts will be supported in establishment of community monitoring groups (CMGs) and trained in the revised monitoring tools and mechanisms to allow the communities monitor district development plans and Annual work plans to ensure implementation is done in a transparent and accountable manner. This is to enhance the district councils' accountability to its citizens and ensure effective and efficient use of resources. Innovative approaches towards peer review between councils where councillors and constituent communities from one district review the performance of another district council, specifically on issues of transparency and accountability will be piloted. Outcome and review of this process will guide in facilitating the development of community monitoring guide policy.

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

The target districts will be supported through a facilitated process to undertake a public reporting meeting in the last quarter of 2012. During these open forums the districts will present their annual reports against their annual district plans. This forum will provide the communities an opportunity to raise questions and obtain feedback from the councils.

10 CONFLICT ANALYSIS

The conflict analysis includes:

- i) the risk assessment which evaluates the risks for United Nations and other international partners implementing the JPLG, and
- ii) A conflict analysis which details how the JPLG can potentially create conflict and how these areas will be mitigated against or addressed within the JPLG.

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

The conflict analysis below has identified areas of conflict that JPLG could potentially generate, implications for the JPLG if these reach their potential and steps in place address/mitigate. These will be reviewed quarterly in the JPLG reports.

Table 1 JPLG Conflict Analysis

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
Target district selection	District identified for political reasons rather than the agreed upon criteria - resulting in politicization of JPLG inputs and leaving out districts that meet the criteria. Disengagement by district council and loss of interest in the JPLG. Increased risk of misuse of resources by investing in non-priority sectors/projects making citizens less interested in engaging in the public expenditure management process.	Transparent and agreed to criteria for district selection in place, and made known to all stakeholders. This criterion has been applied throughout the duration of the JPLG. Tight funding approval processes; disbursement conditions and monitoring procedures including community monitoring groups.
Allocation formula, minimum conditions and performance assessments for LDF allocations.	Risk of manipulation of indicators/parameters. Risk of formula being changed due to political reasons. Risk of assessments being corrupted as a consequence of conflict of interest.	Allocations are based on a base figure for each district plus an adjustment for population and performance and announced publicly. Assessment of minimum conditions and performance assessments being conducted by external teams and validated by concerned DCs.

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
Consultants placed in Ministries and local governments.	Difference in remuneration package for consultant to government staff salaries leading to generation of false economy. No institutionalisation of capacities and functions provided/undertaken by consultants displacing ministry or local government staff and not contributing to the development of capacities within the institutions themselves. Resulting in capacity substitution and unsustainable parallel systems.	<p>The JPLG will continue to ensure that consultancy positions are discussed with the host agencies and scope of work agreed upon; consultants are placed within the organisation's organogram against a substantive public servant counterpart and working directly under the relevant heads of department. Exit or phase out plans developed for this type of support.</p> <p>The performance of consultants is assessed against counter-part capacity improvement; and assessed annually and payments linked to outputs/performance. Consultants are assigned to, and contribute to knowledge transfer for, key district and government departmental public servants.</p> <p>Make sure that consultancies do not create parallel staffing structures or substitute functions and ensure that all official business is signed off by the relevant public servant and that, except in unavoidable circumstances, consultants should not represent public servants in official business.</p>
Project prioritization and selection (elite capture)	Poor investments and non-alignment to development objectives in the DDF. Marginalization and disenfranchisement of some groups leading to hostilities between communities and district councils; or between two communities. Loss of credibility in the process due to elite capture. Inability of some communities to articulate their priorities due to cultural or communication disadvantage, (particularly for the minority, youth and women).	<p>The JPLG will continue to make it conditional for districts to engage communities in project prioritization and validation processes in order to access funds for the delivery of priority projects. Districts will be required to provide evidence of such consultations.</p> <p>Annual public meetings will be facilitated by the JPLG to ensure that citizens are informed on the actual implementation and expenditures by the District Councils. JPLG through its community outreach activities will continue to target disadvantaged sections of communities to equip them with advocacy skills.</p>
UN Agency coordination	Loss of interest in JPLG. Promoting own mandate at the expense of the programme. Lack of coherence of approach to government support and engagement. Impatience with implementation speed of other partner agency (ies) and proceeding in uncoordinated manner.	<p>Agreement on JPLG principles and ground rules.</p> <p>The JPLG has developed a standard capacity development package in terms of contents as well as costs.</p> <p>The JPLG has one integrated work plan and budget creating ownership and collective responsibility amongst the UN agencies. JPLG will continue to conduct regular progress review meetings and</p>

		seek to mitigate any challenges in joint and synchronized implementation of JPLG work plan
Consultants placed in Ministries and local governments.	Difference in remuneration package for consultant to government staff salaries leading to generation of false economy. No institutionalisation of capacities and functions provided/undertaken by consultants displacing ministry or local government staff and not contributing to the development of capacities within the institutions themselves. Resulting in capacity substitution and unsustainable parallel systems.	The JPLG will continue to ensure that consultancy positions are discussed with the host agencies and scope of work agreed upon; consultants are placed within the organisation's organogram and working directly to the relevant heads of department. Exit or phase out plans developed for this type of support. The performance of consultants is assessed against counter-part capacity improvement; and assessed annually and payments linked to outputs/performance. Consultants are assigned to, and contribute to knowledge transfer for, key district and government departmental public servants. That consultancies do not create parallel staffing structures or substitute functions.
Project prioritization and selection (elite capture)	Poor investments and non-alignment to development objectives in the DDF. Marginalization and disenfranchisement of some groups leading to hostilities between communities and district councils; or between two communities. Loss of credibility in the process due to elite capture.	The JPLG will continue to make it conditional for districts to engage communities in project prioritization and validation processes in order to access funds for the delivery of priority projects. Districts will be required to provide evidence of such consultations. Annual public meetings will be facilitated by the JPLG to ensure that citizens are informed on the actual implementation and expenditures by the District Councils.
UN Agency coordination	Loss of interest in JPLG. Promoting own mandate at the expense of the programme. Lack of coherence of approach to government support and engagement.	Agreement on JPLG principles and ground rules. The JPLG has developed a standard capacity development package in terms of contents as well as costs. The JPLG has one integrated work plan and budget creating ownership and collective responsibility amongst the UN agencies.
Funding to ministries has largely been to MOI this could lead to conflict with other Ministries (such as LSA, Finance, Education, Public Works, Water, and Health).	Other Ministries could lose interest and commitment to the decentralisation reform process. Other Ministries may not be supportive to the JPLG.	JPLG will start to implement the MTR recommendation that JPLG support to MOI must be restricted to its mandates around local governance. These essentially are performance monitoring, monitoring and evaluation and legality controls. JPLG is also providing some modest support to MOF and MLSA.

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
Procurement	<p>Manipulation of and disregard for the procurement process leading to lack of competitiveness and opens the door for incompetent contractors and collusion in contractor selection encouraging clan/relationship based selection.</p> <p>Compromising quality of works as selection not based on merit resulting in potential hazards and conflict.</p> <p>Citizens lose faith in the procurement process as it is skewed towards certain individuals/companies. This inhibits the development of a vibrant/thriving private sector for small scale infrastructure.</p>	<p>The JPLG is working on improving the procurement process and regulatory framework for DCs. Capacity development is being undertaken for relevant DC staff and committees on managing proper procurement procedures. JPLG will continue to play an oversight role in the procurement process in central government institutions as well as within the DC. There are clear pre-conditions/ steps to be met by the DC as well as the contractors in the procurement process.</p> <p>JPLG will ensure that there is monitoring by relevant user groups/ communities of every project implemented through the LDF funds and payment to the contractors will be upon certification and verification by the user group/community as well as a UN appointed entity.</p> <p>JPLG will undertake training of service providers to familiarize them with the procurement processes.</p>
Recruitment	<p>Not merit based hence poorly qualified persons performing key functions.</p> <p>Lack of objectivity as far as performance and service delivery is concerned.</p> <p>Clans/communities and individuals demanding positions even when the persons they are pushing for are not competent.</p> <p>Difficulties in removing non-performing staff due to poor enforcement of HR guidelines as well as possible security threats.</p>	<p>JPLG will continue to promote use of merit based recruitment process by ensuring that positions under the JPLG are filled through a competitive process with UN agencies staff overseeing/part of the process.</p>

11 MONITORING AND EVALUATION and VALUE FOR MONEY

11.1 JPLG M&E and Reporting System

The JPLG M&E system is in place and has been functioning since 2009 and includes the following components:

- **Monitoring and Information System (MIS):** The online and excel format MIS database is set up in the Ministry of Interior to assist with their monitoring and oversight functions of local governments. The MIS was set up in the Ministry of Interior during 2009 and on-going capacity development and backstopping support to operate the MIS is provided from the M&E Specialist in the JPLG Programme Coordination Unit (PCU) to local staff/consultants based at the MOI. The MIS consists of two main parts:
 - on-going monitoring of the JPLG indicators and targets whereby data is collected from target districts and entered by Ministry of Interior quarterly and reported in the JPLG quarterly reports
 - Data entry to record key information related to the capital investment projects in the districts and also reported in the quarterly reports.

In 2011 outcome indicators were added as well as training data into the MIS. The MIS can be accessed online through www.jplg.org and the website also has a document section including annual and quarterly reports. The MIS will start to be implemented into the DC Department of Social Services first piloted in two districts, such as Hargeisa and Berbera or Burao. It will require district staff to enter data every quarter based on inputs from district and project data with support of the MIS person (M&E UNDP staff in Somaliland) working with MOI Department of Planning.

- **Outcome evaluation system (OES):** The OES which collected baseline data during 2009/2010 also conducts annual outcome evaluations as well as six monthly review missions to target districts to evaluate reports, projects, outputs and outcomes of the JPLG.
- **Reporting system which includes three quarterly and one annual report:** JPLG follows the reporting formats from the Multi Partner Trust Fund and all JPLG donors have agreed on the format and frequency of reports. The reports are essentially on progress against the annual work plans and budgets. The reports also include achievements and results by outcome (as per the JPLG log frame/JPLG Work plan); Contract data (including payments made); Indicators (also in MIS); available budget; expenditures, training data (number of participants and males and females), value for money and risk management. Note as EC and USAID do not use the pass through and accept the regular JPLG reports however both donors require additional reports from the JPLG which overall increases transaction costs.
- **M&E expert in place working with Ministry of Interior:** supporting Department of Planning and the Districts on collection of indicator and training data as well as uploading of data on to the MIS website. In Somaliland this expert is UNDP staff.
 - **District Councils role and responsibility in terms of M&E:**

The district role in monitoring and evaluation should be expanded to include data and information collection and entry into MIS. Department of Social Affairs is the responsible focal point for this to happen with backup from the person responsible for JPLG M&E working with MOI Department of Planning (M&E UNDP staff in Somaliland).
 - **Village Councils: Community Participatory Impact Monitoring (PIM):**

Includes participatory reporting from the local governments to their communities and vice versa and will be carried out in all target districts in 2012. The main part for the VC's to monitor is the performance of the DC's as well as the DDF's.

11.2 M&E Capacity Development:

- Village – M&E Training is planned for Community Monitoring Group member representatives
- District – M&E Training is planned for staff working on M&E related issues as well as councillors
- Ministry of Interior and Line Ministries – M&E Training is planned for MOI Department of Planning as well as staff in Sector Ministries working on M&E.

There was a delay on M&E Training in 2011 due to the procurement issues but it is being planned as soon as possible.

11.3 JPLG Mid-Term Review:

The Mid-Term Review (MTR) was carried out in the 2nd quarter of 2011 assessing JPLG effectiveness and performance to date and recommend whether JPLG should continue beyond the end of 2012. The MTR also included a review of the JPLG M&E System (please see main recommendations as follow on M&E).

The JPLG Mid-Term Review notes that all fundamental elements of a proper M&E system have been put in place by JPLG, and this is *a remarkable achievement*. Particularly noteworthy is the location of such system within Ministries of Interior, building national capacity with potential impacts beyond the program itself. There is nevertheless room for improvement. Some of the improvements that need to be addressed during JPLG2 formulation are as follows:

- The indicators in the new log frame need to be reduced in number, sharpened in terms of being developed as SMART indicators and gender inclusive.
- The external OES should be continued in the JPLG2 however while ensuring that the OES tracks outcomes and not outputs and asks and answers the ‘why is this so’ type questions.
- The contracts database should be turned into a broader “projects” database tracking also pre-construction activities and post-construction effects of the JPLG-funded investments.
- The existing community-level monitoring activities should be eventually integrated into a village/neighbourhood level, social auditing system, with links to the MIS.
- Efforts should be made to assess the impact of individual training programs on the performance of local Councils and key administrations departments.

11.4 Better Value for Money:

With respect to *economy*, the MTR reports that the JPLG delivers good value for money through improved procurement practices and containment of inputs costs. In particular, the actual costs of construction are consistently *below the benchmarks* based on prevailing market prices.

The DFID framework used in the MTR report will be adopted by JPLG management to Integrate and improve the existing Outcome Evaluation System and allow periodic updates of the Value for Money (VFM) assessment.

To facilitate the assessment of the program’s VFM, JPLG should develop simple economy indicators, like unit cost of inputs and related efficiency indicators comparing summary costs of outputs (per square metre, cubic metre, kilometre, etc.) with benchmarks reflecting independently assessed local market conditions.

Measures of effectiveness should also be developed by sector, and supported through appropriate data collection systems, to gauge the change in actual services delivered (e.g. # of patients actually treated) per dollar invested in both physical construction and operations of services delivery units.

11.5 M&E Priorities for 2012

- (i) Continue and strengthen M&E expertise at MOI to support districts in implementing MIS. The M&E expertise at MOI will be through UNDP staff specialists supporting MOI Departments of Planning.
- (ii) As part of JPLG2 Programme Formulation develop a new log frame and SMART indicators including Gender which is conducive to the new programme document.
- (iii) Set up MIS in DCs Department of Social Services in two pilot districts
- (iv) Set up mechanisms for data collection at districts in collaboration with UNICEF (Participatory Impact Monitoring)
- (v) Carry out final impact and external evaluation of JPLG 1 in late 2012 (OES).
- (vi) Implement recommendations made by the MTR (including on Value for Money) and on Key Results (see below)
- (vii) DAD (Development Assistance Database) will assist in monitoring aid flows for JPLG.

11.6 JPLG Key Results to Date:

JPLG has added a new section to Monitoring and Evaluation to start monitoring and reporting on key outcome results which have been identified and listed below:

- Before JPLG, there were no opportunities for community members to be actively engaged in planning and management of service delivery with their local governments. *Evidence: (Objective 2: Outcome 3.2 – OES Baseline 5.1.2. and 5.2).*
- Before JPLG, in all districts, there was very little contact between LGs and their communities. Any meetings were ad hoc and were not documented. *Evidence: (Objective 2: Outcome 3.1 – OES Baseline 5.2).*
- All JPLG-supported projects in the target districts are contracted out and have increased local employment opportunities. *Evidence: (Objective 1: Outcome 2.4 – OES Baseline 5.1.6).*
- Public Expenditure Management achieved: Planning and developing DDF, Finalizing DDF, Resource Forecast, District Budget, Annual Work plan and Budget, Implementation of Work plan and Budget, Monitoring and Evaluation. *Evidence: (Objective 1: Outcome 2.3 – PEM Manual, page 15).*
- Districts supported in using the BIMS system for increasing own revenue through more efficient tax collection (in Somaliland). *Evidence: (Objective 1: Outcome 2.4 – Outcome Evaluation 1: 4.3).*
- Through JPLG support to Local Governance projects the range of services has been extended and there is public accountability that rationale for projects is service delivery systems *Evidence: (Objective 1: Outcome 2.4 – Outcome Evaluation 1: 4.4).*
- All projects supported by Local Governments are directly involving the Village Committees which has resulted in enhanced planning with their Local Governments. *Evidence: (Objective 2: Outcome 3.2 – Outcome Evaluation 1: 5.2).*
- JPLG supports peace and state building in Somalia by strengthening local governance and improving the ability of District-level local authorities to reach out to their communities and deliver local development. *Evidence: (MTR Summary Report: page 5: 1st para).*

12 MANAGEMENT AND COORDINATION ARRANGEMENTS

The JPLG is implemented by five UN agencies in Somaliland. The funding modality and subsequent administrative arrangements for the JPLG funds were described and agreed to in the project document as using the UNDG's Joint Programme mechanism of pass-through with UNDP as Administrative Agent (AA). All the standard legal agreements have been signed between the UN Agencies to activate this mechanism however to date 47 per cent of the total JPLG funds are utilising this efficient mechanism. Note this is a 17 per cent increase from the previous year.

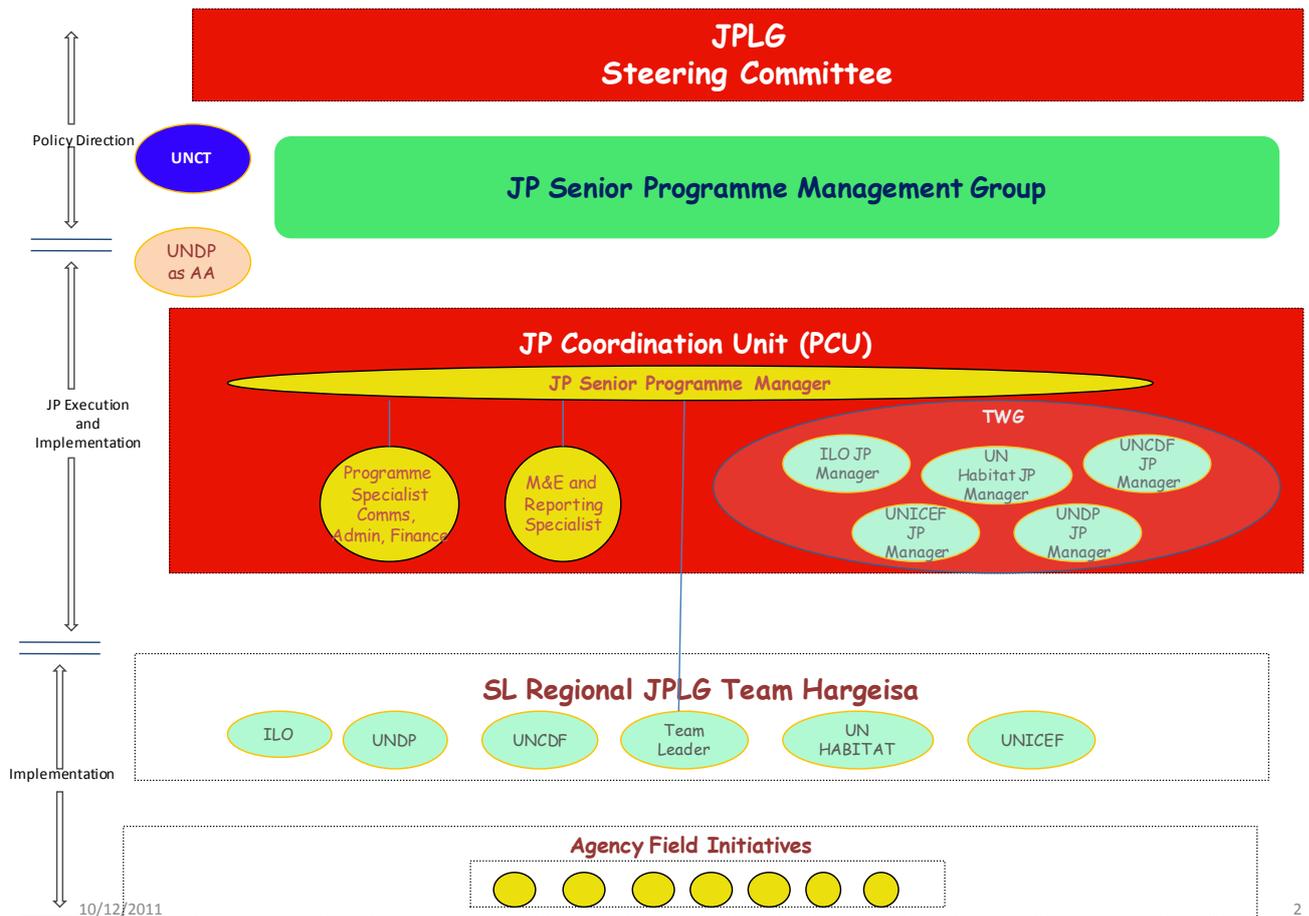
The management and coordination structures for the JPLG as described in the Project Document include the following:

- Steering Committee (SC): The main function of the Steering Committee is to provide strategic direction to the JPLG and approve annual work plans and budgets. This committee is co-chaired by UN-Habitat and the Ministry of Interior. Members include the Government, JPLG Donors and the participating UN Agencies. The Steering Committee meets annually.
- Senior Programme Management Group (PMG): The main function of the programme management group is to make executive decisions based on matters concerning participating UN Organisations to the JPLG and provide programmatic harmonisation. This meeting is chaired by the Senior Programme Manager with heads/deputy heads of UN Agencies as members and the technical working group as observers. The programme management group meets approximately every three to four months.
- Project Coordination Unit (PCU): The main functions of the programme coordination unit are to provide strategic support to the implementation of the JPLG. The PCU is also responsible to coordinate and prepare the annual work plan and budgets and support the overall implementation of the M&E framework as well as provide leadership in the integration and harmonization of UN Agencies and government activities. It has an important role in liaising with the JPLG donors and joint fund raising for the programme activities on behalf of the JPLG partner agencies. The PCU also coordinates with the AA to ensure timely disbursement of funds and follow-up on expenditures. Members include the Technical Working Group (TWG) made up of all UN Agency project managers, the JPLG Senior Programme Manager, M&E Specialist and a Programme Specialist for Admin/Finance and Communications. The TWG meets regularly and at least every two weeks.
- Somaliland JPLG Implementation Teams: The main function of this group is to ensure the work plans and budgets are implemented efficiently and in a timely and coordinated manner between the UN agencies and the central and local governments. This team is also responsible for monitoring the activities of the JPLG at the field level. Members include relevant staff from participating UN Agencies and staff from government ministries e.g. Ministry of Interior, Ministry of Public Works. Up to date this team has been provided with leadership and guidance by the Team Leader appointed from one of the participating UN Agencies and currently in Somaliland this is from UN Habitat. However in 2012 a MTR recommendation that a PCU person should be recruited team leader to ensure overall coordination in Somaliland as well as working with all the team members to make sure that there is a shared understanding of JPLG principles and programme details within the team. In addition each team member is assigned with a thematic function relevant to the JPLG such as capacity development or M&E, to ensure that there is coherent coordination across UN Agencies in the relevant thematic areas. The JPLG team meets every two weeks and reports to the PCU and MOI.

- UN Assistance Strategy for Somalia (UNSAS):** As the JPLG is the main implementation instrument for the local governance targets of the UN Country Team in Somalia (UNTP Outcome 2 between 2008-2010 and UN Assistance Strategy for Somalia Outcome 1 starting in 2011), the subsequent UN mechanisms for monitoring and reporting are supported by the data and reports generated through the JPLG M&E system. The PCU coordinates closely with the regional JPLG teams to ensure that UNCT monitoring requirements are met and duplication is avoided.

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

Diagram 3 – JPLG Organogram Somaliland



13 WORKPLAN AND BUDGET

The 2012 Work plan and Budget is based on consultations with local counterparts as well as experiences to date. The work plan and budget is attached in Annex 3.

The following summary tables provide an overview of the planned 2012 JPLG work plan and budget for Somaliland.

Table 1 2012 Budget by UN Agency

UN AGENCY	SOMALILAND
UN HABITAT	2 773 387
UNDP	3 708 499
UNICEF	3 130 485
ILO	1 566 047
UNCDF	2 660 224
	13 838 642

Table 2 Budget by Donor

	Somaliland
EC	1 294 411
SIDA	1 184 908
DFID	1 818 860
Denmark	1 109 036
USAID	123 200
Norway	782 592
UNCDF	165 760
Unfunded	7 359 874
TOTALS	13 838 642

Table 3 Budget by budget category

	Somaliland
Human Resources	
Staff - local and international	1 655 288
Technical expertise, knowledge products	1 849 250
Travel	
To Somalia, internal, per diem and international	527 483
Equipment and Supplies	
Local procurement	230 500
Local office	
Operations and maintenance costs	1 016 866
Training, capacity building and workshops	2 229 816
Contracts - local	1 380 727
DC Investments	
LDF	1 350 000
DIF	500 000
SWM	600 000
LED	60 000
Sector pilots	750 000
DC office rehab & equip.	206 000
Total before fees	12 355 930
Investment % against total	28%
Administrative costs (Fees, security, cost share)	1 482 712
Total	13 838 642

ANNEXES

1. JPLG Log frame
2. JPLG Capacity development modules
3. Annual Work plan and Budget for 2012
4. Risk Management Matrix

Annex 1 Log frame

Logical Framework with 2012 Targets					
	Intervention Logic	Objectively Verifiable Indicators	Source and Means of Verification	Assumptions	Targets 2012
Overall objective	Local governance contributes to peace and equitable priority service deliver in selected locations				
Specific Objective 1	Local governments are accountable and transparent	Peaceful change of leadership/transfer of power at local and central government levels	Reports of international election monitoring observers; Election results; Media reports (local and international)		Local elections contributing to transfer of power at local levels
		Number of local governments adhering to the policies, laws, regulations, guidelines.	Decentralisation policies; Sector policy statements and guidelines; Budget allocations to LG for service delivery.		7 in SL and 7 in PL
		Extent of gender mainstreaming in sector policies and laws.	Decentralisation policies; Sector policy statements and guidelines; Budget allocations to LG for service delivery.		In PL 30% of district councilors female, in SL 5%
		Increase in range and quality of basic services provided by LGs	Outcome Evaluation Reports		Three additional target districts in PL and 1 in SL all to deliver increase in basic services
		Increase in employment opportunities afforded through public/private partnerships	Outcome Evaluation Reports		Public/private partnerships increased
Specific Objective 2	Communities have equitable access to basic services through local government	No. LGs where leaders provide information/feedback to the community	User surveys; Election results; Civic education reports.		7 PL: 7 SC: 1
		No. of projects where there are operational community management structures	Outcome Evaluation Reports		14 PL: 14 SC: 2

Expected Results	Expected results under specific Objective 1				
1.1	Local government policy, legal and regulatory framework in the 3 regions of Somalia initiated	No. of regions that have initiated local government policies	Policy commitments	Political will to endorse / enact local government policies and regulations	1.1.1 Names and Numbers of policies, laws, regulations and guidelines related to LG drafted and/or approved (Decentralization Policy, Law No 7, Procurement Guidelines, Gender Guidelines, Human Resource Guidelines) 2012: Additionally AIMS
		No. of regions that have initiated local government regulations	Regulation commitments		1.1.1 Describe how the decentralisation of the legal framework with the sectors was initiated and the number of names of sectors involved (Education, Health, Water/Sanitation, Public Works) 2012: Additionally Public Works/Roads/ SWM/NRM/ Safety and Security
					1.1.1 (Agreement on assignment of functions) SL: 2 PL: 3 SC: 0

1.2	Up to 24 districts have legitimate Councils established and operational in selected locations	No. of legitimate regional councils established	Regional council registration with central government	(1) Stability in districts, (2) Commitment from councils and communities to go through reconciliation and council identification process	1.2.1 Number of districts by grade with councils established as stipulated in the law
					SL: 23 PL: 10 SC: 0
					1.2.1 Increase in number of women and vulnerable groups represented in district councils
					SL: 5% PL: 8% SC: 2%
					1.2.2 Number of district councils holding and recording meetings as stipulated in the law
					SL: 7 PL: 7 SC: 6
					1.2.3 Number and type of by-laws passed by district
					SL: 4 PL: 4 SC: 0
					1.2.4 Number of districts where sub-committees have been established as per the law
SL: 7 PL: 7 SC: 5					
1.2.5 Number of VCs established as per law					
SL: 357 PL: 56 SC: 35					
1.2.5 Number of VCs having representation of women and other vulnerable groups					
SL: 357 PL: 56 SC: 35					
1.2.6 Number of districts with departments in place as per the law					
SL: 7 PL: 7 SC: 0					

1.2	Up to 24 districts have legitimate Councils established and operational	No. of legitimate regional councils established	Regional council registration with central government	(1) Stability in districts, (2) Commitment from	1.2.1 Number of districts by grade with councils established as stipulated in the law
					SL: 23 PL: 10 SC: 0
					1.2.1 Increase in number of women and vulnerable groups represented in district councils
					SL: 5% PL: 8% SC: 2%
					1.2.2 Number of district councils holding and recording meetings as stipulated in the law
					SL: 7 PL: 7 SC: 6
					1.2.3 Number and type of by-laws passed by district
					SL: 4 PL: 4 SC: 0
1.2.4 Number of districts where sub-committees have been established as per the law					
SL: 7 PL: 7 SC: 5					
1.2.5 Number of VCs established as per law					
SL: 357 PL: 56 SC: 35					
1.2.5 Number of VCs having representation of women and other vulnerable groups					
SL: 357 PL: 56 SC: 35					
1.2.6 Number of districts with departments in place as per the law					
SL: 7 PL: 7 SC: 0					

1.3	Up to 24 rural and urban councils' capacity to govern and manage service delivery enhanced	No. of urban councils whose capacity is improved	To be based on MIS. Will among others focus on whether functions, roles & responsibilities are in place and adhered to, including: planning, budgeting, accounting, auditing, service logs, conflict resolution mechanisms	(1) Stability in target councils, (2) commitment to capacity development process by councils	1.3.1 Number of districts with approved annual work plan and budget derived from the five-year District Development Framework (DDF)
					SL: 7 PL: 7 SC: 1
					1.3.1 Number of districts with DDF mainstreaming gender and security
					SL: 7 PL: 7 SC: 1
					1.3.2 Number of departments with approved departmental plans derived from the AWPB
					SL, PL and SC: Public Works, Admin, Finance and Social Services Departments
					1.3.3 % age of results in District AWPB implemented
					NA (cannot be measured)
					1.3.3. % of budget in JPLG AWPB utilised
					SL: 50% PL: 40% and SC: 0%
1.3.4 Number of districts with approved monthly financial statements					
SL: 7 PL: 7 SC: 1					
1.3.5 Number of districts where one internal audit reports are submitted to the council					
SL: 1 PL:1: SC: 1					
1.3.6 Number of districts where annual external audit report has been produced					
SL: 7 PL: 7 SC: 1					

				<p>1.3.9 % increase in women filling professional positions per district 50% PL: 75% SC:50%</p>
				<p>1.3.9 Number of councillors and staff having attended and completed capacity building activities (by district, gender, committee, department) By target district: M/F; Committee Name/Department SL: 400 PL: 400 SC: 200</p>
				<p>1.3.10 Number of districts with system for collecting data on births, marriages, deaths, registration of persons, land (disaggregated by gender) SL: 7 PL: 0 SC: 0</p>
				<p>1.3.10 Number of districts with basic information on services (health, education, water, roads, communication) SL:7 PL: 7 SC: 1</p>
				<p>1.3.10 Number of districts with up-to-date information on all development projects implemented in the district by sector and location SL: 7 PL: 7 SC: 1</p>

1.4	Target district councils have increased awareness about options of revenue generation	No. of district councils whose awareness is raised	To be based on MIS. Will include: 1) revenue generation options identified, 2) sources of revenue established (taxes, tariffs, fees)	Stability to undertake revenue generation activities	1.4.1. % increase in local revenue per district
					SL: 10% PL: 5% SC:0%
					1.4.1. Number of LGs collecting more than 80% of the revenue forecast
					SL: 2 PL: 7 SC: 0
1.5	All eligible district councils (up to 24) have at least 1 priority service delivery project funded annually	No. of districts with projects funded	Project reports	Funding mechanism operational	1.5.1 % of LG projects implemented and operational
					SL : 90% PL:90% SC: 90%
					1.5.2 Number of LGs with up-to-date comprehensive asset register and Operations & Maintenance plan
					SL: 6 PL: 4 SC: 0
1.6	75 communities and 25 private sector service providers awarded contracts to deliver priority projects for service delivery	No. of community service providers whose capacity is developed; No. and nature of services delivered	District project reports;		1.6.1 Number of LG services outsourced per district
		No. of private sector service providers whose capacity is developed	User satisfaction on quantity and quality of service		SL: Borama: 6 Hargeisa: 6 Burao 6 PL: Garowe: 6 Bossaso: 4

	Expected results under specific Objective 2				
2.1	Target communities in up to 24 districts have basic understanding of their rights and responsibilities vis-a-vis district councils	No. of districts where civic education is implemented	(1) Civic education project progress reports, (2) Outcome evaluation system will address the extent to which the civic education programmes have resulted in increased awareness	Stability prevails in districts	2.1.1 Number of districts covered by civic education campaigns SL: 7 PL: 7 SC: 1
2.2	Annual district plans and budgets in up to 24 councils reflect community priorities	No. of districts with annual plans reflecting community needs	(1) District annual plans, (2) Outcome evaluation will seek to clarify whether the plans truly reflect community priorities	(1) District councils committed to transparent and accountable management, (2) Conflicts resolved and stability prevails in districts	2.2.1 Number of LGs that hold planning meetings at village level on AWPB SL: 7 PL:7 SC: 1
					2.2.1 Number of LGs that hold public meetings to endorse AWPB SL: 7 PL: 7 SC: 1
2.3	Basic mechanism for community monitoring of all projects funded by the development fund strengthened	No. of projects with community monitoring component	District project reports	Communities accept role as monitoring agent	2.3.1 Number of districts that have community monitoring groups formed and trained in participatory impact monitoring SL: 7 PL:7 SC: 1

2.4	Public reporting meetings in 98 districts held annually	No. of district disseminating information to the public and holding reporting meetings	LG documents, notices, reports, notice boards	Communities take on public accountability role	2.4.1 Number of districts that have mechanisms for disseminating information to the public (e.g. displaying on notice boards, publishing and disseminating annual report) SL: 7 PL: 7 SC: 1
					2.4.1 Number of LGs holding reporting meetings with communities at least once a year. SL: 7 PL: 7 SC: 1

Activities	Activities under specific objective 1 result 1 (refer to AWPB 2012)	Means	Costs (refer to AWPB 2012)	Assumptions
1.1.1	Review and facilitate the formulation of policies relevant to local government	Consultants; Staff time; Workshops		Political will to enact local government policies and regulations
1.1.2	Review and facilitate formulation, harmonisation and implementation of laws and regulations related to local government	Consultants; Staff time; Workshops		Political will to enact local government policies and regulations
	Activities under specific objective 1 result 2			
1.2.1	Facilitate community consultations and reconciliation for agreement on Council composition	Staff time; Workshops; Meetings		(1) Stability in districts, (2) Commitment from councils and communities to go through reconciliation and council identification process

	Activities under specific objective 1 result 3			
1.3.1	Assess local government capacity needs	Consultants; Staff time; Meetings		
1.3.2	Develop capacity development package (district development package)	Consultants; Staff time; material development		(1) Stability in 18 urban and 80 rural councils, (2) Commitment to capacity development process by councils
1.3.3	Implement the capacity development package	Staff time; trainings; workshops; consultants;		
	Activities under specific objective 1 result 4			
1.4.1	Asses revenue generation capacity	Consultants; staff time; meetings		
1.4.2	Identify revenue generation opportunities	Consultants; staff time; meetings		Stability to undertake revenue generation activities
1.4.3	Develop capacity for revenue generation	Staff time; trainings; workshops, equipments		
	Activities under specific objective 1 result 5			
1.5.1	Allocate funds to eligible community and district projects (based on a funds transfer system specific to the three regions)	Staff time; workshop; districts and community grants; specialized training projects		Funding mechanism operational
1.5.2	Monitor the grant transfer system	Staff time; training on MIS		

	Activities under specific objective 1 result 6			
1.6.1	Conduct market capability assessment for private sector LG service delivery	Consultants; Staff time		
1.6.2	Design and carry out awareness creation activities for the private sector and communities on opportunities and procurement process	Consultants; Staff time		Stability prevails in districts
1.6.3	Support and mentor service providers implementation	Staff time; on-job training through infrastructural projects;		
	Activities under specific objective 2 result 1			
2.1.1	Review and develop civic education programme	Consultant; staff time; radio programme production		Stability prevails in districts
2.1.2	Implement the civic education programme	Staff time; trainings; radio air time		Stability prevails in districts
	Activities under specific objective 2 result 2			
2.2.1	Initiate review and revision of participatory planning and budgeting mechanism	Staff time; workshops		(1) District councils committed to transparent and accountable management, (2) conflicts resolved and stability prevails in districts

2.2.2	Facilitate the implementation of participatory planning and budgeting mechanism	Staff time; workshops; trainings; community dialogue		(1) District councils committed to transparent and accountable management, (2) conflicts resolved and stability prevails in districts
	Activities under specific objective 2 result 3			
2.3.1	Develop participatory community monitoring tools	Staff time; workshops		Communities accept role as monitoring agent
2.3.2	Pilot with communities the use of the participatory monitoring tools	Staff time; trainings; consultants		Communities accept role as monitoring agent
	Activities under specific objective 2 result 4			
2.4.1	Implement system for community performance monitoring of local government			

Annex 2 JPLG Capacity Development Modules

Annex 2 JPLG Capacity Development Modules

JPLG has developed a series of capacity development modules for delivery to the target districts. The table below illustrates the relevant capacity development modules to be delivered based on the following criteria:

- **SL mature districts** – refers to those that have received capacity development support in 2009, 2010 and 2011. These include in Somaliland: Hargeisa, Berbera, Burao, Borama, Sheikh and Odweine.
- **SL new districts** – refers to additional target districts selected to receive support under the JPLG in 2011 – 12. These include in Somaliland: Gebiley.

Basic Modules					
No	Module	Content	Target Audience	Proposed Training Time	Target Districts
1	District Council Capacity Assessment	What is a district council capacity assessment and why is it important? The capacity assessment tools and how to apply them. Preparation for the assessment, putting together the capacity assessment teams, the actual assessment. Compiling, analysing the data following the assessment and writing the report. Feedback to the DC on the results of the capacity assessment and action plan.	Councillors, Committees, DC department staff plus MOI.	2-3 days	SL and PL new district SC Phase 2 districts

No	Module	Content	Target Audience	Proposed Training Time	Target Districts
1.1	Local governance Induction module	Introduction to local government, overview of LG laws in respective region, roles and responsibilities of councillors, executive, administration, DC sub-committees, representation and responsibility, functions of DC, financial, planning, admin, legislative, delivery of public services and local economic development, operations of the DC – meetings and elections.	Councillors, Committees, DC department staff.	16 hours with 4 units or 4 days	SL and PL new district SC Phase 2 districts
1.2	Good Governance training module which combines the best suited components of <i>Local Leaderships and Management Skills</i> series (LLM); <i>Gender in Local Governance</i> (GLG) and <i>Building Bridges Between Citizens and Local Governments: Managing Conflicts and Differences</i> (CM)	Training on selected key competencies for the Somali local governments, leaders and core staff: representation, communicating, facilitating, using power, decision making, enabling, negotiating, financing, overseeing, institution building; Empowering women to participate in local governance; Understanding conflict, conflict management strategies, dialogue and other inter-relational skills, negotiation, mediation,	Elected/selected council members, traditional leaders, and key technical staff	The new merged module 6 days	SL and PL new district SC Phase 2 districts
2	Participatory planning module	District profile, consolidating priorities and plans, participatory planning processes, community involvement in the planning process, preparing the district development framework and objective setting.	Councillors, DC staff	10 days	SL and PL new district SC Phase 2 districts

No	Module	Content	Target Audience	Proposed Training Time	Target Districts
3	Budgeting and financial management module	Introduction to district budgeting, revenue forecast, initial budget assessment, participatory budgeting.	Councillors, DC staff	4 days	SL and PL new district SC Phase 2 districts
4	Investment programming module	Selection of priorities and projects, budget assessment of work plan, final annual work plan and budget.	Councillors, DC staff	3 days	SL and PL new district SC Phase 2 districts
5	Module 5a: Project Management	Project cycle: Design, procurement, implementation, contract management.	District Public Works & other Service Departments	7 days	SL and PL new district SC Phase 2 districts Refresher training in SL and PL mature districts
	Module 5b: Local Government Procurement	Procurement guidelines: Procurement planning and implementation including contract management appropriate to the goods or services being procured	Executive Secretaries; Procurement Officers, Heads of Department	7 days	SL and PL new district SC Phase 2 districts Refresher training in SL and PL mature districts
	Module 5c: Local Government Procurement Overview	Procurement guidelines: Introduction to the procurement concepts, procedures, good practice and role of Mayors and Councils in the process.	Mayors, Councillors	2 days	SL and PL new district SC Phase 2 districts Refresher training in SL and PL mature districts based
6.1	Monitoring and evaluation module	Participatory monitoring of investment plan and evaluation of district development framework.	Councillors, DC staff	2 days	SL and PL new district SC Phase 2 districts

No	Module	Content	Target Audience	Proposed Training Time	Target Districts
6.2	Participatory Impact Monitoring (PIM)	Participatory impact monitoring	Community Monitoring Groups, Contractors and District Engineers	5 days	SL and PL mature districts SL and PL new district SC Phase 2 districts
7	Administration and Human Resource Management for District Councils.	Human resource management, record keeping, filing, meetings and minutes and documentation.	Councillors, DC staff	7 days	SL and PL new district SC Phase 2 districts
8	Asset management	Introduction to basic asset management and tools for local governments in Somali context	Councillors, DC financial and planning staff	3 days (TBC)	SL and PL mature districts SL and PL new district SC Phase 2 districts
9	Land Management	Land administration, management and revenue systems for local governments	Councillors, DC staff	To be determined	SL and PL mature districts SL and PL new district
10	Local Development Fund (LDF)	LDF process and systems and reporting	Councillors, DC staff	4 days	SL and PL new district

Annex 3 2012 Annual Work plan and Budget

ALL AGENCIES CONSOLIDATED																		
Year : 2012 JPLG SOMALILAND WPB											Time frame				Implementing Agency			
Overall objective: Local governance contributes to peace and equitable priority service delivery in selected locations.	anned Budge Total Cost US\$	DONORS								Q1	Q2	Q3	Q4	UN HABITAT	UNDP	UNICEF	ILO	UNCDF
		EC	SIDA	DFID	USAID	DEN	NOR	UNCDF	UNFUNDED									
OBJECTIVE 1: COMMUNITIES HAVE EQUITABLE ACCESS TO BASIC SERVICES THROUGH LOCAL GOVERNMENT																		
Result 1.1: Local government policy, legal and regulatory framework initiated																		
Activity 1.1.1. Review and facilitate the formulation of policies of relevance to local government																		
Support internal government awareness raising and mutual understanding led by MOI on decentralization policy and implementation plan.	8 000	2 000			4 000	2 000									8 000			
Support Vice President's and or President's Office as the "Champion of Decentralization" leading an inter-ministerial group on decentralization and local governance.	4 000	2 000			2 000										4 000			
Provide support to drafting of the decentralization policy and implementation work plan	45 000														45 000			
Statutory instruments on implementation developed																		
Consultation with Regional and District authorities, Council of Ministries and Parliament	24 000	4 000		5 000	5 000										24 000			
MOI, Regions and Districts roles, responsibilities and functions defined and legislated	12 000			6 000											12 000			
Based on District Council restructuring completed in 2011 create legal framework for creation / establishment of District Planning Offices																		
Support MOLSA to take lead in incorporating women criteria/quota incorporated into the decentralization policy	4 000														4 000			
Conduct analysis and development plan of action on 'Financing Government execution and delivery of Decentralization'.	40 000			10 000											40 000			
Elaboration of MOI Strategic Plan	35 000	5 000		5 000	5 000										35 000			
Restructuring of MOI and District Administrations based on Decentralization policy approved	35 000	5 000		10 000											35 000			
Local Government Public Expenditure Management regulated by Government																		
Safety and Security Sector study	75 000														75 000			
Gender Training for JPLG staff	25 000														25 000			

DIF Disbursement	500 000							500 000									500 000
Monitoring & Reporting	12 000							12 000									12 000
	2 400							2 400									2 400
Procurement audits (two districts)																	
	10 000						10 000										10 000
	1 200						1 200										1 200
	700						700										700
	1 700						1 700										1 700
	1 200						1 200										1 200
	1 200						1 200										1 200
	1 500						1 500										1 500
Review recruitment guidelines																	
Service delivery sector strategies, by-laws, regulations, and institutional framework, roles & responsibilities (Roads)																	
Support pilot establishment of institutional framework; roles/responsibilities of institutions, human resource development and financing modalities to pilot decentralisation of road sector function(s)																	
	50 000							50 000									50 000
	15 000							15 000									15 000
Stakeholder	28 000							28 000									28 000
	2 000							2 000									2 000
	3 400							3 400									3 400
	1 200							1 200									1 200
	1 600							1 600									1 600
	1 500							1 500									1 500
Support pilot establishment of institutional framework; roles/responsibilities of institutions, human resource development and financing modalities to pilot decentralised NRM function(s)																	
	50 000							50 000									50 000
	15 000							15 000									15 000
Stakeholder workshops	28 000							28 000									28 000
	1 700							1 700									1 700
	600							600									600
	1 600							1 600									1 600

SWM support activities established and ongoing in 5 Districts	600 000		30 000	136 876		60 000			373 124				600 000				
Support Auditor Gen Office for LDF Audit (with SIDP)	10 000								10 000								10 000
	15 000								15 000								15 000
Activity 1.5.2 Monitor output and outcome of support																	
Project Monitoring and Evaluation	100 000								100 000					100 000			
Conduct external outcome evaluation (Intermedia)	100 000								100 000					100 000			
Support MOI through LOA (oversight of DC delivery, ops support)	150 000				20 000	10 000			120 000					150 000			
Provide support to MOLSA through LOA	100 000				20 000	10 000			70 000					100 000			
Internal auditing capacity training to districts, regions and central offices. (this will be conducted in close cooperation with UNDP/SIDP)	12 000								12 000					12 000			
Audit of DBF 2008 - 2011 (external)	48 000				10 000	3 000			35 000					48 000			
Result 1.6: 75 communities and 25 private sector service providers have developed capacity to deliver services																	
Activity 1.6.1 Conduct market capability assessment for private sector LG service delivery																	
Support to establishing and management of contractor registration																	
	10 000								10 000								10 000
	10 000								10 000								10 000
Stakeholder workshop	14 000								14 000								14 000
	700								700								700
	1 700								1 700								1 700
	1 200								1 200								1 200
	1 500								1 500								1 500
Private sector contractor training																	
	10 000								10 000								10 000
Training workshops	20 000								20 000								20 000
	2 000								2 000								2 000
	1 700								1 700								1 700
	1 200								1 200								1 200
	1 500								1 500								1 500
Activity 1.6.2 Design and carry out awareness creation activities for the private sector and communities on opportunities and procurement process																	
Support local councils create awareness through open days, procurement notices and results of audits																	
	10 000							10 000									10 000
Awareness workshops	20 000							20 000									20 000

2.2.2 Facilitate the implementation of participatory planning and budgeting mechanism																		
Strengthen districts administration departments of planning/social affairs in participatory skills & tools	70 000			50 000		20 000												70 000
Districts department of planning/social affairs capacities built in planning for service delivery in health, education, water and protection services	60 000		30 000			30 000												60 000
Implementation of participatory planning process based on revised PEM Cycle	70 000					35 000				35 000								70 000
Technical support to districts TOT in undertaking validation council meetings	35 000		20 000			15 000												35 000
Support preparation of NRM plans (2 in SL) & inclusion of prioritised intervention(s) into AWPB																		
	10 000									10 000								10 000
	5 000									5 000								5 000
	400									400								400
Stakeholder workshop	10 000									10 000								10 000
Support district local economic development planning & implementation of LED interventions																		
Support establishment Public Private Dialogue Forums																		
Support preparation of LED strategy through PPD forums & inclusion of prioritised intervention(s) into AWPB																		
Support implementation of interventions - LED pilot projects - quick wins																		
On-going support to the business licensing and roll out to other 6 districts																		
Service provider	20 000									20 000								20 000
Quick win LED pilots (2 districts)	60 000									60 000								60 000
	20 000									20 000								20 000
Stakeholder workshop	28 000									28 000								28 000
	6 800									6 800								6 800
	2 400									2 400								2 400
	3 200									3 200								3 200
Urban Spatial Planning support to District Council Planning Depts.																		
Continue urban spatial planning support to selected Districts (Sheikh)	38 000		15 000			15 000				8 000				38 000				
Support to the road classification project follow-up activities in Hargeisa	17 500		17 500											17 500				

Annex 4 Risk Management Matrix

Context (Problem)	Identified Risks	Risk Likelihood	Risk Consequence	Evaluate Risks	Risk Treatment Options (Mitigation Measures)
Degradation of Security Situation	A serious degradation of the security situation prevents effective implementation of the Joint Programme	SC: Likely SL: Possible PL: Possible	SC: Moderate SL: Moderate PL: Moderate	SC: High SL: Medium PL: Medium	Remote management procedures (already in place) activated.
Political conflicts/instability	Government instability and/or internal political conflicts prevent meaningful programme progress.	SC: Likely SL: Likely PL: Possible	SC: Moderate SL: Moderate PL: Moderate	SC: High SL: High PL: Medium	Programme operates at various levels - focus on components that can continue without direct central Govt. support.

Political support	a) General lack of support from government counterparts for the overall programme objectives	SC: Likely	SC: Moderate	SC: High	Focus on components that don't require direct central Govt. support. Measures to improve dialogue and capitalize on history of cooperation.
		SL: Likely	SL: Moderate	SL: High	
		PL: Unlikely	PL: Moderate	PL: Medium	
	b) Perception – UN JP is only supporting Government and not communities	SC: Unlikely	SC: Moderate	SC: Medium	Communication strategy revised. Analysis of root cause of perception, possible revision of programme strategy.
		SL: Unlikely	SL: Moderate	SC: Medium	
		PL: Unlikely	PL: Moderate	PL: Medium	