



JOINT PROGRAMME FOR LOCAL GOVERNANCE AND DECENTRALISED
SERVICE DELIVERY IN SOUTH CENTRAL SOMALIA

WORKPLAN AND BUDGET

2012

2012 THEME: DEEPEN AND BUILD ON LESSONS LEARNED

TABLE OF CONTENTS

1	LIST OF ABBREVIATIONS	3
2	EXECUTIVE SUMMARY	4
3	BACKGROUND.....	6
4	OBJECTIVES	8
5	POLICY, INSTITUTIONAL AND CAPACITY DEVELOPMENT	9
6	GENDER STRATEGY	12
7	COMMUNICATIONS STRATEGY	14
8	PRINCIPLES FOR IMPLEMENTATION.....	16
9	DESCRIPTION OF 2012 ACTIVITIES.....	18
10	CONFLICT ANALYSIS.....	24
11	MONITORING AND EVALUATION AND VALUE FOR MONEY	26
12	MANAGEMENT AND COORDINATION ARRANGEMENTS	29
13	WORKPLAN AND BUDGET	31
	ANNEXES.....	32
	ANNEX 1 LOGFRAME	34
	ANNEX 2 JPLG CAPACITY DEVELOPMENT MODULES.....	46
	ANNEX 3 2012 ANNUAL WORKPLAN AND BUDGET.....	50
	ANNEX 4 RISK MANAGEMENT MATRIX	60
	ANNEX 5 JPLG PHASED APPROACH	62

1 List of Abbreviations

AA	Administrative Agent
AIMS	Accounting Information Management System
AWPB	Annual Work plan and Budget
BIMS	Billing Information System
BOQ	Bill of Quantities
CDD	Community Driven Development
DBF	District Basket Fund
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
LED	Local Economic Development
M&E	Monitoring and Evaluation
MWDFC	Ministry of Women’s Development and Family Care.
MIS	Management Information System
MOI	Ministry of Interior
MTR	Mid-term Review of JPLG
OAG	Office of the Auditor General
OES	Outcome Evaluation System
PCU	Project Coordination Unit
PEM	Public Expenditure Management
PFM	Public Financial Management
PIM	Participatory Impact Monitoring
PPP	Public Private Partnership
PMG	Programme Management Group
RDP	Somalia Reconstruction and Development Programme
ROLS	Rule of Law and Security
RSL	Recovery and Sustainable Livelihoods
SC	Steering Committee
TFG	Transitional Federal Government
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

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 Annual Work Plan and Budget (AWPB) for the JPLG in south central Somalia and covers twelve months from January to December 2012. The total budget planned for this period is USD 6,605,787 of this amount there is a funding gap of USD 3.6M at the time of writing this document. Of the total amount thirty one per cent is budgeted for investment expenditure at the district level.

The JPLG is aligned to the programming frameworks of the Somalia Reconstruction and Development Programme (RDP) 2008-2012 and the UN Strategic Assistance Plan (UNSAS) 2011-2015. It is envisaged to achieve as wide coverage as resources and conditions allow with a comprehensive approach to rendering local governments as credible basic service providers and strengthening civic awareness and participation in decision making on local development.

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

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

The two specific objectives make separation between the 'supply' side and the 'demand' side of local governance. The supply side is the delivery of services by local governments to communities. The demand side is that communities demand accountable and transparent delivery of services and management of funds from their local government. Throughout the JPLG strong emphasis will be placed on the role of marginalised groups, human rights, gender and good governance principles of transparency, accountability and participation.

The current partners in the JPLG are the Transitional Federal Government (TFG)¹ as well as regional and district authorities that have been established through a 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 and regional councillors and staff, as well as staff in relevant central government institutions, notably Ministries of Interior, Planning, Women's Development and Family Care and Labour. Where relevant, non-state actors will be used to assist with capacity development among the primary and secondary target groups. Note that it is important to regard this work plan as a flexible document that can be adjusted and responsive to changes in the context and lessons learnt.

JPLG developed a '**JPLG Approach for south central Somalia**²' in September 2009. This approach follows three phases:

- Phase 1: No official local council with capacity in place however there could be a community driven consortium of local level leadership and capacities in place in service delivery or specific technical areas which can lead to generating a demand for social services and effective local management;
- Phase 2: Official local council and some capacity; and
- Phase 3: Official local council and capacity in place.

¹ This document refers to TFG. The mandate of the TFG ended in August 11, 2011 was extended for a period of six months

² This document is provided in Annex 1.

With each phase forming part of a coherent progression towards having a representative local government delivery services in an accountable, transparent and participatory manner.

The JPLG approach for south central Somalia will be three tiered in 2012:

- Continuing of Phase One interventions in the 16 districts of Mogadishu.
- Continuing Phase Two interventions in Adado district.
- Commencing Phase Two interventions in a small number of Mogadishu districts and following after the basic package of services.
- Commencing JPLG in at a least one more central region (such as Abduwak) if funds and access permits.
- Policy and capacity development support to the Ministry of Interior (MOI) and the Transitional Federal Government (TFG) and Benadir Administration.

The **expected results** of the JPLG in south central Somalia for 2012 are:

- (i) Local government policy, legal and regulatory framework developed along with the development of the constitution.
- (ii) The capacity to govern and manage service delivery enhanced in target districts.
- (iii) All target districts have at least one priority service delivery project funded annually.
- (iv) Communities and private sector service providers in target districts have developed capacity to ensure service delivery.
- (v) Communities in target districts have basic understanding of their rights and responsibilities vis-à-vis district councils.
- (vi) District plans in target districts reflect community priorities.
- (vii) Mechanism for community and programme monitoring of all investments funded through districts is strengthened and operational.

3 BACKGROUND

In 2009 the Joint Programme for Local Governance and Decentralised Service Delivery Programme Management Group approved a phased approach of the JPLG implementation in south central Somalia, which was later also endorsed by the Steering Committee meeting of November 2009. Based on this phased approach the approved annual work plan and budget for 2010, 2011 and now 2012 provides the framework for the re-establishment, integration and expansion of activities in south central Somalia.

Based on previous discussions with the Transitional Federal Government in August 2010 it was agreed to incorporate Adado as a Phase Two target district in 2011 and to include all sixteen districts (plus Bermuda) in Benadir under the Phase One. Investments in public and service infrastructure are provided in each district. These infrastructure project investments have three goals: improvement of living conditions of the urban poor and IDPs through priority services and infrastructure; stimulation of livelihood opportunities for the urban poor and IDPs through labour-intensive project implementation; and linking service and infrastructure projects to livelihood opportunities. Phase I will be continued in 2012 in all 16 districts of Mogadishu and will take place in collaboration with a *Sustainable Employment Creation and Livelihoods for Vulnerable Urban Communities in Mogadishu*, funded by the EC. This intervention includes two JPLG partner agencies. However starting from 2012 up to five districts in Mogadishu will progress to Phase Two allowing an expansion of local governments' role in basic service delivery and increase the level of accountability and transparency in local governance.

JPLG's work in Mogadishu in 2012 will be increasingly coordinated with the UN Resident Coordinator's Office, using the mechanism set-up for the rehabilitation efforts in Mogadishu. JPLG has taken a lead role in this collaboration through mapping of public infrastructure carried out to the benefit of local administrations in Mogadishu, the Benadir Administration and other development partners. Following UN discussions during August 2011 on rehabilitation and stabilization activities in Mogadishu, the JPLG was requested by the Office of the Resident Coordinator to develop a response plan based to the draft UN Strategy for Stabilisation and Recovery Work in Mogadishu. There were two points within the 'Somalia End of Transition Roadmap - Version 20, Benchmark 3: Political Outreach and Reconciliation' which were potentially relevant to the JPLG and these were:

- Establish District peace and Security Committees by 19 December 2011 to facilitate local reconciliation and peace;
- Initiate and implement measures by 30 December 2011 to ensure equitable and transparent sharing of resources with Regional and Local administrations and ensure delivery of basic services to the population by 2 January 2012.

Subsequently a concept note was developed and this has now been used as the basis of this workplan for activities based in Mogadishu.

Adado town is the regional capital for Himan region as well as the state capital for Himan and Heeb. Himan and Heeb is a clan-based administration founded in May 2008, including parts of Galgaduud and Mudug regions. The selection of Adado in 2010 was based on the agreement amongst the TFG, using the selection criteria agreed upon within the JPLG which included security and conflict assessments. The estimated population of Mogadishu is population is 901,183³ (UNDP, 2005). According to the estimates of Himan and Heeb administration, Adado district has a population of 192,684 people, fifty six villages and 32,140 households⁴. Sixty per cent of the population are female

³ Food Security and Nutritional Analysis Unit, Somalia, Rural, Urban and IDP Population in Crisis. Aug - Sept 2011.

⁴ Adado District Assessment Report Submitted to JPLG – JPLG Program. Centre for Peace and Democracy, May 2011

and forty per cent are male. Adado town which headquarters both the district and regional administration comprise 14,200 households.

In 2012 it is planned to include one additional district, such as Abduwak in the central region of Somalia under Phase two. This expansion is subject to a UN security assessment and resources.

The mandate of the current TFG expired in August 2011 but was extended for six months under an agreement with UNPOS. This allows the JPLG to plan for its support during 2012, however it must take into consideration the arrangements that follow after the TFG and adjust the programme as necessary. The JPLG continues working through the Ministry of Interior (MOI) to ensure continuity despite any changes in government (such as the TFG).

South and Central Somalia remains in the UN Security High Risk Level. Security Risk Assessments by the United Nations Department for Safety and Security (UNDSS) are continuously updated and prescribe and approve staff levels in and access to programme locations and beneficiaries. In addition, the JPLG has adopted the Risk Management Matrix (see Annex 4) to define the specific risks within the programme context and identify different types of risks, including how likely these risks are and the seriousness of potential consequences available and mitigation measures. A conflict analysis is provided in this annual work plan in order to ensure that the programme modalities do not include aspects that may escalate conflict in amongst and between beneficiaries.

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.

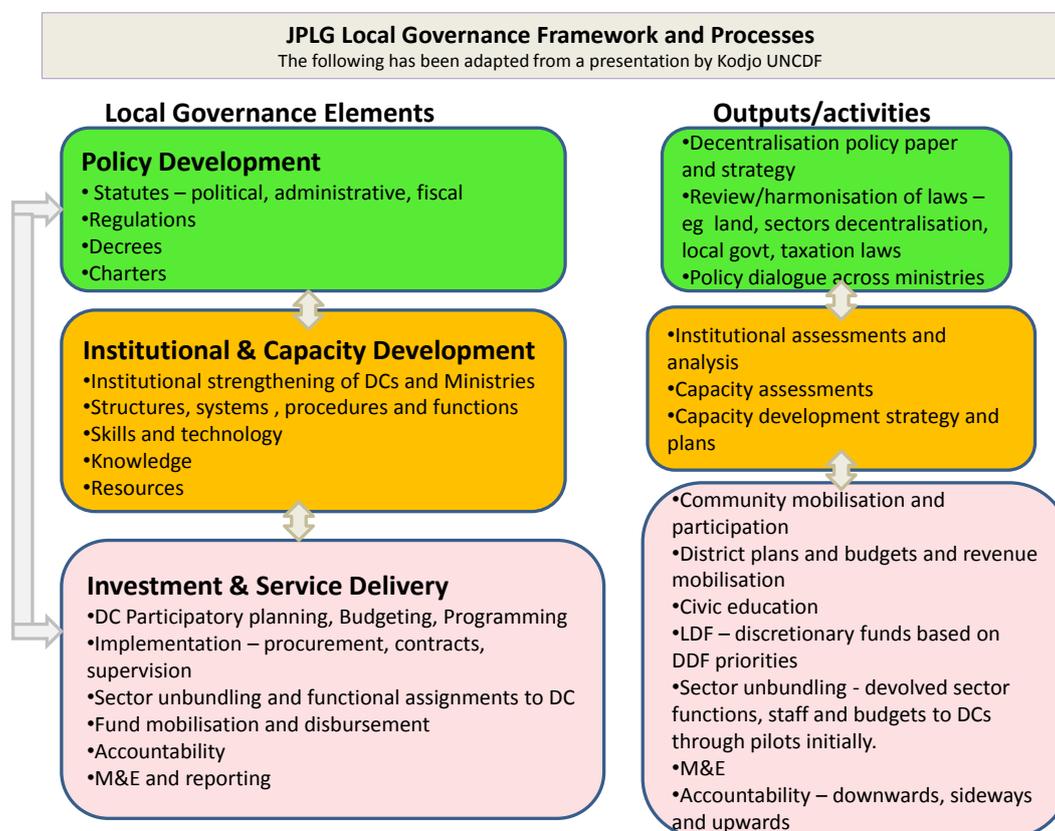
The JPLG will work to ensure transparent, accountable and efficient local service delivery, by working at different administrative levels to:

- Improve the legislative and regulatory framework for decentralised local government and service delivery in south central Somalia.
- 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 that optimises local employment and economic development.
- 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),
- (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 Somali people.

The local governance and service delivery structures and systems will be 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,

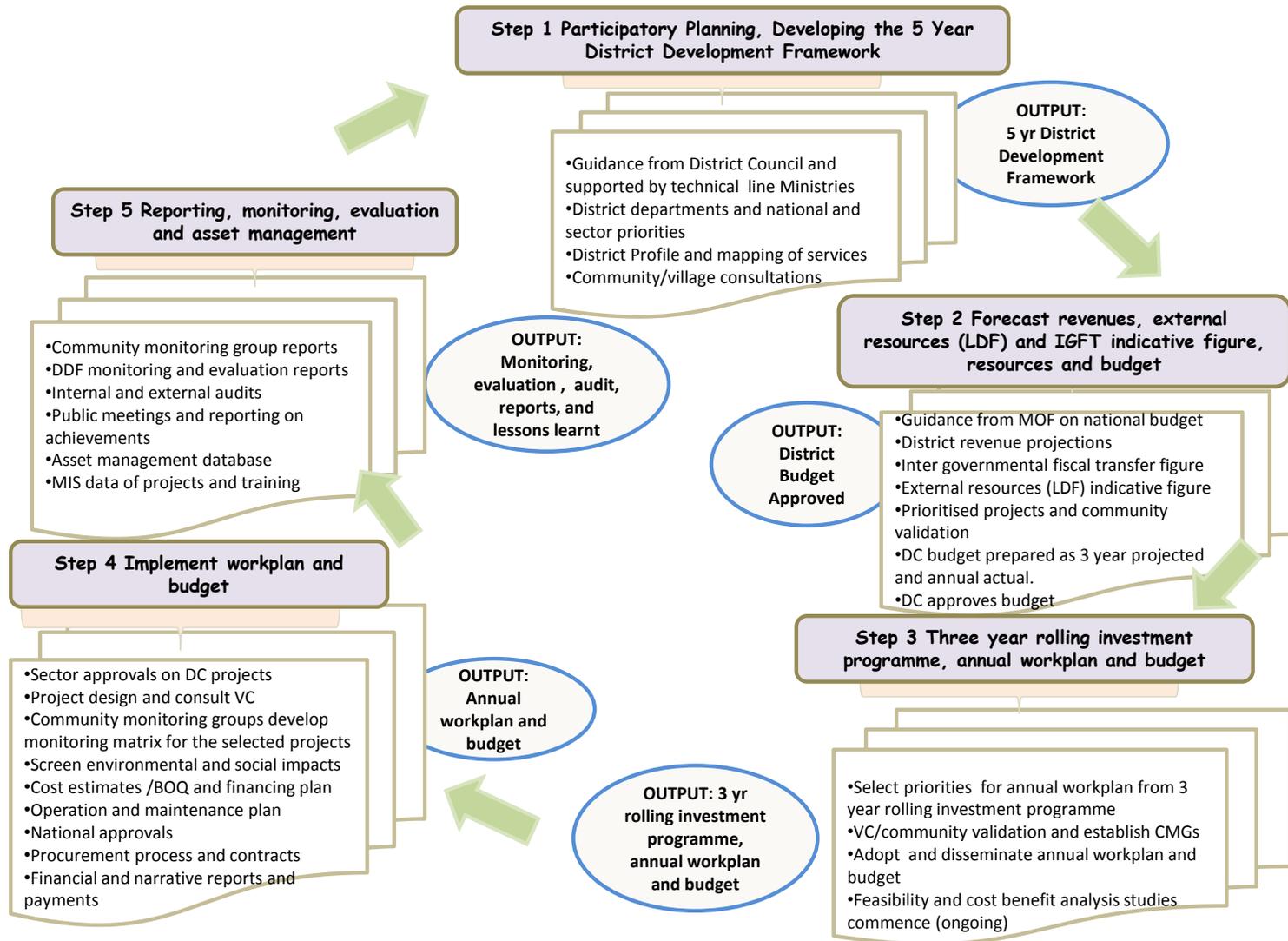
including the necessary fiscal decentralization, functional assignment and resources and capacity to support delegated functions.

In 2012 the policy formulation process will create increased opportunities for enhanced national ownership of the decentralization process. Toward this objective JPLG will work closely with the Constitution team to ensure synergy.

JPLG will undertake a feasibility study in 2012 which will determine the preparedness to establish a local development fund in south central. The local development fund and participatory public expenditure management processes (note a diagram of the public expenditure management processes follows), provides 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 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.

Diagram Two Public Expenditure Management Processes



6 GENDER STRATEGY

The JPLG incorporates gender as a core value underpinning good governance and human development and commits itself to a 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.

The JPLG will assist the Ministry of Women's Development and Family Care (MOWFC) to insure women are involved in governance and decentralisation. JPLG works with MOWFC to involve women's organisations on gender issues and supports a Gender Advisor post.

6.1 Policy and legislative work

- Ensure that gender is appropriately incorporated into all relevant legislation and policies pertaining to local government, 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 and steering groups encourage the participation of women and strive to meet the twenty five per cent minimum representation as set out in the applicable legal framework in South Central.
- 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 and Automated Accounting 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.
- Continue capacity building for local leaders on gender equality and gender mainstreaming.

6.3 Implementation

- Support MWFC engagement in the gender working group of the constitution making process
- Continue to support MWFC 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 MWFC in ensuring that women participation at community and district level is effective.
- Work in conjunction with the MWFC to set up a network of women chair people from district Women representative groups in all Mogadishu districts.
- Ensure that civic education activities are gender sensitive and responsive.
- Assist the Ministry to ensure that all the outreach programmes are gender sensitive and ensure
- Gender sensitization is conducted at the community level.
- Ensure that gender sensitivity is applied to all UN interventions across the board, and do not aggravate gender disparities.
- 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.

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 and in the participatory project monitoring processes.

“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 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 works.
- **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 one focuses 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 enhanced

In 2012 the JPLG plans to move from Phase 1 to Phase 2⁵ in up to five districts (Hodan, Wadajir, Shingani, Hamarweyne and Bondheere) in Mogadishu, and superseding the Phase 1 investments in these districts. This work will include the following interventions: local government policy and regulations will be drafted for the regions and districts public consultations on the same will be completed. For local government financing, a feasibility study for commencement of local development fund (LDF) will be undertaken, alongside verifying fiduciary responsibilities ensuring local accountability.

An assessment of the existing Public Private Partnerships (PPP) arrangements in local service delivery will be carried out in up to five Mogadishu districts and support will be provided to initiate a broad-based PPP policy dialogue. Legislation of the local government procurement guidelines aligned to the broader PFM collaboration framework, will be supported in Adado and if feasible, in up to five districts (Hodan, Wadajir, Shingani, Hamarweyne and Bondheere) of Mogadishu. The key line ministries will be oriented in the local government procurement guidelines.

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

With regard to improving district administration’s functions, JPLG will contribute to the partial or full rehabilitation of district council premises in partner districts in the south central Somalia, including those selected in Mogadishu, based on rapid needs assessments as well as those districts which have engaged in the humanitarian basic package of services. Equipment and furniture support will be provided where necessary for up to 5 districts in Mogadishu.

Automated accounting system (AIMS) will be installed in the Benadir Administration in early 2012 for improved accountability and financial transparency of public financial management at the regional level, as well as for future preparedness to oversee districts’ financial management in Mogadishu. A feasibility assessment for AIMS installation in selected 5 districts in Mogadishu will define whether the system will be established during 2012. In Adado, the accounting system (AIMS) is in progress of being set up. Technical backup and the user support will carry on throughout 2012 for both Benadir and Adado authorities.

Automated billing system (BIMS) for increased revenue collection will be set up in Adado during 2012. As a part of the move of the JPLG towards the Phase 2 activities in Mogadishu, a feasibility

⁵ Note a copy of the phased approach is available in Annex Five of this document.

assessment will be done on the installation of automated billing systems in up to 5 districts (in parallel with the AIMS feasibility study). The BIMS system will enable district leaders better account for and systematise the taxes currently collected from varying local sources. This work will also open up a window for greater awareness on the need for municipal finance policy and strategy development (see Result 1.1.)

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

JPLG conducted induction training and training on general administration and financial skills to the district staff of Adado in 2011 and will carry out the same in one additional district in south central Somalia during 2012. In addition, Local Leadership and Management Skills, Conflict Management and Gender in Local Governance capacity building modules will be provided for the district councillors, traditional leaders and the core staff in Adado in 2012. The Department of Social Affairs of Adado will be trained on basic labour standards and their enforcement, while the Public Works Department will receive technical training in planning and management of public works project implementation, and the staff in charge of economic development will be trained to enable them better understand how to facilitate private–public dialogue around local economic development (LED). Training on the same modules is planned for one additional district in central Somalia during 2012.

Detailed capacity assessments of the Benadir Regional Administration's Department of Districts (in the Politics and Social Affairs Section) and MoI's Regions and Districts Department will be carried out during 2012 in order to define the further capacity building needs. Prioritised capacity development plans will be prepared for the staff and Departments.

Current plans for capacity support to Benadir Administration during 2012 include technical training to the Public Works Department in planning and management of public works project implementation; the Social Affairs Departments will be trained on basic labour standards and their enactment and districts' abilities strengthened in the administration of the 'service delivery package', financed through humanitarian assistance. The district Department staff and Benadir Administration's Committee responsible for economic development will be trained to enable them better engage in and facilitate private-public dialogue around LED. JPLG's capacity support also includes monitoring and evaluation (M&E) for reinforcement of principles of local accountability, and training of the staff of up to five districts (Hodan, Wadajir, Shingani, Hamarweyne and Bondheere) on the same. Capacity building will be provided to Safety and Security Departments/Committees of selected Districts, contributing towards stabilization.

At the start of the Phase 2 interventions in Mogadishu, JPLG also plans to undertake an expanded security, social and political economy assessments and analysis in up to five Districts. This will build on the analyses done during the Phase 1 participatory planning processes, which are essential for ensuring positive impact towards peace building and 'do no harm' principle, and for sustainability of local investment. During 2012 the JPLG will also prepare and support leaders in up to five Districts on issues pertaining to district planning and budgeting, project management cycle to help PEM process to start in 2013 in Mogadishu (see also result 2.2.) and basic labour standards.

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

A revenue yield study was completed in Adado in the end of 2011 and will help systematise revenue collection from the best identified local sources using databases managed in BIMS. Revenue yield study will be carried out in five selected districts in Mogadishu in early 2012 to determine the

revenue potentials for increased local financing of basic services, and the best sources incorporated into BIMS system, if deemed feasible in Mogadishu at the current stage.

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

The JPLG Phase 1 intervention in 2010-2011, which covered all 16 districts of Mogadishu, will scale up the investments in public and service infrastructure in each District during the second half of 2012. These infrastructure project investments have three goals: improvement of living conditions of the urban poor and IDPs through priority services and infrastructure; stimulation of livelihood opportunities for the urban poor and IDPs through labour-intensive project implementation; and linking service and infrastructure projects to livelihood opportunities. Subject to availability of funds, each district in Mogadishu will receive financial and technical support to implement additional priority service infrastructure project during 2012. Continuation of the Phase 1 in 2012 will take place in collaboration with and be complementary to a *Sustainable Employment Creation and Livelihoods for Vulnerable Urban Communities in Mogadishu* project, funded by the EC⁶. This intervention includes two JPLG partner agencies. It will invest in fourteen infrastructure projects in Mogadishu in selected sectors of economy. The project shares some targets of the JPLG Phase 1 activities in Mogadishu districts, such as improved access to services, while it also has other core targets such as economic development and employment creation

During the current Phase 1 of service infrastructure investments funded by JPLG, in addition to the highest priorities such as market rehabilitation and water wells, infrastructure rehabilitations have expanded to primary schools, vocational training centres, sport facilities for the youth, district administration offices, and a general civil engineering works. As described in the JPLG phased approach to south central Somalia, the goal of the infrastructure investments is to provide an entry point for strengthening district-based dialogue on development between district leaders and community groups. Expanded application of district service mapping using GIS tools will increase service and public infrastructure related baseline data. Benadir Administration and Ministry of Interior staff will be trained in the development and of use of GIS data tools. During the Phase 2, these activities will be intensified to enable district leaders to play more significant coordination role in local development, also including humanitarian assistance provision (see also Result 1.3.). This will require support to the financial management and monitoring (such as Development Assistance Database) system development mentioned in the result 1.2.

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

Training will be provided to private contractors in Adado and the Benadir region on local government procurement guidelines. This will improve their capability to work with new contractors to seek out opportunities in local works and service delivery projects. To open up and expand private sector participation in the service delivery, the Benadir and Adado local councils will continue to be supported in creating awareness on opportunities for private sector and communities to do business with the public sector. The existing PPP arrangements will be reviewed in line with the new policy framework. Feasibility studies for new PPPs in local service delivery will be undertaken to address the increasing demands for basic public services faced by the local authorities despite tight financial and budgetary constraints.

⁶ Note this project has been designed outside the JPLG.

Specific output 2 – Local governments are accountable and transparent

Specific output 2 will focus on strengthening of the ‘demand’ side of good local governance, 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 and strengthen public accountabilities through the civic education programme. The major actions during 2012 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

Based on the rapid assessment on civic education information gaps and risks associated in undertaking a civic education programming in the Adado district, support will focus on the development of appropriate methodologies and subsequent implementation that aims to promote voice and accountabilities in local governance for effective and collaborative delivery of social services. The programme will work with Adado district administration, targeted villages and key stakeholders to raise public awareness on local governance principles – focusing on the functions and obligations of local government and on citizens’ rights and responsibilities.

Feasibility assessment on readiness for engagement in civic education programme including risk and mitigation strategy will be conducted in up to three districts in Mogadishu and in an additional district in central Somalia. Based on the finding, this will determine if civic education activities will commence in the future.

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

As a part of the move towards Phase 2 activities in Mogadishu, JPLG will facilitate dialogue on development challenges and planning priorities between district administration (led by District Security Committees) and community groups to increase downward accountability and relevance of local authorities. JPLG partners will ensure the parties in the dialogue include the community groups and leader groups involved in the Phase 1 participatory district development dialogue (see Result 1.5 above).

District Department of Planning/Social Affairs and targeted villages in Adado will be supported on participatory planning processes for development of DDF and Annual Work Plan. The revised PEM guideline will be available for this. Implementation of recommendations, such as increased community resource mobilization to complement services by local government, will be supported.

In up to five districts (Hodan, Wadajir, Shingani, Hamarweyne and Bondheere) in Mogadishu, assessment and preparatory activities will be carried out with the local administration to support stakeholder and power relations analysis of various village committees, representative and interest groups for engagement in district planning and budgeting cycle starting in 2013. District Department of Social Affairs/Planning and community leadership will be enhanced with regard to participatory procedures, such as impact monitoring. In addition, districts will be supported in the facilitation of public-private forums to discuss local economic development and develop strategies and interventions to support local economic development (LED). JPLG will support implementing small pilot LED interventions to demonstrate quick wins.

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 will be revised to support outcome monitoring of district plans by communities and to adjust to Adado district service delivery model. Communities in the targeted districts will be supported in the establishment of community monitoring groups (CMGs) and trained in the monitoring tools and mechanisms to monitor transparency and accountability of district plan implementation.

Moving to Phase 2 in Mogadishu will include identification neighbourhood/village level committees and involving these in the consultative process on PIM.

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

Adado district will be supported in undertaking a public reporting meeting in the last quarter of 2012. During these open forums the district will present their annual progress towards the annual district plans. This forum will provide the communities with 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.
- iii) 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 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.
Self appointed leaders with no mandate	Proliferation of such scenarios. Ad hoc sub-national administrations not connected to central government. Service delivery becomes uncoordinated and fragmented. Poor investments and non-alignment to development objectives.	JPLG to ensure dialogue and agreement with MOI on sites/locations in which JPLG operates. RC office developing principles for engaging with emerging administrations.

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.	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 organigram 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 and in project monitoring 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.

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 ongoing 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:
 - i) ongoing 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
 - ii) 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 one district, such as Adado. 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 Consultant in south central Somalia) 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. In 2012 the OES will do Third Party Monitoring in south central Somalia as well and also do a final impact evaluation of the current JPLG in late 2012.
- **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 Workplan); 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 south central Somalia M&E Consultant based at the MoI.
- **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 Consultant in south central Somalia).

- **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.

11.3 JPLG Mid-Term Review:

The Mid-Term Review (MTR) was carried out in the second 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, and kilometre and so on.) 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. In South central Somalia an M&E Consultant will work with MOI on training and mentoring of staff in the Department of Planning of the Ministry.
- (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).*
- 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 south central Somalia. 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 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.
- 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.
- JPLG local team: In 2012 JPLG is hopeful to be able to establish a full multi agency team in Mogadishu with UNDP taking the lead. Currently other agencies are servicing JPLG efforts in south central Somalia from Puntland as well as Nairobi.

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

Diagram Two – JPLG Organogram south central Somalia



13 WORKPLAN AND BUDGET

The 2012 Work plan and Budget is based on consultations with local counterparts as well as experiences to date. The summary 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 south central Somalia.

Table 1 2012 Budget by UN agency

UN AGENCY	SOUTH CENTRAL
UN HABITAT	2 812 262
UNDP	2 164 355
UNICEF	766 479
ILO	806 691
UNCDF	56 000
PCU	
TOTALS	6 605 787

Table 2 2012 Budget by donor

	South Central
EC	343 224
SIDA	644 843
DFID	500 573
Denmark	399 872
USAID	188 496
Norway	134 092
Italy	697 163
UNCDF	56 000
Unfunded	3 641 523
TOTALS	6 605 787

Table 3 2012 Budget by budget category

	South Central
Human Resources	
Staff - local and international	884 003
Technical expertise, knowledge products	801 334
Travel	
To Somalia, internal, per diem and international	195 250
Equipment and Supplies	
Local procurement	80 000
Local office	
Operations and maintenance costs	320 221
Training, capacity building and workshops	940 656
Contracts - local	851 200
DC Investments	
LDF	
DIF	
SWM	800 000
LED	
Sector pilots	
DC office rehab & equip.	50 000
Mogadishu and Adado grants	975 360
Total before fees	5 898 024
Investment % against total	31%
Administrative costs (Fees, security, cost share)	707 763
Total	6 605 787

ANNEXES

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

Annex 1 Logframe

Please note the logframe targets herein are those set for the three zones – Somaliland, Puntland and South Central.

Joint Program on Local Governance and Decentralized Service Delivery					
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	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
					1.3.7 Number of districts receiving fiscal transfers as per the law SL: 0 PL: 0 SC: 0

				<p>1.3.8 % of contracts awarded against targets in procurement plan in line with guidelines</p> <p>SL, PL and SC: 100% for all JPLG target districts</p>
				<p>1.3.9 Number of LGs where staff have job descriptions</p> <p>SL: 7 PL: 7 SC: 1</p>
				<p>1.3.9 % increase in women filling professional positions per district</p> <p>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)</p> <p>By target district: M/F; Committee Name/Department</p> <p>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)</p> <p>SL: 7 PL: 0 SC: 0</p>
				<p>1.3.10 Number of districts with basic information on services (health, education, water, roads, communication)</p> <p>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</p> <p>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 holdings 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

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 and PL mature districts** – refers to those that have received capacity development support in 2009, 2010 and 2011. These include in Somaliland: Hargeisa, Berbera, Burao, Borama, Shiekh and Odweine; and in Puntland: Garowe, Bosasso, Gardho and Galkayio.
- **SL and PL new districts** – refers to additional target districts selected to receive support under the JPLG in 2011 – 12. These include in Somaliland: Gabeliy; in Puntland: Jabiran, Eyl and Bender Beyla
- **SC Phase 2 districts** – In South Central JPLG operates a phased approach to implementation based on the results of an initial assessment which defines the approach to capacity development based on the prevailing situation and conditions in the district. The phases are:
 - **Phase 1 “Current situation”:** No official local council with capacity in place however there could be a community driven consortium of local level leadership and capacities in place in service delivery or specific technical areas which can lead to generating a demand for social services and effective local management
 - **Phase 2:** Official local council and some capacity.
 - **Phase 3:** Official local council and capacity in place.

In 2012 JPLG will engage in a number of new Phase 2 districts.

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.	Councilors, 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 Local Leaderships and Management Skills series (LLM); Gender in Local Governance (GLG) and Building Bridges Between Citizens and Local Governments: Managing Conflicts and Differences (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 Workplan and Budget

	Planned Budget	DONORS									Time frame				Implementing Agency					
		Total Cost US\$	EC	SIDA	DFID	USAID	DEN	NOR	ITALY	UNCDF	UNFUNDED	Q1	Q2	Q3	Q4	UN HABITAT	UNDP	UNICEF	ILO	UNCDF
Overall objective: Local governance contributes to peace and equitable priority service delivery in selected locations.																				
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																				
Municipal Finance Policy																				
<i>Awareness raised on Municipal Finance and Policy</i>	16 000		16 000												16 000					
<i>Strategic Roadmap for establishment of Municipal</i>	18 000		18 000												18 000					
Policy and regulation drafted the administration of regions and districts .	70 000	10 000		10 000	10 000					40 000						70 000				
Consultations on policy and regulation drafted the administration of regions and districts completed.	100 000									100 000						100 000				
LDF preparedness assessment	50 000								50 000											50 000
PPP policy development																				
PPP assessment																				
Stakeholder dialogue/consultations to draft policy																				
Once policy approved; develop PPP strategy to implement policy																				
Implementation of workplan from strategy																				
Strengthen regulatory capacity of sector ministries and DCs - define regulatory functions, minimum standards, compliance (1 priority sector - SWM)																				
	20 000									20 000										20 000
	15 000									15 000										15 000
Stakeholder workshop	10 000									10 000										10 000
	700									700										700
	1 700									1 700										1 700
	1 800									1 800										1 800
	1 600									1 600										1 600
	1 500									1 500										1 500

	80 000								80 000					80 000			
	120 000								120 000					120 000			
Detailed capacity assessments undertaken for Benadir Administration's Dept of Districts in the Politics and Social section, MOI Dept of Regions and Districts and prioritised capacity development plans produced for staff/ departments.	150 000								150 000					150 000			
Capacity development in place for staff of Benadir Administration's Dept of Districts in the Politics and Social Affairs Affairs section, MOI Dept of Regions and Districts and in accordance with plan.	75 000			25 000					50 000					75 000			
Close dialogue on development challenges and planning priorities facilitated between the District administrations and community groups to increase downward accountability and relevance of District authorities in local development in Mogadishu.	50 000				25 000				25 000					50 000			
Defined and thence involvement of local administration (and other relevant bodies) in the management and coordination of all aid flows in to Mogadishu.	50 000			50 000										50 000			
Project appraisal and feasibility studies																	
	20 000								20 000								20 000
	7 500								7 500								7 500
Training workshops;	10 000								10 000								10 000
	1 700								1 700								1 700
	1 200								1 200								1 200
Activity 1.5.2 Monitor output and outcome of support																	
Through all means to monitor and verify fiduciary responsibility ensuring local accountability is built in all 16 districts.	75 000								75 000					75 000			
Monitoring and evaluation of capacity development and service delivery by MOI as well as other initiatives for 5 target districts	100 000								100 000					100 000			
Conduct M&E training for 2011 & 2012 districts and MOI	40 000								40 000					40 000			
Outcome Evaluation and third party monitoring	150 000								150 000					150 000			
Review meetings X 2 and Steering Committee Meeting X 1	100 000								100 000					100 000			

Result 2.4: Public reporting meetings in up to 24 districts held annually																			
Public meeting held annually	10 000		10 000															10 000	
2.4.1 Implement system for community performance monitoring of local government																			
Technical support to local governance on	4 000			4 000														4 000	
Management and Operational Costs summary	700 364																		
TOTAL	5 898 024	306 450	575 753	446 940	168 300	357 029	119 725	622 467	50 000	3 251 360				2 510 948	1 932 460	684 356	720 260	50 000	
FEES 7%		36 774	69 090	53 633	20 196	42 843	14 367	74 696	6 000	390 163				175 766	135 272	47 905	50 418	3 500	
SECURITY AND COST SHARING 5.0%														125 547	96 623	34 218	36 013	2 500	
GRAND TOTAL SOUTH AND CENTRAL SOMALIA	6 605 787	343 224	644 843	500 573	188 496	399 872	134 092	697 163	56 000	3 641 523				2 812 262	2 164 355	766 479	806 691	56 000	

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	

Annex 5 JPLG Phased Approach

JPLG Approach for south central

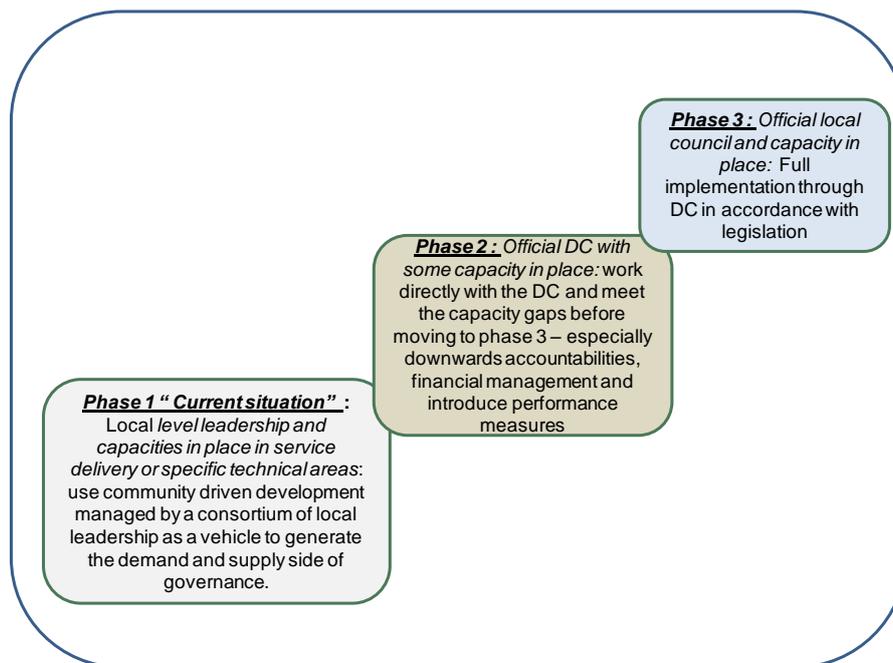
The purpose of this document is to describe the approach for JPLG implementation in south central Somalia. This document is the merging of an earlier paper produced by the JPLG in October 2008 titled “Overall Criteria for Engagement in South Central Somalia”⁷ and some recommendations from the JPLG study titled “Final Roadmap for Harmonisation, April 2009” as well as drawing from the collective experience and based on the current situation in south central Somalia.

This document is proposing a phased approach and based on the initial capacity assessment results, a district can enter the program at any of the three platforms. For south central, we recommend entry at phase 1. Each phase is part of a coherent progression towards having in place a system of representative local governments, delivering basic services in an accountable, participatory and transparent manner to their citizens. Each phase describes the conditions of entry as well as corresponding relevant interventions for that step.

The phased approach is to strengthen local governance and describes possible scenarios for district administrations as:

- **Phase 1 “Current situation”:** Local level leadership and capacities in place in service delivery or specific technical areas.
- **Phase 2:** Official local council and some capacity.
- **Phase 3:** Official local council and capacity in place.

The document then describes appropriate interventions for each phase that can be applied by the JPLG. The following diagram summarises the phases and appropriate JPLG interventions.



The table on the following page summarises the phases in more detail, as well as the conditions required engagement and then corresponding JPLG interventions in each phase.

⁷ Note the criteria has been updated and adjusted slightly from the original text.

<p>Capacity assessment of district to include assessing validity and capacity of district before JPLG starts working in a district – then to...</p>	<p>Criteria for engagement in Phase 1</p> <ul style="list-style-type: none"> No active conflict occurring that leads to any security risk for development activities. Security assessment and clearance by UNDSS to take place before UN can engage. Implementation modalities and type of activities determined in a transparent manner where relevant local leadership with the respect of the people, will come to an agreement with the UN. Groups controlling the area and the local leadership consortium have extended an invitation and where secure access can be guaranteed by these groups. 	<p>Criteria for engagement in Phase 2</p> <ul style="list-style-type: none"> No active conflict occurring that leads to any security risk for development activities. Security assessment and clearance by UNDSS to take place before UN can engage. Valid district councils are in place and their authority respected by the wider community. Willingness among all relevant stakeholders to engage in participatory process to develop plans and implement projects and improve downwards accountabilities. 	<p>Criteria for engagement in Phase 3</p> <ul style="list-style-type: none"> No active conflict occurring that leads to any security risk for development activities. Security assessment and clearance by UNDSS to take place before UN can engage. Valid district councils are in place and their authority respected by the wider community. Willingness among all relevant stakeholders to engage in participatory process to develop plans and implement projects and improve downwards accountabilities. The district council will establish a district administration based on merit based recruitment and human resource policy in place.
	<p>Phase 1 "Current situation"</p> <p>Local level leadership and capacities in place in service delivery or specific technical areas.</p>	<p>Phase 2 Valid local council and some capacity for example:</p> <ul style="list-style-type: none"> The council is established with the councilors in place The council is recognised by the authority of the region The council is committed to participatory planning and implementation The council is willing to improve downwards accountabilities by for example: publish and publically announce plans, budgets, accounts and audit reports The council executive committee members are in place and functioning Basic accounting and reporting systems and staff available to operate the system are in place Willingness to build capacity of all council functions as per Local Government Act. 	<p>Phase 3 Valid local council and capacity in place for example:</p> <ul style="list-style-type: none"> The council is established with the councilors in place The council is recognised by the authority of the region; The council is committed to participatory planning and implementation The council is willing to improve downwards accountabilities by for example: publish and publically announce plans, budgets, accounts and audit reports Willingness to continuously improve capacities and functions as per the Local Government Act The council is compliant with JPLG MIS indicators.
<p>JPLG interventions:</p>	<p>Phase 1 - Commence with a stakeholder analysis of the district to determine who and where the respected local leaderships groups are and a picture of who is controlling what, what services are currently being provided and by whom and how. The result will be an up to date district profile. Then undertake an audit or baseline of existing technical skills in these local level consortia and determine what can be done to improve local level accountabilities and service delivery. Build on respected local level coalitions to plan and program services and encourage public private partnerships. Provide local level leadership training and capacity development in accountable planning and delivery of services. In summary - use community driven development as a vehicle to generate the demand and supply side of governance.</p>	<p>Phase 2 - meet the capacity gaps before moving to platform 3 – especially downwards accountabilities, financial management and introduce performance measures.</p>	<p>Phase 3 - Full implementation in accordance with legislation.</p>

