



JOINT PROGRAMME FOR LOCAL GOVERNANCE AND DECENTRALISED
SERVICE DELIVERY IN PUNTLAND

WORKPLAN AND BUDGET

2012

2012 THEME: DEEPEN AND BUILD ON LESSONS LEARNED

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1 List of Abbreviations

AA	Administrative Agent
AGO	Auditor General's Office
AIMS	Accounting Information Management System
AWPB	Annual Work plan and Budget
BIMS	Billing Information Management System
BOQ	Bill of Quantities
DBF	District Basket Fund
DC	District Council
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
LG	Local Governments
M&E	Monitoring and Evaluation
MOWDAFA	Ministry of Women and Development and Family Affairs.
MIS	Management Information System
MOI	Ministry of Interior
MTR	Mid Term Review of JPLG
OAG	Office of the Auditor General
OES	Outcome Evaluation System
PEC	Puntland Election Commission
PCU	Project Coordination Unit (of JPLG)
PEM	Public Expenditure Management (for DC)
PFM	Public Financial Management
PLGA	Puntland Local Government Association
PMG	Programme Management Group of JPLG
RDP	Somalia Reconstruction and Development Programme
ROLS	Rule of Law and Security
RSL	Recovery and Sustainable Livelihoods
SC	Steering Committee
SMART	Specific, measurable, achievable, relevant and time-bound indicators.
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
UNSAS	United Nations Somali Assistance Strategy
UNTP	United Nations Transition Plan
VFM	Value for Money

2 EXECUTIVE SUMMARY

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

The total budget for this AWPB is USD 12,962,426 of this amount there is a funding gap of USD 6.5M. Note that in 2012 the investments total US\$ 2,940,000 or 26 per cent of the total planned budget (without fees). Note that investments include only those investment expenditures at the district and are inclusive of: LDF, DIF, sector investments for pilots, investments on local economic development and waste management and lastly district office rehabilitations and equipment.

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

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

The **partners** in the JPLG are the Puntland Authorities including central and district authorities that have been established in accordance with Law Number Seven, as well communities and other relevant actors in the target areas. Donors to the JPLG are: EC, SIDA, DFID, USAID, Italy, Norway and Denmark.

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 in ministries responsible for local government, planning, public works and finance.

In 2012, the overarching theme is deepen and build on lessons learnt which reflects the fact that in the target districts JPLG will be deepening its capacity development efforts in target districts and at community level, strengthening the civic awareness campaign. As well as consolidating the public expenditure management processes through efforts such as the further development of the computerised accounting system for districts, development of the municipal finance policy and review of district planning and budgeting processes, particularly with the introduction of the Local Development Fund (LDF) from 2011. In addition, to start the implementation of salient recommendations from the JPLG mid-term review (MTR).

The JPLG has developed a set of public expenditure management procedures for district councils that guide the annual planning and implementation process. These procedures focus on the principles of accountability, participation, transparency, harmonisation, flexibility, and learning-by-doing. JPLG has also laid out a gender and communication strategy, and a conflict analysis matrix. 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.

The LDF which started in 2011 introduced a performance based system for inter-governmental fiscal transfers to districts. This should, in turn, contribute to better and more sustainable service delivery in Puntland, by creating fiscal space for districts allowing them to make optimal choices for investing in better service delivery. The LDF will be co-financed by national counterparts and by external

resources through the JPLG. The success of the LDF will depend on overall governance mechanisms for the LDF, as well as capacities for implementation at central and local level.

The **expected results** of the JPLG in Puntland in 2012 are:

- JPLG will continue to work in the four target districts that were identified in 2009 and deepen the involvement in these target districts. These districts are Garowe, Bossaso, Gardo, and Galkayo. In addition to expand to three new target districts in 2012 being – Eyl, Bander Beyla and Jiriban equalling a total of seven target districts from 2012.
- District expansion to now cover seven districts in Puntland and commence capacity assessments and capacity development in basic indication and administration.
- JPLG2 will be designed and agreed to by all stakeholders and ready to start in January 2013.
- Decentralisation policy and including fiscal decentralisation completed.
- Sector pilots undertaken resulting from the sector unbundling exercises in 2011 and results synthesised and institutionalised as much as possible.
- Fiduciary risk assessment completed and results and action plan agreed to between government, donors and JPLG.
- Regularise the PEM guidelines as well as the local government procurement guideline.
- Implementation and improvement in the design of the LDF and including:
 - Conducting performance assessments
 - LDF top up based on results of performance assessments and population, however the Government might want not to use population data until 2013 for political reasons (pending cabinet decision).
 - Support to the Ministry of Finance and Office of the Auditor General to implement the LDF.
 - Address to issues raised in the JPLG mid-term review on design improvements on the LDF.
- Implement the revised Public Expenditure Management process in all target districts as well as projects identified out of the district planning and prioritisation process.
- The revised Public Expenditure Management process will have a greater emphasis on strengthening the district departments and staff and will include internal audit functions.
- The land policy outline will be approved.
- The district finance policy will be implemented.
- The district investment fund (DIF) as described in the JPLG mid-term review of 2011 will be designed and start up in 2012. This will initially be for investments in local economic development and infrastructure.
- Further public private partnerships will be encouraged for enhancing service delivery.
- On-going support to the MODWAFA particularly in meeting the gender quota for women in political positions in local governments as well as in leadership positions in district administrations.
- Assist in the start of the Puntland Local Government Association.
- Complete a revenue yield study of local governments.
- Review and improve the civic education campaign.
- Improve public accountabilities through participatory impact monitoring of district plans and projects, public meetings and overall participation.
- The outcome evaluation will conduct a final impact evaluation and outcome monitoring studies.

3 BACKGROUND

In 1991 with the collapse of the Somali State, a series of locally sponsored conferences involving the traditional elders, political leaders and delegations from communities resulted in the formation of the Puntland in August 1998¹. The government structure of the Puntland state is based on three branches which are: Legislative (sixty six members, with five women), Judiciary, and Executive (President with Vice-President and nine Ministers).

Puntland State covers the north eastern part of Somalia and borders the Indian Ocean to the east and south-east, Gulf of Aden to the north, and Ethiopia to the south-west.

The population figures as of 2007 were estimated to be 3.9 million, with fifty two per cent of the population defined as nomadic². The population growth rate of Puntland is currently high due to the influx of people from southern Somalia. Currently, thirty per cent of the population is living in the fast growing towns of Bossaso, Gardo, Garowe, and Galkayo and approximately seventy per cent of the population is below the age of thirty³.

There are four main sources of revenue in Puntland today - livestock, fishery, agriculture and diaspora remittances with the livestock sector dominating the economy. The economy relies heavily on livestock exports which contribute approximately eighty per cent of the foreign exchange earnings, forty per cent of the GDP and sixty per cent of employment opportunities both direct and indirect⁴.

With a coastline of approximately 1,648 kilometres, the fishing industry provides direct employment to thousands of people during the eight-month fishing season, as well as indirect employment for people working in the food and catering industry. The fishing industry is ranked as the second highest income earner for the population of Puntland⁵.

In 2005, over seventy per cent of revenue for Puntland was reported to have been generated through customs taxes, mainly at the port of Bossaso⁵. Fiscal resources for regional councils and local governments outside of Bossaso, the main port, are meagre, and mainly cater for staff salaries and to respond to emergencies, such as drought. Per capita incomes range from \$150 to \$300 per annum with high inequalities across the regions. The average per capita income in Mudug and Nugaal is US\$150–200 per annum, while in Bari is estimated at US\$250–300 per annum (UNDP and the World Bank, 2002)⁶. Rural areas tend to be poorer than urban centres which typically also have better access to services. Nomadic communities, who constitute the majority, are the most disadvantaged in terms of lack of access to education, health, and other basic services.

The new Puntland Constitution is aligned with the federal system of Somalia, with a State Executive. The new constitution subscribes to decentralization and District Councils (DCs) have been assigned responsibilities for regulatory functions and service delivery and the Regional Governors provide political and security functions as well as representational link between the Ministry of Interior (MOI) and the district administrations. In 2003 a Local Government Law Number Seven was issued, which gives power to the MOI to supervise local authorities. To fulfil their functions, District Councils have been given the responsibility of mobilising local resources however most DCs in Puntland do

¹ Ministry of Planning and International Cooperation, Department of Statistics, Puntland Facts and Figures, 4th Edition, 2008

² Ibid

³ Ibid

⁴ Somali Reconstruction and Development Framework, Deepening Peace and Reducing Poverty, Volume 111, Puntland, Dec. 2006

⁵ Ministry of Planning and International Cooperation, Department of Statistics, Puntland Facts and Figures, 4th Edition, 2008

⁶ Somali Reconstruction and Development Programme, Deepening Peace and Reducing Poverty Volume III: Puntland

not have the required capability to fully affect a decentralisation system. Given the limited capacity for local revenue generation, a fiscal state transfer mechanism has been put in place and in 2011, for the first time, Puntland executed fiscal state transfers to four districts. The transfer system neither constitutes a re-distribution mechanism that would equitably support all districts. In 2011 the Government continued their commitment to decentralization by reaching agreements between sector ministries and districts that deconcentrate functional authorities and financial resources for three key sectors. Local government provision of social services is also constrained by extremely limited capacity in both human and material resources. The limitations in financial and human resources as well as physical facilities continue to limit access to basic services in Puntland.

In 2011 it is hoped that the Puntland Election Commission (PEC) was formed and multi-party elections are expected to start in 2013. The commission consists of nine members who have been nominated including one woman. The PEC is an independent entity with constitutional powers to advance Puntland towards a multi-party political system for the first time since the state's establishment in 1998.

In 2013, political parties will compete for seats in District Council elections across Puntland, where from the leading three major parties will constitute the only legitimate political parties in Puntland. After the formation of the three political parties, the nine-member permanent PEC will be re-constituted with each party appointing three representatives to PEC.

3.1 Conditions and Planning Assumptions for Puntland - District Council Status

Since 2002, the Puntland State of Somalia has created thirty five districts, almost doubling (increase of fifty seven per cent) the eighteen districts it had prior to 1991. District authorities have been and continue to be, established by the selection of councillors and a mayor on the basis of a clan, sub-clan and sub-sub-clan system. Of these councils, nine had councils selected and in place by 2011 including the three target districts of JPLG Garowe, Bossaso and Gardo. This selection processes has been facilitated by the Ministry of Interior and the Ministry of Women Development and Family Affairs (MOWDAFA) with JPLG support. The role of MOWDAFA has been critical in increasing the female representation in the district councils, to date the number of women councillors is as follows:

- Garowe - 4 women out of 27 councillors (15 per cent)
- Gardo - 4 women out of 27 councillors (15 per cent)
- Bender Beyla – 2 women out of 23 councillors (9 per cent)
- Burtinle- 1 woman out of 23 councillors (4 per cent)
- Eyl - 3 women out of 23 councillors (13 per cent)
- Jariban - 4 women out of 23 councillors (17 per cent)

In summary an average of thirteen per cent of women representation on local councils has been achieved since JPLG starting providing this support.

The following socio economic data in relation to Puntland presents a picture that will require long term development assistance to address such as:

- Access to improved water source - 25 per cent ⁷
- Mean time to source of drinking water - 57.5 minutes ⁸
- Adult women collecting drinking water - 61.5 per cent ⁹
- Access to improved sanitation - 43.7 per cent ¹⁰
- No antenatal care received - 69.8 per cent ¹¹

7 Source: MICS 2006, page 104

8 Source: MICS 2006, page 107

9 Source: MICS 2006, page 108

10 Source: MICS 2006, page 109

- Primary School Net Attendance Ratio Girls - 23.6 per cent ¹²
- Primary School Net Attendance Ratio Boys - 28.5 (%) Source: MICS 2006, page 131
- Infant mortality 80 per 1,000 live births ¹³

3.2 Political events

In December 2008, a new parliament was elected. This was followed by the presidential elections in January 2009, which saw Abdulrahman Mohamed Farole elected as the new President of Puntland through a peaceful election process.

In 2011 largely due to the presence of political stability, the JPLG has been able to engage with the Ministry of Interior and the four target districts of Garowe, Gardo, Galkayo and Bossaso. However, the Galkayo district council was dissolved in June and to date there have been delays in forming a new district council. This has put some of the JPLG activities in Galkayo on hold.

The engagement in the four JPLG target districts will continue in 2011 and deepen provided the political situation remains stable; and JPLG interventions will expand to three new districts in Puntland: Jiriban, Eyl and Bender Beyla.

3.3 Security

Security Risk Assessments by the UN Department for Safety and Security (UNDSS) are constantly updated and prescribe staff levels in and access to programme locations and beneficiaries. In addition, the JPLG has adopted the Risk Management and Mitigation Tool which defines types of risks and how these may be mitigated. This is provided in Annex Four.

In 2009 and 2010, due to the security levels applied and the restriction of international presence in Puntland, the JPLG has strengthened the capacities of the national team, central level institutions and district councils to implement and monitor the JPLG. This has been reinforced by periodic visits to the region from the JPLG team in Nairobi and frequent telecommunication backstopping support. In 2011, JPLG placed one full time international staff member and one international technical staff in Garowe, as well as increased the national presence in Bossaso and Galkayo to strengthen the ability of JPLG to work in these districts and support them to increase their capacity to deliver services.

¹¹ Source: MICS 2006, page 117

¹² Source: MICS 2006, page 131

¹³ Source: MICS 2006, page 78

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, and 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.

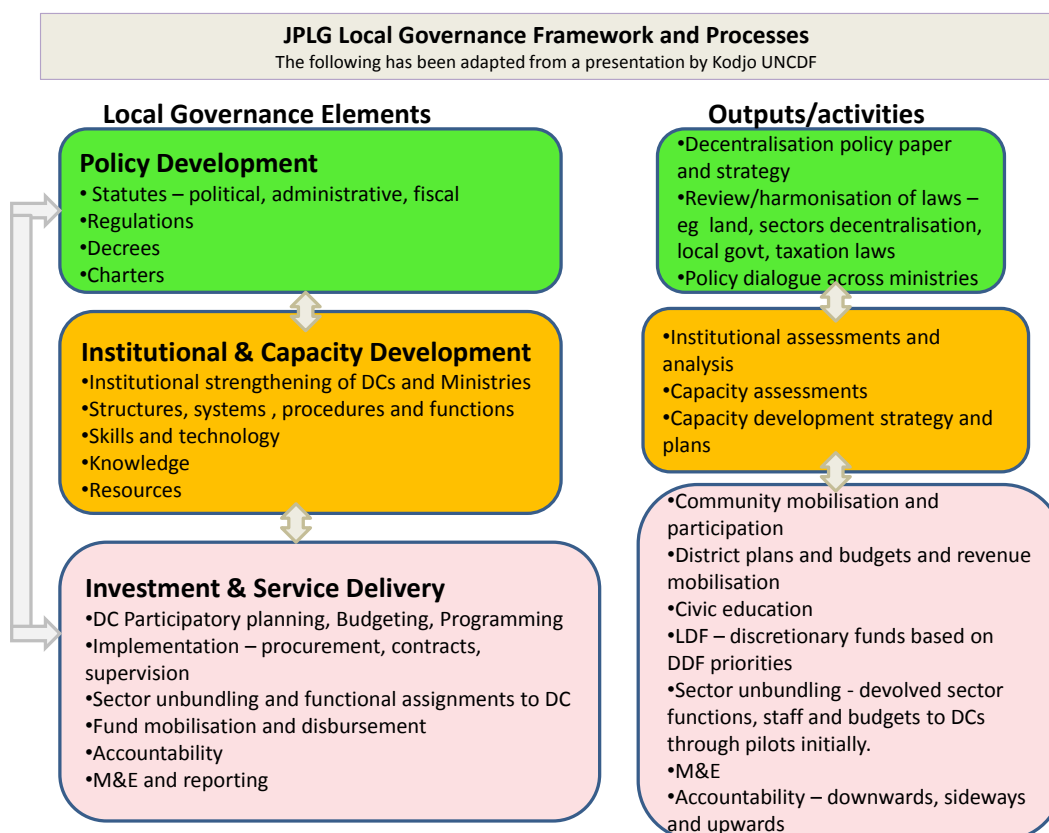
The JPLG will work to ensure transparent, accountable and efficient local service delivery, by working at different administrative levels to:

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

5 POLICY, INSTITUTIONAL AND CAPACITY DEVELOPMENT

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

Diagram One JPLG Local Governance Framework



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

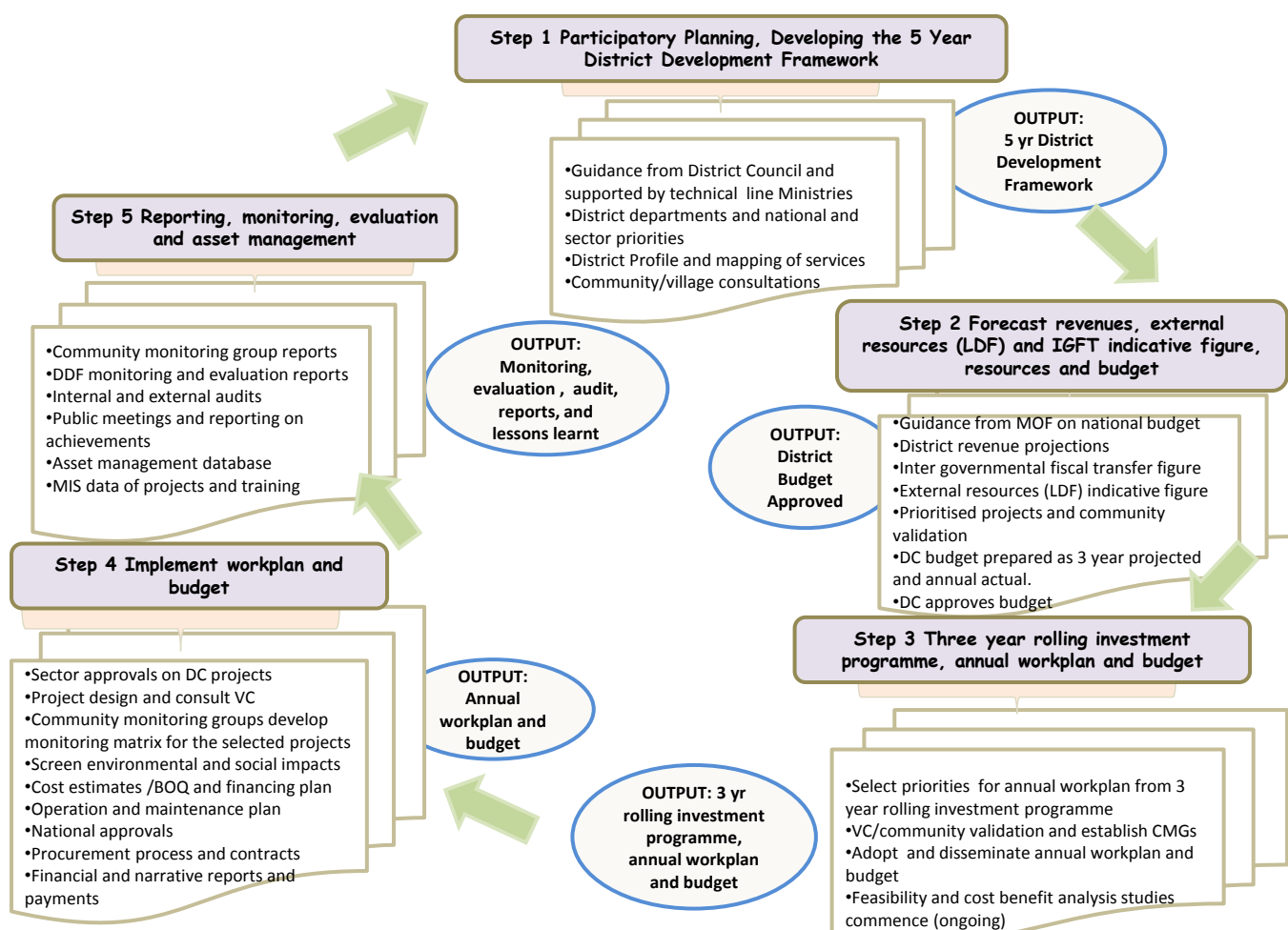
- (i) basic public expenditure management (PEM), (a diagram of the PEM process follows)
- (ii) infrastructure and services delivery and
- (iii) promotion of local economic development, through participatory approaches and with a focus on improving public accountabilities between the local governments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

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

The local governance and service delivery structures and systems are anchored in local governments through legislative, institutional and policy reform and a substantial and sustained capacity development effort involving mentoring approaches through local training institutions. The government recognises the importance of decentralisation in its development plans, as such

decentralisation reforms will be facilitated by JPLG with appropriate legislative, institutional and policy frameworks established, defining the decentralisation of powers, functions and resources, including the necessary fiscal decentralization, functional assignment and resources and capacity to support delegated functions.

Diagram Two Public expenditure Management Process for Districts



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

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

grants) as a means to institutionalize the unbundling and piloting exercises. This will inform the decentralization policy formulation, fiscal decentralization policy and efforts to improve the efficiency and effectiveness of service delivery.

The local development fund and participatory public expenditure management processes developed will provide the framework for inter-governmental fiscal transfers through which national budget 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, institutionalize medium-term district planning and service delivery functions, allow the annual district budgets become more predictable and increase public accountabilities. These efforts will contribute to improved local governance and to peace and stability.

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

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

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

6 GENDER STRATEGY

The JPLG incorporates gender as a core value underpinning good governance and human development and commits itself to gender mainstreaming strategy. Gender issues are addressed in three ways: (i) at the policy and legislative level; (ii) in programming and analysis; and (iii) in implementation. Following the Mid-term Review recommendations for strengthening the JPLG's impact on gender equity and women empowerment, the programme will define clearer strategies on how all activities will be implemented and monitored to achieve strong results in gender issues as well as on the specific risks and challenges for the gender-specific goals of the JPLG.

The JPLG will assist the Ministry of Women Development and Family Affairs (MOWDAFA) to implement those aspects of its National Framework for Gender that relates to decentralisation, including:

6.1 Policy and legislative work

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

6.2 Programming and analysis

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

6.3 Implementation

- Continue to support MOWDAFA 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 MOWDAFA in ensuring that women participation at community and district level is effective.
- Provide technical support to MOWDAFA to facilitate setting up of a network for female councillors.
- Ensure the capacity of MOWDAFA and women in government positions are increased in leadership and management
- Involve MOWDAFA in all relevant JPLG activities such as the civic education programme.
- Strengthen and collaboration with MOI on gender disaggregation of data.
- Develop capacities of District Councillors and key staff in gender analysis and practical application of gender in projects, including use of gender disaggregated data, gender sensitive objectives and monitoring and evaluation.
- Support the Civil Servants' Commission to include a gender analysis and gender policy in the development of Human Resource policies.
- Use available tools within the JPLG intervention, such as the local development fund (LDF) and other eligibility criteria, to enhance the application of gender targets in the local governments.
- Ensure that women benefit from the economic opportunities that are usually created through the agreed development projects.
- Document success stories and case studies.
- Work on an appropriate level of representation of women in every meeting, training or consultation carried out within the JPLG.
- In developing training materials and curricula, ensure that gender and its different constituents are addressed.
- **JPLG Staff Capacity Building:** Enhancing delivery of gender sensitive deliverables in 2012 JPLG staff capacity on gender awareness and tools on gender implementation including knowledge of government laws, policies and initiatives, gender budgeting, international best practices and UN MDGs.

7 COMMUNICATIONS STRATEGY

7.1 Background

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

7.2 Objectives of the JPLG Communications Strategy:

1. To promote and/or create an enabling environment for the work of the JPLG.
2. To promote functioning and effective local governments that will 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 latter asked for transparency and accountability in management of public duties.

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

There is now a developing sense of ownership over what the local governments are doing for their communities who are taking a keen interest in effective service delivery. The above were also highlighted as success areas by the Outcome Evaluation (OES) and Mid-Term Review (MTR) reports.

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

7.4 Implementation approach 2012

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

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

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

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

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

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

8 PRINCIPLES FOR IMPLEMENTATION

8.1 Basic principles of JPLG

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

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

development. The programme will build and work through local and central government institutions as opposed to setting up parallel structures to ensure functions, knowledge, skills and capacities are retained in these institutions.

- **Criteria for selection of target districts:** Criteria for inclusion of target districts will remain, for example those that existed in 1991 as recognized by the UN; the district council is in place; inclusion in the JPLG will not result in disputes and conflict (including armed conflicts and serious land/boundary disputes); accessibility for UN staff based on DSS criteria to ensure a secure environment for effective programming; and existence of a basic financial management system and capacity.
- **Commonality in approach and practice across agencies:** Adherence to common practice in critical areas including procurement, recruitment and remuneration of local partners and consultants. The JPLG will continue to work through a common work planning mechanism and through the teams of all UN partner agencies working as one at local and Nairobi levels.
- Respecting people's rights, equity, inclusiveness particularly of women and minorities.
- All interventions will be based on conflict analysis with the aim of ensuring that interventions promote peace, do not grant de-facto recognition or resources on an entity and do not favour any group or clan.
- The programme will promote the creation of decent work opportunities and will seek to adhere to minimum agreed standards of quality, labour and conditions of 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 1 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 in Puntland enhanced.

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

Support will also be provided to harmonization of the local government law with the Puntland constitution and decentralization policy. MOI, Regions and Districts roles, responsibilities and functions will be defined and legislated.

A study will be commissioned to conclude a budget for Government execution of decentralization for the period 2012 – 2016. The study will provide the necessary data and statistics related to costing the running and operational costs of decentralization implementation and projected central and district level revenue generation for the Puntland Cabinet, Parliament, Ministry of Finance and Ministry of Interior to forecast required own source revenues and aid contributions for implementation over the duration 2012 - 2016.

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

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

JPLG will pilot initial investment grants for delegated service delivery functions through service agreement contracts between central line ministries and targeted districts; and will provide capacity

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

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

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

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

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

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

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

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

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

Support to the Ministry of Interior Department of Districts and Regions: JPLG will provide technical support to MOI Departments of Local Governments and Planning to fulfil their core functions of legality control and performance monitoring of the local governance system.

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

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

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

Local government procurement guidelines: Support to the formal legislation of the local government procurement guidelines through appropriate instruments aligned to the national procurement law and other relevant public financial reforms, the adaptation of which is being led by the World Bank and UNDP.¹⁴

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

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

Municipal finance Policy: During 2012 the JPLG will continue to emphasise the synergies between public financial management and local service delivery. After the public consultations on the Municipal Finance Road Map in 2011, the ministerial decree on automated financial systems will be agreed upon and approved in 2012, leading to the completion of a Draft Municipal Finance Policy for Puntland and start of the policy implementation. Intensive support will be given to the MOI and Auditor General to carry out their respective roles and responsibilities of oversight in district finances. These will take place within the framework agreed between PFM partners.

Land management Policy: The Land Reform Secretariat, hosted by the Ministry of Public Works was supported in 2011 to lead a technical expert group developing an outline land policy through broad-

¹⁴ UNDP and World Bank are providing support to central government public financial management reform and with the respective administrations are developing national procurement laws.

based consultations. Next steps during 2012 include formal approval of the policy outline and initiation of related adjustments in the land sector institutions and procedures. Land policy implementation will be linked to the broader framework of enabling local economic development and district planning strategies.

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

Upon request of the Puntland Government, JPLG agreed to help initiate land dispute resolution procedures during 2012, based on good practices gained elsewhere.

Upon request of the Puntland Government, JPLG agreed to help establish land dispute resolution procedures, based on good practices gained elsewhere.

Support to the Ministry of Women Development and Family Affairs (MOWDAFA): Support will be provided to MOWDAFA to develop its institutional capacity to deliver its mandate of gender and social affairs including taking lead in incorporating women criteria/quota into the decentralization policy. This institutional strengthening will be at the district, regional and central level. In addition to the institutional and capacity development, this support will also assist the Ministry to carry out outreach and networking as well as take a leading role in ensuring women's participation in local governance structures and the decentralisation of government services. There will be support to engage with parliament on the gender policy for introduction into law.

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

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

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

Support will be provided to the MOI to establish new district councils (at least four new districts). MOWDAFA will receive support to facilitate workshops on women participation in political/democratization process.

As a part of improving district authorities' functions, JPLG will contribute to the partial of full rehabilitation and equipping district council premises in selected partner districts in Puntland, based on rapid needs assessments.

JPLG will continue expanding the operational budgets and automated accounting system (AIMS) in five district councils in Puntland and establishing the system in the two new districts for improved accountability and financial transparency. The system will incorporate the new, service-based budget formats. The Public Asset Management guideline, finalised in 2011, will be incorporated into the accounting system during 2012. More system users are will be trained for AIMS. JPLG will also expand the application of automated billing systems (BIMS) for four local authorities (Garowe, Bossaso, Galkayo, Gardo) in order to boost revenue collection and improved pro-poor costs recovery from essential services.

In addition, JPLG will start discussions with MOI, Ministry of Finance (MOF), districts and the PFM partners on the gradual transfer of AIMS and BIMS user support to national institutions.

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

JPLG will build the management capacities of district councillors and civil servants through training modules on Local Leadership and Management Skills, Gender in Local Governance and Conflict Management, induction and basic administrative training for the three new partner districts (Jiriban, Eyl, Bandar Beyla), as these training modules have been regarded as highly relevant and useful for the daily work of district staff.

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

The three new districts, Jiriban, Eyl, Bandar Beyla, and the existing target districts will receive training and mentoring support on the PEM process based on the PEM capacity development modules.

Training will be delivered to the relevant district departments within the local district council on basic labour standards and on their enforcement; with elements relating to workers' rights developed for civil society and integrated into the civic education campaigns.

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

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

Support workshop and training for women groups, women councillors on advocacy and lobbying skills for potential women representation in local governance will be supported.

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

JPLG will continue supporting the establishment of Puntland Local Government Association (PLGA), through assistance to drafting of a Constitution, strategic plan and work and personnel plans and budgets for the first two years of operations. This will enable PLGA to play an advocacy and service role to its member districts and in the local governance development in general.

Support to regional authorities will be based on their mandate It is expected that this will emerge and be clarified from the sector unbundling exercises.

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

A revenue yield study completed in 2011 will help systematise **revenue collection** in the 4 districts Garowe, Bossaso, Galkayo and Gardo from the best identified local sources using computerised databases. GIS-based property revenue systems set up in Gardo and Garowe will receive continued support to users and data development.

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

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

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

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

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

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

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

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

Introduction of District Investment Fund (DIF): The MTR recommended an alternative investment window to fund larger investments that the LDF does not cater for. During 2012, JPLG shall embark on development, launching and initial disbursement of DIF money. This shall involve technical reviews and design of the DIF. Validation workshops shall precede a major stakeholder workshop and launch of the DIF. Training and other capacity building activities shall be carried out prior to, during and after initial disbursements of the DIF.

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

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

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

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

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

Specific output 2 – Local governments are accountable and transparent.

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

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

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

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

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

Public accountabilities will continue to be supported through village committee identified Community Resource Persons from the targeted districts on project cycle management, leadership, civic dialogues and gender empowerment for greater participation and contribution of communities in local development.

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

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

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

In addition, the program will support in design and development of strategies and policies that will enhance local participation, transparency and accountabilities in districts and national planning processes and systems for improved performance in service delivery.

Capacity of target districts to develop district development frameworks and annual district plans will be enhanced through the establishment of a district based aid coordination system that are linked to central and regional government and captures all input and initiatives in the district from all parties. The new target districts will be provided with technical support to develop its DDF.

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

Within the framework of improving spatial and investment planning capacities of district councils, JPLG will help districts to direct local road investments to priority locations by providing technical advice to Bossaso and Garowe to carry out and utilise road classification survey.

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

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

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

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

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

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

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

10 CONFLICT ANALYSIS

The conflict analysis includes:

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

The risk assessment is based on experience and lessons learned and the possible scenarios for the next twelve months of JPLG implementation and is updated annually. The security situation in parts of Puntland remain unpredictable with intermittent skirmishes and elements of insecurity affecting Bossaso and Galkayo in 2011. .

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

Table 1 JPLG Conflict Analysis

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

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
Consultants placed in Ministries and local governments.	Difference in remuneration package for consultant to government staff salaries leading to generation of false economy. No institutionalisation of capacities and functions provided/undertaken by consultants displacing ministry or local government staff and not contributing to the development of capacities within the institutions themselves. Resulting in capacity substitution and unsustainable parallel systems.	<p>The JPLG will continue to ensure that consultancy positions are discussed with the host agencies and scope of work agreed upon; consultants are placed within the organisation's organigram against a substantive public servant counterpart and working directly under the relevant heads of department. Exit or phase out plans developed for this type of support.</p> <p>The performance of consultants is assessed against counter-part capacity improvement; and assessed annually and payments linked to outputs/performance. Consultants are assigned to, and contribute to knowledge transfer for, key district and government departmental public servants.</p> <p>Make sure that consultancies do not create parallel staffing structures or substitute functions and ensure that all official business is signed off by the relevant public servant and that, except in unavoidable circumstances, consultants should not represent public servants in official business.</p>
Project prioritization and selection (elite capture)	Poor investments and non-alignment to development objectives in the DDF. Marginalization and disenfranchisement of some groups leading to hostilities between communities and district councils; or between two communities. Loss of credibility in the process due to elite capture. Inability of some communities to articulate their priorities due to cultural or communication disadvantage, (particularly for the minority, youth and women).	<p>The JPLG will continue to make it conditional for districts to engage communities in project prioritization and validation processes 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. JPLG through its community outreach activities will continue to target disadvantaged sections of communities to equip them with advocacy skills.</p>

POTENTIAL AREAS OF CONFLICT GENERATED BY JPLG	IMPLICATIONS	MITIGATION FACTORS
UN Agency coordination	<p>Loss of interest in JPLG.</p> <p>Promoting own mandate at the expense of the programme.</p> <p>Lack of coherence of approach to government support and engagement.</p> <p>Impatience with implementation speed of other partner agency (ies) and proceeding in uncoordinated manner.</p>	<p>Agreement on JPLG principles and ground rules.</p> <p>The JPLG has developed a standard capacity development package in terms of contents as well as costs.</p> <p>The JPLG has one integrated work plan and budget creating ownership and collective responsibility amongst the UN agencies. JPLG will continue to conduct regular progress review meetings and seek to mitigate any challenges in joint and synchronized implementation of JPLG work plan</p>
Funding to ministries has largely been to MOI this could lead to conflict with other Ministries (such as MODWFA, Finance, Education, Public Works, Water, and Health).	<p>Other Ministries could lose interest and commitment to the decentralisation reform process.</p> <p>Other Ministries may not be supportive to the JPLG.</p>	<p>JPLG will start to implement the MTR recommendation that JPLG support to MOI must be restricted to its mandates around local governance. These essentially are performance monitoring, monitoring and evaluation and legality controls.</p> <p>JPLG is also providing some modest support to MOF and MODWFA.</p> <p>JPLG through its engagement with other Ministries will endeavour to explain the relevance of its concentration on MOI due to its coordinating mandate.</p>
Procurement	<p>Manipulation of and disregard for the procurement process leading to lack of competitiveness and opens the door for incompetent contractors and collusion in contractor selection encouraging clan/relationship based selection.</p> <p>Compromising quality of works as selection not based on merit resulting in potential hazards and conflict.</p> <p>Citizens lose faith in the procurement process as it is skewed towards certain individuals/companies. This inhibits the development of a vibrant/thriving private sector for small scale infrastructure.</p>	<p>The JPLG is working on improving the procurement process and regulatory framework for DCs.</p> <p>Capacity development is being undertaken for relevant DC staff and committees on managing proper procurement procedures.</p> <p>JPLG will continue to play an oversight role in the procurement process in central government institutions as well as within the DC.</p> <p>There are clear pre-conditions/ steps to be met by the DC as well as the contractors in the procurement process.</p> <p>JPLG will ensure that there is monitoring by relevant user groups/ communities of every project implemented through the LDF funds and payment to the contractors will be upon certification and verification by the user group/community as well as a UN appointed entity.</p> <p>JPLG will undertake training of service providers to familiarize them with the procurement processes</p>

Recruitment	<p>Not merit based hence poorly qualified persons performing key functions.</p> <p>Lack of objectivity as far as performance and service delivery is concerned.</p> <p>Clans/communities and individuals demanding positions even when the persons they are pushing for are not competent.</p> <p>Difficulties in removing non-performing staff due to poor enforcement of HR guidelines as well as possible security threats.</p>	<p>JPLG will continue to promote use of merit based recruitment process by ensuring that positions under the JPLG are filled through a competitive process with UN agencies staff overseeing/part of the process.</p>
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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 two districts. It will require district staff to enter data every quarter based on inputs from district and project data with support of the MIS person (UNDP staff) 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 carry out a final impact evaluation of the current phase of 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 logframe/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 Puntland this expertise will be provided by UNDP staff.
- **District Councils role and responsibility in terms of M&E:**

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

 - **Village Councils: Community Participatory Impact Monitoring (PIM):**

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

11.2 M&E Capacity Development:

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

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

11.3 JPLG Mid-Term Review:

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

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

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

11.4 Better Value for Money:

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

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

To facilitate the assessment of the program’s VFM, JPLG should develop simple economy indicators, like unit cost of inputs and related efficiency indicators comparing summary costs of outputs (per square metre, cubic metre, kilometre 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 (for example the number of patients actually treated) per dollar invested in both physical construction and operations of services delivery units.

11.5 M&E Priorities for 2012

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

11.6 JPLG Key Results to Date:

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

- Before JPLG, there were no opportunities for community members to be actively engaged in planning and management of service delivery with their local governments. *Evidence: (Objective 2: Outcome 3.2 – OES Baseline 5.1.2. and 5.2).*
- Before JPLG, in all districts, there was very little contact between LGs and their communities. Any meetings were ad hoc and were not documented. *Evidence: (Objective 2: Outcome 3.1 – OES Baseline 5.2).*
- All JPLG-supported projects in the target districts are contracted out and have increased local employment opportunities. *Evidence: (Objective 1: Outcome 2.4 – OES Baseline 5.1.6).*
- Public Expenditure Management achieved: Planning and developing DDF, Finalizing DDF, Resource Forecast, District Budget, Annual Workplan and Budget, Implementation of Workplan and Budget, Monitoring and Evaluation. *Evidence: (Objective 1: Outcome 2.3 – PEM Manual, page 15).*
- Districts supported in using the BIMS system for increasing own revenue through more efficient tax collection (in Somaliland). *Evidence: (Objective 1: Outcome 2.4 – Outcome Evaluation 1: 4.3).*
- Presidential decree in Puntland in November 2010 stating that 30% of seats in councils are for women. *Evidence: (Objective 1: Outcome 2.1 – Outcome Evaluation 1: Chapter 2 and 4.1).*
- 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 Puntland. 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:

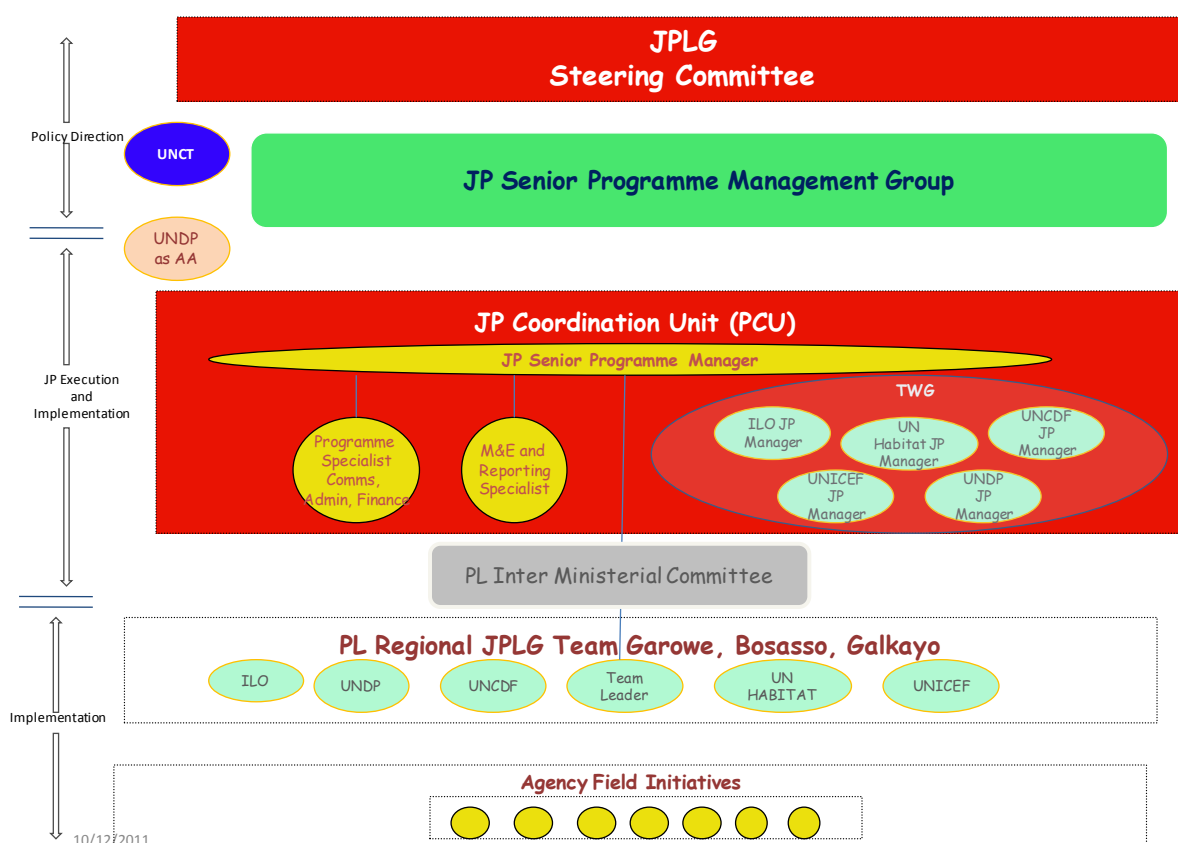
- Steering Committee (SC): The main function of the Steering Committee is to provide strategic direction to the JPLG and approve annual work plans and budgets. This committee is co-chaired by UN-Habitat and the Ministry of Interior. Members include the Government, JPLG Donors and the participating UN 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.
- Puntland JPLG Implementation Teams: The main function of this group is to ensure the work plans and budgets are implemented efficiently and in a timely and coordinated manner between the UN agencies and central and local governments. This team is also responsible for monitoring the activities of the JPLG at the field level. Members include relevant staff from participating UN Agencies and staff from government ministries e.g. Ministry of Interior, Ministry of Public Works. Up to date this team has been provided with leadership and guidance by the Team Leader appointed from one of the participating UN Agencies and currently in Puntland this is from UNDP. However in 2012 a MTR recommendation that a PCU person should be recruited team leader, to ensure overall coordination in Puntland as well as working with all the team members to make sure that there is a shared understanding of JPLG principles and programme details within the team. In addition each team member is assigned with a thematic function relevant to the JPLG such as capacity development or M&E, to ensure that there is coherent coordination across UN Agencies in the relevant thematic areas. The JPLG team meets every two weeks and reports to the PCU and MOI.
- Puntland Inter-Ministerial Committee (IMC): The Inter-Ministerial Committee is well established in Puntland. The main function of the IMC is to coordinate government efforts on decentralization across ministries and provide strategic direction in local governance. Members of this group include Government Ministries, UN partners, and other relevant

stakeholders. The IMC meets monthly and reports to the steering committee and the JPLG team.

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

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

Diagram 3 – JPLG Organogram Puntland



3

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 Puntland.

Table 1 2012 Budget by Donor

	Puntland
EC	1 370 607
SIDA	1 201 376
DFID	1 650 288
Denmark	1 185 760
USAID	98 560
Norway	819 010
UNCDF	47 040
Unfunded	6 589 787
TOTALS	12 962 426

Table 2 Budget by UN Agency

UN AGENCY	PUNTLAND
UN HABITAT	2 153 194
UNDP	3 560 099
UNICEF	3 279 580
ILO	1 494 129
UNCDF	2 475 424
	12 962 426

Table 3 Budget by budget category

	Puntland
Human Resources	
Staff - local and international	1 254 775
Technical expertise, knowledge products	1 540 250
Travel	
To Somalia, internal, per diem and international	505 179
Equipment and Supplies	
Local procurement	211 850
Local office	
Operations and maintenance costs	1 236 063
Training, capacity building and workshops	
	2 249 123
Contracts - local	1 636 355
DC Investments	
LDF	1 250 000
DIF	500 000
SWM	300 000
LED	60 000
Sector pilots	750 000
DC office rehab & equip.	80 000
Total before fees	11 573 595
Investment % against total	26%
Administrative costs (Fees, security, cost share)	
	1 388 831
Total	12 962 426

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
				1.3.8 % of contracts awarded against targets in procurement plan in line with guidelines
				SL, PL and SC: 100% for all JPLG target districts
				1.3.9 Number of LGs where staff have job descriptions
				SL: 7 PL: 7 SC: 1
				1.3.9 % increase in women filling professional positions per district
				50% PL: 75% SC: 50%
				1.3.9 Number of councillors and staff having attended and completed capacity building activities (by district, gender, committee, department)
				By target district: M/F; Committee Name/Department
				SL: 400 PL: 400 SC: 200
				1.3.10 Number of districts with system for collecting data on births, marriages, deaths, registration of persons, land (disaggregated by gender)
				SL: 7 PL: 0 SC: 0
				1.3.10 Number of districts with basic information on services (health, education, water, roads, communication)
				SL: 7 PL: 7 SC: 1

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:

- **PL mature districts** – refers to those that have received capacity development support in 2009, 2010 and 2011. These include in Puntland: Garowe, Bosasso, Gardho and Galkayio.
- **PL new districts** – refers to additional target districts selected to receive support under the JPLG in 2011 – 12. These include 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.	Councillors, Committees, DC department staff plus MOI.	2-3 days	SL and PL new district SC Phase 2 districts

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

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

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

Annex 3 2012 Annual Workplan and Budget

ALL AGENCIES CONSOLIDATED																		
Year : 2012 JPLG PL WPB										Time frame				Implementing Agency				
		DONORS																
Overall objective: Local governance contributes to peace and equitable priority service delivery in selected locations.	Total Cost US\$	EC	SIDA	DFID	USAID	DEN	NOR	UNCDF	UNFUNDED	Q1	Q2	Q3	Q4	UN HABITAT	UNDP	UNICEF	ILO	UNCDF
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																		
Output: Decentralisation Policy, framework and implementation plan approved and implementation commenced																		
Support internal government awareness raising and mutual understanding led by MOI on decentralization policy, framework and implementation plan.	8 000	2 000		2 000	2 000				2 000						8 000			
Support President's Office as the "Champion of Decentralization" leading an inter-ministerial group on decentralization and local governance.	4 000								4 000						4 000			
Provide support to drafting of the decentralization policy, framework and implementation strategy	45 000	5 000		10 000					30 000						45 000			
Provide support to harmonization of LG law (law no.7) with the PL constitution and decentralization policy																		
Statutory instruments on implementation developed																		
Consultation with Regional and District authorities, Council of Ministries and Parliament	24 000								24 000						24 000			
MOI, Regions and Districts roles, responsibilities and functions defined and legislated	12 000	2 000		2 000					8 000						12 000			
Based on District Council restructuring completed in 2011 create legal framework for creation / establishment of District Planning Offices																		

[illegible]

Land policy development																			
Draft Outline Land Policy completed	15 000	15 000													15 000				
Implementation of the Land Policy initiated	20 000			20 000											20 000				
	8 500			8 500											8 500				
Complete the draft Urban Land Management Law																			
Draft amendments to the Land Law finalised	29 400		15 300	14 100											29 400				
Recommendations for the admentments to the unified Land Law subitted to the Parliament	3 400			3 400											3 400				
Introduction of DIF																			
Design and development	60 000									60 000									60 000
Stakeholder w/shop & launching	10 000									10 000									10 000
Training	10 000									10 000									10 000
	5 000									5 000									5 000
DIF Disbursement	500 000									500 000									500 000
Monitoring & Reporting	12 000									12 000									12 000
	2 400									2 400									2 400
PPP policy development																			
Further stakeholder dialogue/consultations to finalise 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	
	10 000	10 000																10 000	
Stakeholder workshop	14 000	14 000																14 000	
	700	700																700	
	1 700	1 700																1 700	
	1 200	1 200																1 200	
	1 200	1 200																1 200	
	1 500	1 500																1 500	

Sector decentralisation																		
Roads																		
Draft legal and regulatory and institutional framework for decentralisation of road sector																		
	10 000								10 000								10 000	
Stakeholder workshops	14 000								14 000								14 000	
	700								700								700	
	1 700								1 700								1 700	
	1 200								1 200								1 200	
	1 200								1 200								1 200	
	1 500								1 500								1 500	
Natural Resource Management																		
Finalise the decentralised Natural Resource Management (NRM) policy framework																		
Establish inter-ministerial committee																		
Develop a legal and regulatory framework for NRM																		
	15 000							15 000									15 000	
Stakeholder workshops	14 000							14 000									14 000	
	1 700							1 700									1 700	
	2 400							2 400									2 400	
	1 200							1 200									1 200	
Health, Education & Water Sector functional assignment pilots	750 000	100 000	100 000	100 000		200 000	250 000									750 000		
Support to MOWDAFA to undertake sector functional assignment on protection service delivery	150 000			50 000		100 000										150 000		

[illegible]

Support pilot establishment of institutional framework; roles/responsibilities of institutions, human resource development and financing modalities to pilot decentralised NRM function(s)																		
	50 000								50 000								50 000	
	15 000								15 000								15 000	
Stakeholder workshops	28 000								28 000								28 000	
	1 700								1 700								1 700	
	600								600								600	
	1 600								1 600								1 600	
Support the establishment of Land Dispute Tribunals	48 000			12 000		12 000			24 000					48 000				
Mol and Auditor General supported in oversight in district financial management	9 000			9 000										9 000				
AIMS module for data consolidation in use at Mol and AG; Managers trained on reporting	12 000			12 000										12 000				
Develop service delivery sector strategies, by-laws, regulations, and institutional framework, roles & responsibilities in SWM:																		
Sector functional analysis and Sector Strategy of SWM completed	33 500		15 500	18 000										33 500				
SWM Sector restructuring and institutional, management, and legal revisions ongoing	39 000			9 749			29 251							39 000				
	7 000			7 000										7 000				
SWM service delivery sector manuals and guidelines in SWM drafted	18 000			18 000										18 000				
	9 000			9 000										9 000				

Result 1.2: Up to 24 district have legitimate Councils established and operational in selected locations																	
1.2.1 Facilitate community consultations and reconciliation for agreement on council composition																	
Support Establishment of up to four local councils	32 000							32 000							32 000		
Provide support to MOWDAFA in facilitation of workshops on women participation in political/democratization process	40 000			10 000				30 000							40 000		
1.2.2. Support to infrastructure for regional and district councils																	
Support to equipment in Galkayo new District office	15 000			15 000										15 000			
Construct new GIS Office for Garowe District Council	25 000		10 000			15 000								25 000			
Support to equipment	20 000			10 000				10 000						20 000			
Assess the rehabilitation needs of Jiriban District Council Office	2 000			2 000										2 000			
Provide equipment support for newly targeted districts in 2012	18 000			10 000				8 000							18 000		
1.2.3 Support to systems development																	
Establish automated accounting (AIMS) and billing systems (BIMS) in respectively 7 and 4 towns																	
AIMS installed and used by trained staff in 7 Districts; back-up AIMS operators trained	105 000			30 000		25 000	25 000	25 000						105 000			
AIMS consolidated in 4 Puntland Districts, and users supported in reporting and data entry	32 000					16 000	16 000							32 000			
BIMS installed and applied by trained staff in 4 District in Puntland; back-up BIMS operators trained	78 000	10 389		31 611			36 000							78 000			
	27 000					13 500	13 500							27 000			
Procedural Manual for New Budgeting & Accounting Systems printed, launched and distributed to Districts	1 000					1 000								1 000			
	11 000					11 000								11 000			
Manual for Updating, Maintenance and Management of Revenue Databases prepared, printed, launched and distributed to Districts	19 000					19 000								19 000			
	10 000					10 000								10 000			
	3 000					3 000								3 000			

Adoption of new budgeting and accounting formats in 7 Districts included in AMF-III intervention	14 000					14 000									14 000				
4 Districts trained on Updating and Management of Revenue Databases linked to BIMS	4 000					4 000									4 000				
7 Districts mentored to have 6 months of new accounting data available by Sep 2012	14 000					7 000	7 000								14 000				
Adoption of new budgeting and accounting formats in smaller Districts, using Districts peer coaching	21 000								21 000						21 000				
LDF/DBF accounts integrated into AIMS for general district accounting in 7 Puntland Districts	11 900					11 900									11 900				
Develop and implement service delivery management structures and tools for SWM and water (PPPs, Resource mgmt Boards)	20 000					10 000	10 000								20 000				
	22 500					22 500									22 500				
1.3.1 Assess local government capacity needs																			
1.3.2 Develop capacity development package (district development package)																			
Capacity building package for reassigned delegated functions/pilots	150 000	50 000	50 000				50 000										150 000		
Technical Assistance support to sector studies pilots (external TA)	100 000	20 000	40 000	40 000													100 000		
Support to establishment and core functions of Puntland Local Government Association	40 000			40 000											40 000				
PLGA constitution and strategic plan drafted	2 850		2 850												2 850				
	2 950		2 950												2 950				
Organisational and staff structures and work plans drafted	2 850		2 850												2 850				
	1 500		1 500												1 500				
Activity 1.3.3 Implement the district capacity development package																			

Output: An established demand driven capacity development strategy on local governance and decentralization																		
Design of demand driven capacity development strategy on local governance and decentralization	70 000									70 000							70 000	
Identify institutions best suited to deliver services																		
Design and establish an accredited set of CB LG modules																		
Define functions of services, roles and responsibility of each partner (Government and private) and secure MOU/Agreements																		
Provide capacity building TOT to facility staff	75 000			5 000						70 000							75 000	
Equip facility	25 000	5 000								20 000							25 000	
District Capacity Building Grant	140 000									140 000							140 000	
Design and implement impact assessment	50 000	5 000		5 000						40 000							50 000	
Develop and deliver training for MOI Planning & Local Government Departments	52 000	2 000		10 000						40 000							52 000	
Develop and deliver training for district Social Affairs & Planning Departments	52 000									52 000							52 000	
Conduct capacity assesment of newly selected districts in 2012																		
Support on job training and mentoring program for MOI Local Governance Department	54 000	4 000		10 000						40 000							54 000	
Support on job training and mentoring for LG department and districts	72 000									72 000							72 000	
Support MOI internship program	8 000									8 000							8 000	
Support on job training and mentoring programs for MOWDAFA	24 000	2 000	2 000	2 000						18 000							24 000	
Conduct training workshop on LPEM/PEM guidelines for 2011 & 2012 districts & regional authorities	46 000			6 000						40 000							46 000	
Organize Induction and basic administrative training for 2012 districts																		
Conduct M&E training for 2011 & 2012 districts and MOI	40 000	5 000		5 000						30 000							40 000	
Internal auditing capacity training to district, region and central offices. (this will be conducted in close cooperation with UNDP/SIDP)																		
Support workshop/training for women groups/ women councilors/MOWDAFA regional coordinators/staff on advocacy and lobbying skills (i.e. on women representation in local governance)	22 000		2 000		5 000					15 000							22 000	

Deliver on the capacity development action plans developed for each district.																		
Support validation workshop on findings and agreeing with district and JPLG agencies as to which agency will undertake what action	20 000								20 000						20 000			
Implement specific tailored training for MOI Planning & Local Government Departments																		
Implement specific tailored training for district departments (Social Affairs & Planning Departments) based on action plan																		
Conduct conflict assessment of the 3 newly selected districts																		
Conduct training on Local Leadership and Management Skills, on Conflict Management and Gender in Local Governance for Jiriban, Eyl, B Beyla	30 000	11 536	18 116					348							30 000			
	6 125							6 125							6 125			
Training on Basic Municipal Finance, Revenue Collection and Asset Management:																		
Asset Management Manual finalized, printed and distributed	12 000				12 000										12 000			
	6 000				6 000										6 000			
Training on Assets Management	12 000				6 000			6 000							12 000			
Existing assets, investments (new assets) and rents from assets included in accounting systems in 4 Districts	12 000								12 000						12 000			
LoA with MoF																		
Tailor made trainings on LDF in all DCs																		
Knowledge sharing on LDF in Uganda /Rwanda (placement)	15 000								15 000									15 000
	6 000								6 000									6 000
	15 000								15 000									15 000
Training of LDF Guideline to the New District In Somaliland	500								500									500
	3 200								3 200									3 200
DCs Monitoring -selected staff of MOF and including accountant general, MOI	4 800								4 800									4 800
Workshop to review training LDF Module/refresher	5 000								5 000									5 000
	8 000								8 000									8 000
	8 000								8 000									8 000
Equipment - Computers for Govt staff working on LDF Support	5 000								5 000									5 000

[illegible]

Result 1.4: Targeted district councils have awareness about options of revenue generation																			
Activity 1.4.1 Assess revenue generation capacity																			
Systematise collection from the best identified new local revenue sources using automated systems																			
Assessments of revenue potential carried out in 4 Districts	13 980		5 000				8 980							13 980					
Strategy on optimized revenue collection efforts prepared and implementation supported for 4 Districts	12 000		6 000		5 066		934							12 000					
Activity 1.4.2 Identify revenue generation opportunities																			
Activity 1.4.3 Develop capacity for revenue generation																			
Continue support to Garowe property revenue collection	18 000		5 000		10 000		3 000							18 000					
Complete the GIS property data base in Gardo	12 500		1 500		6 000		5 000							12 500					
Result 1.5: All eligible district councils have at least 1 priority service delivery project funded annually																			
Activity 1.5.1 Allocate funds to eligible community and district projects (based on a funds transfer system specific to the three regions)																			
SWM support activities established and continuing in 4 Districts	300 000		110 000		17 623		60 000		20 000					92 377					
Operations SWM	100 000													100 000					
Implementation of LDF																			
	3 000													3 000					3 000
Support to MoI (R and D) manage the contract and process for MC and PM Assessments - engage a Local Firm	5 000													5 000					5 000
	25 000													25 000					25 000
DCs Performance Review -Feb 2011	4 000													4 000					4 000
	5 000													5 000					5 000
	8 000													8 000					8 000
LDF technical review and revisions	5 000													5 000					5 000
	20 000													20 000					20 000
	5 000													5 000					5 000
Stakeholder w/shop to validate revised LDF	8 000													8 000					8 000
	8 000													8 000					8 000

LDF disbursements 2012	1 250 000	190 400	92 400						967 200									1 250 000
Monitoring visits (NPPO)	2 500								2 500									2 500
Capacity Development for LDF Related issues on the PEM; Technical Assistance on identified cap gaps following performance assessment	10 000								10 000									10 000
Support Auditor Gen Office for LDF Audit (with SIDP)	15 000								15 000									15 000
Project appraisal and feasibility studies	20 000								20 000								20 000	
	17 500								17 500								17 500	
	14 000								14 000								14 000	
Training workshops	2 000								2 000								2 000	
	1 700								1 700								1 700	
	2 400								2 400								2 400	
	1 500								1 500								1 500	
Activity 1.5.2 Monitor output and outcome of support																		
Project Monitoring and Evaluation	100 000								100 000						100 000			
Conduct external outcome evaluation (Intermedia)	100 000	5 000		5 000	10 000				80 000						100 000			
Support MOI through LOA (oversight of DC delivery, ops support)	150 000	5 000		5 000					140 000						150 000			
Provide support to MODAFA through LOA	100 000	2 000	2 000	2 000	2 000				92 000						100 000			
Internal auditing capacity training to districts, regions and central offices. (this will be conducted in close cooperation with UNDP/SIDP)	12 000								12 000						12 000			
Audit of DBF 2008 - 2011 (external)	48 000			10 000	8 000				30 000						48 000			

[illegible]

[illegible]

[illegible]

[illegible]

2.3.1 Develop participatory community monitoring tools																		
Review and adopt community monitoring processes	5 000		5 000														5 000	
Facilitate the development of participatory monitoring policy guide for enhancing community monitoring of local governance performance	5 000				5 000												5 000	
2.3.2 Pilot with communities the use of the participatory monitoring tools																		
Community training on participatory monitoring	14 000			14 000													14 000	
Training workshop	13 500						13 500										13 500	
Validation and adaptation of community monitoring toolkit	50 000	50 000															50 000	
Community training and backstopping on participatory monitoring																		
Result 2.4: Public reporting meetings in up to 24 districts held annually																		
Public meeting held annually	35 000		35 000														35 000	
2.4.1 Implement system for community performance monitoring of local government																		
Technical support to local governance on community monitoring & reporting	14 000			14 000													14 000	
Management and Operational Costs summary	2 587 638																	
TOTAL	11 573 595	1 223 756	1 072 657	1 473 471	88 000	1 058 714	731 259	42 000	5 883 738					1 922 495	3 178 660	2 928 196	1 334 044	2 210 200
FEES 7%		146 851	128 719	176 817	10 560	127 046	87 751	5 040	706 049					134 575	222 506	204 974	93 383	154 714
SECURITY AND COST SHARING 5.0%														96 125	158 933	146 410	66 702	110 510
GRAND TOTAL PUNTLAND	12 962 426	1 370 607	1 201 376	1 650 288	98 560	1 185 760	819 010	47 040	6 589 787					2 153 194	3 560 099	3 279 580	1 494 129	2 475 424

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	