UNITED NATIONS
SOMALIA

UN Somalia Joint Fund
Project Document

PROJECT TITLE: Joint Programme Stregthening Local Governance and Decentralized Service Delivery (Dowladkaab Programme)

Project Description

As Somalia's federal and state institutions emerge from institutional fragility and progress towards a fully-fledged federation, local governments serve as the primary interface between the state and its citizens. The Joint Programme on Strengthening Local Governance and Decentralized Service Delivery (Dowladkaab Programme) aims to strengthen local governments to effectively respond to the needs and rights of all citizens. By creating an enabling environment for inclusive and sustainable governance systems at the district level, the programme seeks to enhance basic social service delivery, state legitimacy, and trust-building. Funded by the UN Somalia Joint Fund (SJF), Dowladkaab Programme is implemented by three UN agencies; UNDP, UN HABITAT, and UNICEF, together with sector ministries at federal and state levels led by Ministry of Interior Federal Affairs and Reconciliation (MoIFAR). The programme will It covers all Federal Member States (FMSs) and Mogadishu Municipality by enhancing local governments' legitimacy, functionality, and delivery of quality services. Furthermore, Dowladkaab Programme will have lighter footprints in Somaliland and Puntland, primarily to further institutionalize local governance, deepen knowledge management and use their relatively advanced capabilities as an innovation hub to showcase on the best practices and lessons learnt for adaptability and scalibiltiy, additionally the graduation strategy of SL and PL including for other intervention districts will be developed during the implenetation phase from the 2nd year of the implementation. During the implementation, Dowladkaab Programme is expected to transform from a traditional development funding into a catalyst for capacity development program, unlocking development financing that enables local governments mobilize resources for sustainable and inclusive public service delivery. The Dowladkaab Programme is expected to commence in July 2024, centers on community needs, and aspires for collaborative, participatory development and lasting change at the local level.

UNCF Strategic Priority & NDP Pillar:

Dowladkaab Programme multi-year plan is placed under the UNCF Strategic Priority - "Resilience and Sustainable Development in Crises and Conflicts" where the Programme intends to contribute to promoting peace and stability in Somalia through legal reforms, building capacity, and promoting citizen engagement. Improved local governance and decentralized service delivery eventually will build resilience and promote sustainable development in the country.

National Development Plan (NDP) Pillar: *"Economic Development and Poverty Reduction"* - Dowladkaab Programme aligns with this NDP pillar by promoting economic development and reducing poverty in Somalia. By improving the quality of life and reducing inequalities through the delivery of basic services at the local level, the programmecontributes to poverty reduction and economic development.

NDP Pillar: *"Social Development"* - DownladKaab Programme also aligns with this NDP pillar by promoting citizen engagement with a focus on women and marginalized groups. Through the program's efforts to improve the effectiveness and accountability of local governments, it aims to contribute to social development in Somalia.

UNCF Outcome(s):

UNCF Strategic Priorities

Strategic priority 1 Inclusive Politics and Reconciliation

Outcome 1.1: Formal federal system strengthened, and state powers and service delivery effectively decentralized.

Outcome 1.2: Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable, and transparent democratic systems across all levels of government and governmental institutions.

Strategic priority 4 Social Development

Outcome 4.1: By 2025, more people in Somalia, especially the most vulnerable and marginalized, benefit from equitable and affordable access to government-led and -regulated quality basic social services at different state levels.

Outcome 4.4: By 2025, the capacities of local, national, and customary institutions and communities are strengthened to achieve durable solutions and increase the resilience, self-reliance, and social cohesion of urban communities affected by displacement.

NDP Pillars

NDP 1: Inclusive & Accountable Politics and Reconciliation.

NDP 2: Improved Security and the Rule of Law.

NDP 3: Economic Development.

NDP 4: Social Development.

Project beneficiaries: The Dowladkaab Programme beneficiaries are the people of Somalia, particularly those in the Federal Member States (FMSs) and Mogadishu Municipality, who, as citizen right-holders, will benefit from improved local governance and decentralized service delivery by their local authorities as front line administrations discharging the government responsibilities as duty-bearers.	**SDG:** **SDG 1**: No Poverty - by improving the quality of life and reducing inequalities in Somalia. **SDG 5**: Gender Equality - by promoting citizen engagement with a focus on women and marginalized groups. **SDG 8**: Decent Work and Economic Growth. **SDG 11:** Sustainable Cities and Communities - by building capacity to deliver local government basic services and promoting citizen engagement. **SDG 16:** Peace, Justice, and Strong Institutions - by contributing to peace and stability in the country through legal reforms, building capacity, and promoting citizen engagement. **SDG 17:** Partnerships for the Goals - by involving multiple donors and UN agencies in the program's management and implementation, building strong partnerships with the Somali Governments and other stakeholders.
Project location: Federal Government of Somalia, including Somaliland, and the Federal Member States of Puntland, Galmudug, Hirshabelle, Southwest State (SWS), Jubaland, and the federal capital of Mogadishu and the Benadir region.	**Project Duration:** 60 months (5 Years) **Anticipated start date:** 01/09/2024
Recipient UN Organizations: United Nations Development Programme (UNDP); United Nations Children's Fund (UNICEF); United Nations Human Settlements Programme (UN-Habitat);	**Implementing partners:** Ministry of Interior and Federal Affairs and Reconciliation (MoIFAR), the Ministries of Interior (MoIs) of the Federal Member States of Somaliland (SL), Puntland (PL), Galmudug, Hirshabelle, Southwest States (SWS), Jubaland (JL), including tBenadir Regional Administration/ Mogadishu Municipality. Other partners include the various Local Government Institutes and other line-ministries like Ministry of Planning, and the sector ministries of Health, Education, Public Works, Environment, and Water. District administrations, and CSO for social accountability activities, will be at the fore front of implementation vis a vis Somali citizens.
Total estimated: 25,000,000 US$** **Funded Budget: 5,000,000 US$ **Unfunded budget**: 20,000,000 US$	**Sources of funded budget:** • Government: MOIFAR • Donor: Somalia Joint Fund
Project gender marker score: GEN 2	**Project risk marker score: High**
Related UN projects within/outside the SJF portfolio	• Saamyenta (IOM, UNHABITAT, UNDP) • Joint Resilience Action (FAO, UNICEF & WFP)

Project Signatures

UN Recipient Organizations	National Authorities

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Resident Representative OIC, UNDP Somalia

Signature

Date & Seal ████████ 10-Sep-2024

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Ministry of Interior, Federal Affairs and Reconciliation

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Head of Somalia Country Programme, UN Habitat

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Signature

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Acronyms

AIMS	Accounting Information Management System
ALGAPL	Association of Local Government Authorities of Puntland
ALGASL	Association of Local Government Authorities of Somaliland
AS	al-Shabaab
BIMS	Billing Information Management System
BRA	Banadir Regional Administration
CSO	Civil Society Organizations
DA	District Administration
DC	District Council
DDF	District Development Framework
DG	Director General
EU	European Union
FCA	Finnish Church Aid
FGD	Focused Group Discussion
FGS	Federal Government of Somalia
FMS	Federal Member States
GLES	Government Led Expansion Strategy
HACT	Harmonized Approach to Cash Transfer
HRBA	Human Rights Based Approach
IDPs	Internal Displaced Persons
INGO	International Non-Government Organization
JPLG	Joint Programme on Local Governance and Decentralized Service Delivery
LDF	Local Development Fund
LG	Local Government
LGI	Local Government Institute
LoA	Letters of Agreement
MoECHE	Ministry of Education, Culture and Higher Education
MoH	Ministry of Health
MoIFAR	Ministry of Interior Federal Affairs and Reconciliation
MOI	Ministry of Interior
MoM	Municipality of Mogadishu
MoPW	Ministry of Public Works
NCC	National Consultative Council
NDP	National Development Plan
NIS	The Nordic International Support Foundation
NRF	National Reconciliation Framework
OECD-DAC	Organisation for Economic Co-operation and Development Assistance Committee
PFM	Public Financial Management
PCG	People Centred Governance
PL	Puntland
RBA	Rights Based Approach
RRT	Rapid Response Team
SDG	Sustainable Development Goals
SDM	Service Delivery Model
SL	Somaliland
SOW	Scope of Work
SJF	Somali Joint Fund
SSF	Somali Stability Fund
SWS	South West State
TISS3	Transition Initiative for Stabilization Sadax
ToC	Theory of Change
ToR	Terms of Reference
TWG	Technical Working Group
ToTs	Training of Trainers
UN	United Nations
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlement Programme
UNICEF	United Nations Children's Fund
UNMPTF	United Nations Multi Partner Trust Fund
USAID	United States Agency for International Development
VNG	Vereniging Nederlandse Gemeentes International
WB	World Bank
WF	Wadajir Framework

1. Executive Summary

Somalia is undergoing a major transformation in recovering from conflict, underdevelopment, and political instability. With Somalia's institutions at federal and state level emerging from pervasive institutional fragility and prospects of fully-fledged federation steadily progressing, local governments remain the sphere closest to people, local governments provide the interface of the state to its citizens. They play a crucial role in sustaining peace, building state legitimacy, and providing much-needed basic social services and an enabling environment for economic recovery and protection of natural resources at the local level. The Joint Programme on Strengthening Local Governance and Decentralized Service Delivery (Dowladkaab programme) is a five-year initiative by UNDP, UNICEF, and UN-HABITAT funded through the Somalia Joint Fund to further strengthen local governments in effectively responding to the needs and rights of all citizens as rights-holders as well as amplifying the voices of communities, with a focus on women, youth, and marginalized groups to hold their local leaders accountable. Dowladkaab Programme works with local, state, and federal levels of government to create an enabling environment for inclusive and sustainable governance systems at the district level, advancing responsive basic social service delivery, enhancing state legitimacy and rebuilding trust.

The new local governance programme emphasizes local ownership and a modular approach to governance, demonstrating a sequenced and coordinated implementation modality. In close collaboration with the Ministry of Interior, Federal Affairs, and Reconciliation (MoIFAR), Dowladkaab Programme will utilize key governmental structures such as the Local Government Institute, Local Government Associations, and mandated FMS ministries, BRA, PL and SL to enhance coordination and capacity across government levels and clarifying roles and responsibilities of federal, state and local tiers of government as duty-bearers. Strengthening districts' core functions by engaging citizens in local planning, public finance management and budgeting will better resource local governments to deliver equitable, inclusive, and accountable services. The programme focuses on critical issues such as fiscal decentralization, planning, and public finance management to improve taxation, revenue management, and inter-governmental fiscal transfers to increase the use of own-resource in service delivery. Empowering citizens as rights-holders, including access to social accountability mechanisms will build trust and support for local governments, driving sustainable, citizen-oriented development. The programme also creates more livable, and resilient districts through proper urban planning that can assist districts to withstand the challenges of urbanization and climate related shocks.Furthermore, the programme will focus on capacity development of the selected newly formed districts when they are selected. The programme will identify a nd keep a balance both new and previous distrcits for intervention, and identify synergies with other local governance initiatives.

The programme builds on the success and lessons learned from fifteen years of JPLG experience in local governance. Over the years, JPLG has transformed from a traditional development funding programme into a catalyst for development financing and capacity development. The level reforms and systems are anchored in government institutions in Somaliland and Puntland, and key aspects of participation and inclusion have been enhanced in the identification, planning processes and systems for delivery of services to local citizens. Local governments, especially in Somaliland, to some extent in Puntland and in isolated areas in the southern Federal Member States (FMS), have made progress on addressing the challenges of weak institutions, delivering basic public services. Dowladkaab Programme will focus on spearheading local governance in the FMS, while ensuring preserving gains in Somaliland and Puntland, and cross-fertilization of local governance knowledge and experience across Somalia. Results-based management, and monitoring will be critical to ensure efficient local government-led service delivery.

A significant lesson from JPLG III highlighted the importance of strategically sequencing programme activities, and that spreading activities too thinly across many areas can reduce overall impact. Thus, as part of the novel modular approach, Dowladkaab Programme will focus UN implementation capacity on a few districts initially to ensure quality results, learning and documentation. Thus, Dowladkaab Programme prioritizes focused efforts to enhance programme impact. This modularity ensures that the entire local goverance cycle – from strengthening capacity of local administrations to public finance management, basic service delivery, urban planning and accountability tools for citizens - can be scaled up and replicated across the country by government.

The commitment of JPLG partners to support Somalia's rebuilding and stabilization remains unwavering. The Dowladkaab Programme programme represents a significant step toward furthering the country's journey towards peace, security, and sustainable development. It is scheduled to commence on July 1, 2024.

2. Situational Analysis

Somalia continues to face significant challenges in governance and public service delivery. Unfinished political settlement in functional and fiscal federalism producing undefined governance at local level has limited access to services for poor and marginalized groups, exacerbating their powerlessness. Existing power structures control allocation of resources at different levels of government and within communities. Previous JPLG interventions have helped amplify the voices of less powerful through clarifying the roles of local governments and formalizing participation and consultation processes. These interventions have strengthened local government institutions, enhancing accountability, efficiency, effectiveness, and transparency in service delivery.

Debates over the Constitutional Review and a one-person-one-vote system highlight tensions between federal and state governments, particularly Puntland, leading to political disagreements. Central and southern Somalia's complex political economy and social dynamics further challenge local institutions, often resulting in civil conflicts and the breakdown of infrastructure and governance. In this context, emerging administrations struggle with limited fiscal revenues due to the collapse of formal economic structures.

Somalia's humanitarian crisis, exacerbated by global warming, drought, biodiversity loss, and land degradation, severely affects farmers and livestock keepers, leading to a persistent food crisis. Women and children bear the brunt of these crises, facing poverty, displacement, and marginalization. Insecurity and blockades further aggravate the situation, particularly in agro-communities, with limited access to water intensifying vulnerabilities, especially in Galmudug, Hirshabelle, South West State, and Jubaland.

The correlation between severe weather events and the continuing instability is too evident to be ignored. It's clear therefore that adapting firmly to a changing climate and environment is a core element to peace and stability. Global weather phenomena such the El Niño Southern Oscillation (ENSO) contribute to rainfall patterns and have caused aggravated droughts and floods in Somalia as observed during recent years. Somalia therefore has no choice but to adapt to the impact of the changing climate and that these efforts will require a whole society and whole government effort. To tackle the environmental/climate impacts, local institutions in Somalia will be forced to prioritize building resilience and promoting sustainable development. While local governments are often on the frontline to climate change-induced shocks, yet they lack the requisite resources and institutional set up to provide responses.

With a focus on building and facilitating the replication of core state capabilities at sub-national level, Dowladkaab Programme will endeavour to contribute to strengthening the interfaces with other humanitarian, resilience and climate adaptation support programmes that provide technical assistance to specialised Somali institutions, specifically sub-national structures. This is recognizing the importance of knowledge, capacities, expertise and capabilities to adapt, prepare and recover from shocks. These endeavours not only bolster community resilience but also create fresh economic opportunities, contributing to long-term stability and development in the country.

Dowladkaab Programme takes place at a new crossroad for Somalia. A country previously described as a stateless society, over the last years, Somalia is close to conclude the constitutional review process and preparing for one-person-one-vote elections across the country at local, state and federal levels. At regional and global level, Somalia has become full member of the East Africa Community and being elected as non-permanent member to the UN Security Council. Having performed exceptionally on key macroeconomic reforms, Somalia has achieved HIPC Completion Point, debt relief of over $4.5 bn, therefore expanding access long term finance. The new government has launched large military operations to recover areas AS has maintained under control for years, negotiated the end of the arms embargo and withdrawal of AU peacekeepers. After years of difficult political negotiations for a new political settlement, Somalia finally sees the light at the end of a long and difficult tunnel and the state needs to demonstrate to its citizens the capacity to deliver on the long-waited peace dividend. In this context, the Somali government recognize on the past results delivered by JPLG the programmatic tool to build the foundation of trust between Somalis and their State at the point in which as duty bearer of the rights of its citizens services are delivered: the local governments.

Importance of Joint Programme on Strengthening Local Governance and Decentralized Service Delivery - Dowladkaab Programme

The Dowladkaab Programme supports local governments to contribute peace and stability of the country by effectively and accountably responding to the needs and rights of all Somalis through support to legal reforms, enhanced capacities to deliver basic services and improved engagement of citizens with an emphasis on women and marginalized groups.

- This is a programme that works across the country with strong brand name where local people feel a sense of ownership as it is Somali led, Somali owned program. It is government who decides what must be implementing and what hasn't.
- Dowladkaab Programme is essential for public service provision, state legitimacy, social contract and automation and digitalization of key municipal functions also enhanced the trust between government citizens.
- Dowladkaab Programme supports devolved functions are piloted (education, health and water to some extent are local government functions) in Puntland and Somaliland while it can be extended to the other districts in the new FMS and BRA, of which increase made on own source made a catalyst
- Dowladkaab Programme is more effective and efficient than other programs, which encouraged districts and communities to participate through financial and public land use contributions (LDF and SDM).

The sum of the above enables Dowladkaab Programme to have hands-on expertise and past achievements in SL and PL to build on and take advantage of using a modular approach, which enhances the impact that the programme be achieved in the selected districts.

3. Programme Strategy

A. Programme Content

Somalia strongly desires peace after decades of conflict and strive and has stressed the pivotal role of local governance in achieving it. Dowladkaab Programme aims to enhance local government's effectiveness and legitimacy in Somalia by promoting inclusive decision-making models and delivering tangible benefits for all citizens ensuring strengthened local governance principles are in place. The programme recognizes that state capacity disruptions will occur, and a functional, inclusive and representative local government will better withstand opposition from Al-Shabaab, specifically in the federal member states. Well determined assumptions define the program's approaches to overcoming the obstacles to lasting peace and development.

The Dowladkaab Programme aims at learning from earlier successes and challenges by applying the lessons in a focused, deeper and coordinated way in a limited number of location while building state capacity to expand the programme coverage by replication. More than in earlier years, the Federal Government of Somalia will be in the driving seat of this increase coverage. The focus will be on building local governance in the FMSs in the southern and central states of Somalia and making use of the experiences developed over 15 years facilitating local governance mainly in Somaliland and Puntland. The programme will adopt a district modular approach starting with a focus on one district per federal member state. In Somaliland and Puntland, the footprint will remain at the knowledge management, local governance coordination, partnership building and advocacy for greater allocation for service delivery. As additional funding becomes available, expansion will progress through replication under MoIFAR and MoI leadership, furthermore, local economic development and public private partnership will also be initiated at FMS and district level subject to additional funding.

In the FMS, a multi-disciplinary team working as mobile teams will work on district functionality by building local capacity for improved and accountable local governance. The teams will focus on local capacity building in district councils and administration and planning methods, mobilizing citizen engagement and representation in local governance processes, establishing Public Finance Management systems at the local level with a focus on tax and expenditure management, and the instatement of essential services such as health, education and WASH including e-governance. This will be carried out in a coordinated and sequenced manner often with the leadership of state and federal level authorities.

Local Government Institute will be the centre for capacity development and knowledge management to create a cadre of local professionals and localize local governance-related knowledge. In addition, the programme acknowledges and capitalizes more than before upon the interfaces with other, closely related strategies and FGS actions supported by Somalia's partners, such as the National Stabilization Strategy, the Wadajir framework, and various internationally supported interventions[1].

Dowladkaab Programme will emphasis toward the "quality of government and governance" while also prioritizing the institutionalization of formal structures and capabilities in government to ensure expansion of coverage by replication under government implementation. It will apply a rights-based lens to existing and new activities, recognizing local governments' special function for a broader range of policy and public service needs than traditionally associated with local governance in Somalia. This will ensure local governments **as front-line duty bearers are responsive to citizens as rights-holders.** The project aims to strengthen local governments' capacity for immediate response and promote sectoral collaboration with central state institutions from the bottom-up, including in emergency response, disaster risk management and climate resilience.

Dowladkaab Programme will develop graduation strategy for the intervention district including for Somaliland and Puntland, however, the graduation strategy process will be initiated from the 2nd year. This will allow to harness on the experiences from the 18 months of the programme's intervention.

The programme will engage with CSOs (especially organizations representing women, youth, persons with disabilities) for inclusive participatory approach. Furthermore, the project will follow a human rights approach and stick to the principle of leaving no one behind, gender disabilities inclusivity while selecting beneficiaries and partners/stakeholders. The project will identify CSOs by developing criteria, this will be done during the inception phase of the project i.e. within the six months of the project's implementation phase with due consultation with FGS, FMS and UN participating agencies (UNICEF, UNHABITAT and UNDP).

Furthermore, CSO allocating of 10% to 15% of Dowladkaab Programme budget will be allocated to CSOs working across FMS and Somaliland and Puntland in order to reach out most far districts and location of districts jurisdictions.

The participating UN agencies, in consultation with MOIFAR will develop a clear technical criteria for selecting the districts for approval by government. The programme will build on similar criteria developed by Baxnaano, index like the FIMM Fragility Index Maturity Model and consult with WB on Bulsho on possible criteria to ensure consistency across key local governance initiatives

B. Goal and Vision

Over the next five years, the Dowladkaab Programme aims to empower Somali citizens by fostering community-driven peace, enhancing government-led service delivery, and developing long-term strategies for urbanization, transparency, accountability, and strengthening the social contract and local democracy.

To achieve this, Joint Programme on Strenthening Local Governance and Decentralized Service delivery - Dowladkaab Programme will focus on:

- Enhancing local government capacity to provide responsive and efficient services.
- Emphasizing community engagement and inclusive governance practices, including e-governance.
- Ensuring all voices are heard, with a special emphasis on marginalized groups, promoting transparency and accountability.
- Developing sustainable strategies tailored to the unique needs of each region and Federal Member State (FMS) to respond to local needs as part of an effort to build resilient and sustainable communities.

These efforts aim to empower Somali communities, establish inclusive governance, strengthen local democracy, and achieve sustainable development.

C. Lessons Learned From 15 Years of Local Governance and Service Delivery in Somalia

Over 15 years, the JPLG, supported by eight donors through a Multi-Donor Trust Fund, has accumulated valuable insights into locally owned and driven local governance programming. Some key lessons and corresponding actions for Dowladkaab Programme include:

- **Somali-Owned Systems for Sustainability:** Somali-owned and managed systems are crucial for sustainable local governance. *Action: Dowladkaab Programme will continue supporting the development of Somali-owned and managed systems.*

- **Diverse Local Government Landscape:** Somalia's local governance landscape is diversifying rapidly, requiring varied support approaches. *Action: Dowladkaab Programme will adopt tailored approaches per FMS and district, based on detailed analyses.*

- **Context Matters:** Local governance success varies due to political, social, security, economic, and cultural differences. *Action: Dowladkaab Programme will tailor its approach based on context-specific analyses.*

- **Quality of Governance is Vital:** Governance principles like accountability, transparency, inclusion, equity and civic engagement are essential for effective local governance. *Action: Dowladkaab Programme will focus on enhancing the quality of governance.*

- **Government-Led Works Best:** Government ownership and leadership empower local stakeholders and promote sustainability. *Action: Dowladkaab Programme will emphasize Somali ownership, coordinate with the FGS, and encourage local peer-to-peer learning.*

- **Parallel Institutional Strengthening:** Capacity building at subnational government levels must occur concurrently with top-down efforts. *Action: Dowladkaab Programme will continue strengthening local government functions and encourage bottom-up collaboration through strengthening association of local governments.*

- **Build on Past Achievements:** Past donor support has allowed JPLG to build solid local government systems. *Action: Dowladkaab Programme will utilize supranational institutions and elevate support in mature local government areas.*

- **Improve Delivering as One:** Decentralized implementation approaches hinder joint programmeobjectives. *Action: Dowladkaad Programme will adjust and strengthen the JPLG programme management and coordination to address the challenges such as emerging need for shared knowledge and information, shared resources for greater efficiency and effectiveness, and enhanced collaboration on transversal issues such as resilience building and gender approaches.*

D. Theory of Change (ToC)

Dowladkaab Programme's Theory of Change focuses on fostering social change through ongoing reflection, understanding geographical differences, and tailoring its approach to various states and districts in Somalia.

Context and Challenges

Districts across Somalia, particularly in Jubaland, Hirshabelle, South West State and Galmudug and the Benadir Regional Administration, have been exposed to decades of conflict and natural disasters, leading to massive displacement, service breakdowns, insecurity, poverty, and loss of trust in government institutions. Lacking clear institutional frameworks assigning functional responsibilities and fiscal capabilities as front-line duty bearers, most districts only have rudimentary government and public services, mainly in major secondary cities.

Programme Focus

The programme will emphasize participatory local governance by strengthening functional, inclusive, self-financing, and representative local governments responsive to community needs. The state level Ministries of Interior, in collaboration with MoIFAR, will select priority districts for a graduated governance support approach, considering contextual nuances such as social relations, environmental and infrastructural challenges, poverty levels, and economic strengths.

Implementation Strategy

The Somalia Local Governance Institute (LGI), Federal Member States, and district-level administrations and civil society will implement a hands-on approach with UN agencies providing coaching, targeted work plans, and start-up funding for emerging administrations. FMS Ministries of Interior and MoIFAR will oversee district work plans, fostering government-UN collaboration, emphasizing teamwork, and aiming for sustainability. UN implementation capacity will focus on quality programme delivery and documentation in few selected districts and building LGI, MoIFAR and MoI capabilities to expand coverage through replication.

Theory of Change Statement:

Clarifying Duty Bearers Roles and Responsibilities

- **IF** legal, policy, and regulatory frameworks for decentralization and local governance are in place and enforced, with clear roles and responsibilities defined across government levels to strengthen local government capacity and engage citizens in service delivery, and **IF** state authorities at district, state, and federal levels take full ownership and leadership of local government programme implementation,
- **THEN** state institutions at district and state levels will effectively spearhead decentralization reforms, enhance adaptive capacities, improve coordination and accountability in social service delivery, and contribute to sustainable, democratic governance.

Strengthening Local Governments Capabilities as Frontline Duty Bearers

- **IF** districts' core functions—planning, budgeting, expenditure management, town planning, waste management, resilience planning, and public service provision—are strengthened and consolidated, and **IF** citizens, including women and minorities, are actively engaged in district/urban development planning and budgeting, with their needs prioritized, **IF** local governments establish robust public finance management systems to handle local taxation,

expenditure, and attract intergovernmental fiscal transfers and external funding, with inclusive, transparent, and accountable systems led by LGI capacity-building,
- **THEN** local governments will be better resourced to coordinate their functions and deliver equitable, inclusive, and accountable services.

Empowering Citizens as Right Holders
- **IF** citizens are empowered and sensitized about their rights and responsibilities as "right holders" vis-à-vis local government as "duty-bearers", and **IF** citizens have access to mechanisms for social accountability and grievance redressal, and **IF** citizens can advocate for equitable and effective utilization of public funds,
- **THEN** local governments will gain trust and support of local communities to sustainably drive citizen-oriented development.

BECAUSE local governments and citizens will be enabled to collaborate in strengthening governance, enhancing state legitimacy, rebuilding trust, and advancing responsive and inclusive social service delivery and socio-economic opportunities.

Programme's Outcomes and Outputs:

The programme seeks to achieve the following three outcomes:

Outcome 1: Empowered state institutions at federal, state and district level to effectively spearhead decentralization reforms, enhance adaptive capacities, improve coordination and delivery of social services.

- Output 1.1. Legal, policy and regulatory frameworks and structures for decentralization and local governance are in place and enacted.
- Output 1.2. Strengthened local government capacity with different government levels clearly defined roles and responsibilities to engage citizens and addressing their priorities in service delivery.
  Output 1.3. Government institutions at all tiers of government demonstrate improved coordination and advocacy for institutionalization and resource mobilization.

Oucome 2: Strengthened local governments to efficiently coordinate functions, design and deliver equitable, inclusive, and accountable services.

- Output 2.1. Achieved active citizen engagement and participation process in District/Urban Development Planning and budgeting ensuring people-centered integration in public services.
- Output 2.2. Developed robust public finance management systems established by local governments to manage local taxation, expenditure, and auditing and to attract intergovernmental fiscal transfers and external funding.
- Output 2.3. Empowered local governments to have inclusive, transparent, and accountable systems to deliver decentralized basic services through LGI-led capacity-building.

Outcome 3: Empowered citizens to actively engage in local governance processes, benefitting from accessible social accountability mechanisms and efficient redressal systems, ensuring their concerns are promptly addressed.

- Output 3.1. Engaged citizens, with a focus on women and marginalized groups to practice their rights and perform their responsibilities as "right holders" vis-à-vis local government as "duty-bearers"
- Output 3.2. Developed inclusive mechanisms for social accountability and grievance redressal to be accessible and useable by citizens.
- Output 3.3. Citizens are aware of how resources are utilized, and are able to advocate for equitable allocation and effective utilization of public funds

E. Joint Strengthening Local Governance and decentralized service delivery Dowladkaab Programme. Cycle Modular Approach to Scale Up Local Governance Interventions

A significant lesson from JPLG III highlighted the importance of strategically reimagining and sequencing programme activities and demonstrated that spreading efforts too thinly across many areas can dilute overall impact. Therefore, Dowladkaab Programme adopts a novel modular approach with a predefined sequence of local governance activities in a district that allows for a) simple scalability in more districts depending on funding and b) showcase Dowladkaab Programme when all components come together. Thus, Dowladkaab Programme will initially focus UN implementation capacity on a few selected districts to

ensure high-quality results, effective learning, and thorough documentation. This modular approach ensures that the entire local governance cycle—from strengthening the capacity of local administrations to managing public finances, delivering basic services, urban planning, and implementing accountability tools for citizens—can be coherently delivered in the few target districts and effectively scaled up and replicated by the government to other districts, ultimately leading to more impactful and sustainable local governance. The modular approach primarily prioritizes programme depth over coverage, meaning that the entire local governance cycle, from capacity assessment and building, participatory planning, public finance management, service delivery to civic education and social accountability as well as the associated support package will be rendered to few target districts (1 district per FMS) to allow modularization and scalability (See more annex A Modular Approach and Sequencing)

Local Governance Cycle

The following cycle illustrates how Dowladkaab Programme supports core local governance processes at district level, from participatory planning, to public finance management, implementation, M&E, and knowledge management, all centered around citizens as rights-holders. The local governance cycle is underpinned by creating an enabling environment through support to FMS and FGS decentralization frameworks, and mechanisms . Dowladkaab Programme supports downward and upward accountability, to reinforce a human rights-based approach towards implementation. district administrations as duty-bearers and developes mechanisms for citizens to hold their local administration accountable.
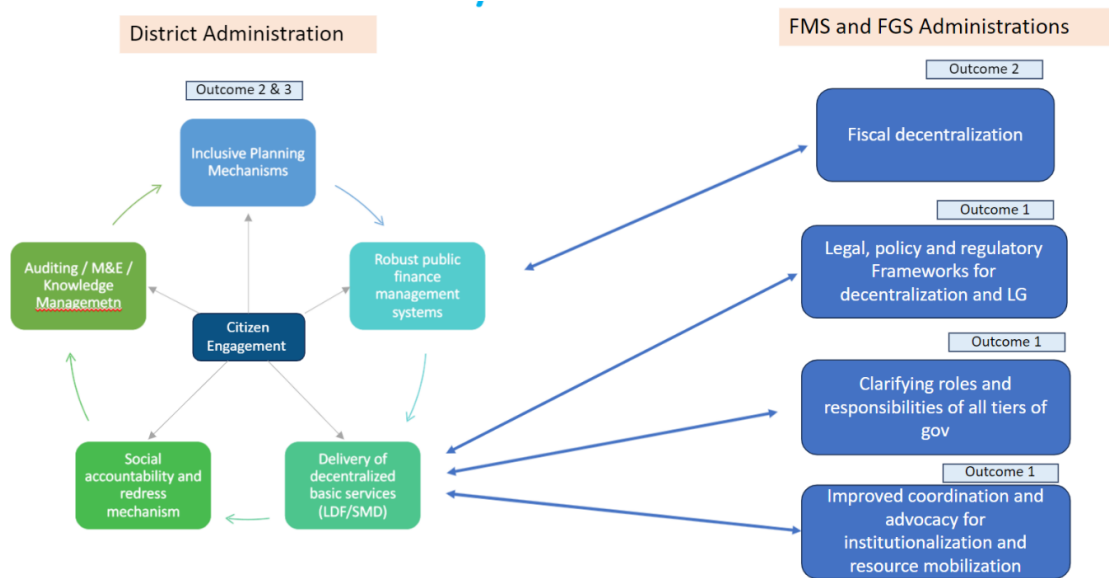
Layers of District Level Interventions to Enhance Local Governance

The Dowladkaab Programme has a clearly defined package of district level interventions in alignment with the local governance cycle (see above) to enhance local governance from capacity assessment of districts, public finance management, delivery of basic services to building social accountability mechanisms for citizens. The layers illustrate the depth of programming for a target district to uphold a rights-based approach in which citizens receive from local government basic social services and can provide their feedback. Emerging as a lesson learned from previous evaluations, the impact of Dowladkaab Programme will be most tangible and visible if all local governance layers are implemented and well sequenced, ensuring depth of programming.
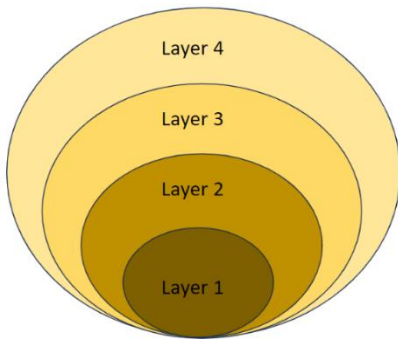
Layer 1: Core: District administration/council (capacity assessment and -building), and District Development Framework (DDF), annual work planning, M&E.

Layer 2: Public Finance Management: taxation; revenue management, budgeting planning, execution and tracking; inter-governmental fiscal transfers.

Layer 3: Duty-bearers deliver on basic services: procurement, grant management (SDM and LDF), public-private partnership, Audit.

Layer 4: Rights-holders claim rights: Grievance- and redress mechanisms, social accountability.

Cross-cutting in all layers: Citizen engagement, gender mainstreaming and social inclusion.

F. Dowladkaab Programme Innovation Highlights

UN JPLG Agencies has been working on local governance since 2008 and has over time introduced innovations for sustainable local government throughout Somalia. The programme has recognized that a 'one size fits all' approach in the design and implementation of sequenced interventions is not effective as different state and district circumstances present different challenges and require different approaches. While many aspects of the programme are building on previous gains, several innovations are proposed to increase the sustainability of Local Governance in Somalia beyond the international support that is now provided.

The programme will enhance inclusive and decentralised governance and continue applying a principled approach with a special focus on '*Leaving No One Behind*'. The applied consultation and participatory processes will include, for the first time, comprehensive accountability measures ensuring responsive local governments. This will be further enhanced by *citizen engagement platforms* and *grievance mechanism*s. Local government processes and service delivery also will incorporate enhanced inclusiveness and *gender responsiveness* through the establishment of quotas and equalisation of delivery.

In Somaliland and Puntland, the programme has made substantial gains in advancing local governance and service delivery. The logical next step that follows is a greater focus on the institutionalisation and sustainability of the systems and structures that were created before. For this reason a *Graduation Strategy and Exit Plan* will be developed, together with the Local Government Institutions.

Other strategies such as increased accountability, efficiency, effectiveness, and transparency of the government services is intended by introducing *digitalisation* in local government services. These and other IT based technologies will help improve and increase access to local government services and revenues. *Community monitoring* groups will be established to increase accountability in decision making processes and resource allocations. Eventually the capacity to collect, record and present data through digital means will be fully available to all levels of government.

Supporting new *domestic revenue -raising approaches*, and the implementation of local revenue raising methods will be further developed, in line with legislation developed in JPLG-III. Studies will be made to support the establishment of public private partnerships for service delivery.

The Dowladkaab Programme now more than ever before will be a joint effort co-led by the Government. For this reason *MoIFAR* will increasingly take more *responsibility* in *coordination*, Monitoring and Evaluation, knowledge development, fund raising, while the role of the UN agencies will be reduced with a focus on areas that are within the core business of these agencies and building MoIFAR and MoI in FMS to expand coverage through replication. The role of the LGI and Mayors Forum equally will increase to be on the frontline in the facilitation of local capacities and capabilities. A national Co-coordinator for JPLG will be recruited who will function within MoIFAR.

Key areas delivered in the past by UN agencies, such as capacity building of government institutions, Social Development Mechanisms, Local Development Funds and Public Finance Managment will remain, however early within the programme an inclusive review will be done.

The *UN Evaluation Group* will be asked to lead a comprehensive evaluation after 15 years support to LG development in Somalia, in order to draw lessons, help develop a national M&E framework for LG including recommendations for a sustainable, future proof support structure to build and maintain Local Government in the Federation.

As JPLG never was able to build on a guaranteed financial envelope, the Dowladkaab programme has adopted a so-called *modular* approach, whereby the delivery of support per module is clearer. Within the Results Framework some calculations are provided about the costs for one district to graduate from the so-called "early recovery" pre DC formation towards a fully functional district. This also will require a refelection with the Graduation Strategy to develop early during the programme.

Dowladkaab Programme has been requested, in line with both Government, UN and International Partners to dedicate an urgency to include climate change adaptation strategies as a key priority in building local governance in districts and FMS's. Also, in so far not already implemented JPLG will assist the introduction of DRR/ CBDRM within the District and FMS plans.

G. Programme Implementation

Acknowledging the diversity and complexity within and between Federal Member States, the implementation of Dowladkaab Programme from 2024 onwards will focus on what the programme did and does best. Therefore, the JPLG "toolbox" has been cleaned up and the following methods and modules selected to apply with the ultimate purpose to have fully functional, effective and responsive local governments as duty-bearers, capable to collect local revenues, manage public finances, deliver essential services, plan, and maintain key infrastructure and empowered citizens to hold their local authorities accountable. Also, the government's ownership will be enhanced, and the role of the participating agencies: UNDP, UN-Habitat and UNICEF will gradually reduce to technical assistance, process facilitation, programme administration and quality assurance and liaison with sources of knowledge and information.

Below are the programme components that will be implemented by Dowladkaab Programme.
Districts will undergo a series of pre-designed steps. Assigned representatives and staff will undergo trainings and tailor-made training, coaching and capacity building exercises. The main categorization of Districts will be the following:
a) Districts with local council and DDF - mostly in SL and PL and districts in the FMS
b) Districts with local council but without DDF - These are most often in the southern and central member states.
c) Districts without local council and without DDF but with interim administration - equally mostly in the 5 FMS's and BRA.

Support Actions Summary
Category A: Districts with Council, Administration, Framework, Capacity, and Finance

- **Final Assessment:** Evaluate economic and social opportunities and challenges.
- **Punctual Assistance:** Provide sector-specific support.
- **Graduation Strategy:** Develop during phase IV, transitioning to Knowledge Partner role.
- **Budget Allocation:** Ensure FMS budgets include funding for MoI, LGI, and district activities.
- **Social Accountability:** Provide technical assistance institutionalize civic education to establish social audit and grievance redress mechanism.
- **Withdrawal:** Halt sector support and local development fund disbursements.

Category B: Districts with Administration and Council but No Development Framework

- **Training and Coaching Domains:** Administration, planning, social affairs, public works, local leadership, office management, human resources, gender training, and the whole Public Finance Management at the district level (PFM).
- **Implementation:** Conducted by LGIs in Mogadishu, Garowe, and Hargeisa, supported by State ministries.
- **PFM Capacity Improvement:** Enhance tax and expenditure management, budget credibility, accountability, and transparency, with support for public finance policy, auditing, budget preparation, and execution (HACT deployed as capacity building toolkit).
- **Social Accountability:** Provide funding for LNGO implementation of civic education and social audit mechanism. Establish with MoI and local administrations grievance redress mechanisms.

Category C: Districts Without Interim or Newly Established Administration

- **Support Scope:** Outside Dowladkaab Programme purview, supported by stabilization and community recovery programs for infrastructure and peace dialogues.
- **District Development Framework (DDF):** Developed for five years by State Ministries with quality control aligned with multiyear development plans.
- **District Council Establishment:** Focus on leadership training, gender, and minority representation.
- **Social Accountability:** Provide funding for LNGO implementation of civic education and inclusive participatory planning as first step into expanding an agenda of social accountability.

Local Development Fund (LDF) for category B & C

- **Assessment:** Based on capacity and participatory process of district development priorities.
- **Priority:** Given to districts demonstrating local co-funding through a transparent procurement process.

Social Development Mechanisms (SDM) for category B & C
- **Key Social Services:** Education, Health, and WASH, supported through district-level investments and sector line ministries.

Revenue Management and Fiscal Decentralization for category B & C

- **Strategies:** Address revenue loss, improve own source revenue management, introduce new sources, streamline expenditure management and financial reporting
- **Support:** Dowladkaab Programme will promote fiscal decentralization reforms, revenue-sharing mechanisms, and fair intergovernmental fiscal relations.

Other subjects also can be added to this.

Local Governance Institute (LGI) Overview:
On the federal level, an LGI has been established, with similar institutions in Puntland and Somaliland. These Knowledge Institutions lead district capacity building through LGI Teams, comprising Somali experts such as former mayors, DGs, senior officials, and JPLG consultants.

LGI Team Activities:
- **Diagnostic Analysis:** Identify issues needing intervention.
- **Municipal Institution Support:** Develop organograms, budgets, revenue strategies, public consultation workplans, procurement plans, asset databases, and public works management systems.
- **Capacity and Systems Gaps:** Identify and address gaps with short, medium, and long-term strategies.

Dowladkaab Programme Collaboration:
- **Institutionalization of LGIs:** Partner with MoIFAR and FMS MoIs to develop and systematize a curriculum for new district administrations and councils.

Curriculum Includes:
- **Legislation and Procedures:** Governing decentralization.
- **Budget Cycle and Finance:** Public finance, revenue, taxation, and annual planning for local budgeting.
- **Management:** Human resources, administrative, and sector-specific management.
- **Participation and Rights:** Promoting people's participation, social accountability, grievance redress mechanism, human rights, children's rights, and women's rights.
- **Leadership and management:** Transformative leadeship for local councils and administration and managing differences.
- **Disaster Preparedness:** Risk preparedness and response strategies.

The LGI will develop a plan that aims at full autonomy and linked within the government and with academia. Ultimately the LGI will be the institute of choice to deliver the necessary training for local councillors, Mayors and administrators and aims at full financial autonomy.

Key Results

Dowladkaab Programme Key Prerequisites for Good Governance

1. **Building Integrity**
    o   Emphasizes integrity, accountability, transparency, inclusion, participation, and sustainability.
    o   Establishes checks and balances, feedback, and control systems for stable and effective institutions.
2. **Empowering Voices for Inclusion and Oversight**
    o   Adopts a rights-based approach, ensuring active citizen participation in governance.
    o   Supports citizen involvement in identifying priorities, planning, and budgeting.
    o   Establishes social audits and grievance redress mechanisms for accountability.
3. **Building Institutions**
    o   Ensures effective legal mandates, functional and fiscal responsibilities and governance mechanisms.
    o   Implements District Development Frameworks (DDF) with citizen participation.
    o   Establishes tax collection and PFM capabilities to deliver assign legal mandates and responsibilities as duty-bearers.
4. **Decentralizing Service Delivery**
    o   Transfers service delivery responsibilities to local governments and communities.
    o   Enhances efficiency, effectiveness, and responsiveness of services in line with local priorities and the SDGs.
5. **Climate Change Adaptation and Disaster Risk Management**
    o   Prioritizes local investments in climate change adaptation and resilience.
    o   Resilient infrastructure for improved service delivery
    o   Incorporates adaptation and preparedness into annual district plans for greater resilience to shocks.

H. Sustainability

Dowladkaab Programme recognizes the need for ongoing local government programming support across Somalia, however its primary goal now is to foster sustainable and viable local government capabilities for Somali institutions to expand coverage by replication. This entails building upstream state capabilities to address present-day issues, support the expansion of local government programming across the country and anticipate future complexity originating from changing policies and priorities. Equally the desired sustainability extends to the economic and social domain by ensuring local governments capabilities are leverage for implementation programmes currently done by NGOs.

Institutional Capacity For The New Strategy

Dowladkaab Programme collaborates closely with various government levels, including:

Ministry of Interior, Federal Affairs, and Reconciliation (MOIFAR)

*   **State-level Ministries of Interiors (MOIs)**
*   **Local Government Associations – ALGAPL, ALGASL, Ministries of Interiors and Champions Offices in Vice Presidents' offices in Somaliland (SL) and Puntland (PL)**

These partnerships strengthen structures and promote a unified approach to governance. Notable achievements include the growth of the Local Governance Institute (LGI) with new facilities in Hargeisa, Garowe and Mogadishu and branches across all southern states. LGI's curriculum, developed over 15 years, is pivotal for advancing local governance.

Dowladkaab Programme strategy also involves:

*   **Ministry of Planning** to align district planning (DDF) with higher-level development frameworks (FMS - State Development Plan SDP and FGS NTP)
*   **Sector Ministries (Public Works, Health, Education)** and **Ministry of Finance** at federal and state levels.
*   **Mayors Forum** and **FMS Associations for Local Governments**.

To establish local governments as viable implementing partners for external assistance, PFM capacity building will align with the Harmonized Approach to Cash Transfer (HACT), managing cash transfers from UN agencies to government partners and CSOs. HACT includes capacity assessments, audits, and monitoring visits, ensuring fund use and identifying capacity gaps. Dowladkaab Programme expands HACT to all three UN Agencies and collaborating with Offices of the Auditors General.

4. Alignment With The UNSDCF

Relevant Strategies and Planning Frameworks

Dowladkaab Programme aligns with UNSDCF Somalia strategic priorities 1 and 4: Inclusive Politics and Reconciliation, and Social Development.

International Frameworks

Dowladkaab Programme aligns with global frameworks, contributing to: Localizing the Sustainable Development Goals (SDGs); Addis Ababa Action Agenda on Finance for Development; New Urban Agenda; UNSF Outcome 2.3

National Frameworks:

At the national level, Dowladkaab Programme supports: National Development Plan (NDP-9); Somalia Stabilization Strategy; Comprehensive Approach to Security (CAS); Wadajir Framework for District Council Formation (DCF).
These alignments ensure interventions address local government and community needs for impactful, sustainable outcomes.

Federal Member State (FMS) Level:

Dowladkaab Programme supports decentralization policies, including developing policies, laws, and strategies for decentralization, reviewing and amending Local Government Laws, developing sector decentralization strategies for health, water, education, and roads, advocating for increased funding for devolved functions. Dowladkaab Programme also supports transparent transfer mechanisms, domestic revenue mobilization, fiscal decentralization strategies, and urban management laws.

Key Achievements

- Supported new five-year district development frameworks, district profiles, urban profiles, and regulatory frameworks for Mogadishu and Hargeisa
- Developed DDFs in six FMS districts: Warsheikh, Dinsoor, Hudur, Berdale, Afmadow, and South Galkaio
- Supported the establishment of uniform legal and policy frameworks in Galmudug, Hirshabelle, Southwest, and Jubaland States
- Developed Federal Decentralization Policy, Fiscal Decentralization Policy, Federal LGI Act, and Gender Strategy and Policy

5. Complementarity With Existing Programmes and Partnerships

Design of Dowladkaab Programme

The design of Dowladkaab Programme passed through an extensive process of reiterated consultations that started in late 2022 uniting government agencies and ministries, , donor representatives, and UN agencies. Lack of focus, partial loss of donor support and rotation on key staff lead to delays during 2023 and a reconsideration of the future for JPLG was required.

At the start of 2024, MoIFAR and key donors took the lead requesting UN agencies to redefine the JPLG programme by refocusing on several key priorities. All together the lengthy design process involved meetings, presentations, and one-on-one engagements to gather insights and recommendations. Somali Authorities and counterparts played a vital role, aligning the project with national priorities and addressing local government challenges. Donors and development partners were engaged for their perspectives and support.

In the implementation phase, a strategy will be adopted to maintain open communication, regular dialogue, and consultation mechanisms with partners. Stakeholders continue to contribute to decision-making and provide feedback, enabling adaptive management. Ongoing consultations and joint reviews assess progress, identify challenges, and foster collaboration. This approach ensures Dowladkaab Programme will remain responsive and fosters shared responsibility. Engaging diverse stakeholders maximizes Dowladkaab Programme impact and sustainability. By involving Somali authorities, donors, partners, and civil society, the programme benefits from diverse perspectives and local expertise, promoting good governance and sustainable development. The collaborative process and engagement strategy exemplify Dowladkaab Programme's commitment to inclusiveness, partnership, and local ownership. It ensures the programme meets community needs and contributes to long-term development and stability in Somalia.

Complementarity of Partners

Drawing from past JPLG experiences in the North, successful implementation of local governance programs in the South necessitates effective collaboration among all stakeholders, including government, donors, and international and national implementing partners. Previous shortcomings in leadership led to disarray, hampering local government services, especially in the South.

Dowladkaab Programme recommends aligning efforts and district selection criteria among MOIFAR, MoIs, The Nordic Institutional Support Foundation (NIS Foundation), Somalia Stability Fund (SSF), Finish Church Aid (FCA), and USAID's People Centered Governance (PCG) partners. This collaborative process should establish a shared understanding of timings, tasks, and functions. Dowladkaab Programme will closely collaborate with Stabilization actors funded by past JPLG donors, such as NIS Foundation and FCA, addressing various issues in the ToC, including community reconciliation, human rights-based approaches, and democratization. It will coordinate with SSF and USAID's PCG partners in the newly established Local Governance Workgroup. Dowladkaab Programme can also aid a secretariat for the WG in the new Aid Architecture to institutionalize a "Unity of Action." This harmonized approach ensures common objectives, promoting improved coordination and efficient resource allocation, ultimately enhancing service delivery and functionality in selected districts.

In harmonizing and coordinating plans of MOIFAR, FGS to local governance programs across the country, MOIFAR will:

- Strengthen coordination and oversight functions of MoIFAR (to ensure local governance programs are not competing but complementing) by strengthening the two major platforms of National Local Governance Coordination Meeting and Somalia Mayors Forum.
- Consider equity in planning and programming. Leave no one behind, this includes ensuring all local governance programs are balanced in the country including SL and PL.
- Operationalize LGI to help fully coordinate all training-related functions. This will enable all local government actors to use LGIs in all the local government-related training.
- Regular coordination and review sessions for all local governance programmes to improve efficiency, eliminate possible duplication and ensure value for money.
- Strong M&E and joint monitoring to gauge progress and provide instant corrective measures.

Summary of Existing Interventions in Local Governance

Project name and duration	Donor and budget	Project focus	Difference from/ complementarity to current proposal
Somali Stabilization Fund III (SSF) 5 years	SSF, Budget still to be determined	Stabilization and governance activities	Supports district formation and peacebuilding initiatives implemented by a.o NIS
Transition Initiatives for Stabilization (TIS) 3	USAID	Transition Initiatives for Stabilization 3 (TIS3) and governance	Supports district formation, peace building and infrastructure development (various local NGO's and contractors)
People Centred Governance (PCG), 5 years	USAID, $40 m	Local governance support in the Southern FMS's	PCG will support district formation and will coordinate with Dowladkaab Programme in a projected 8 districts
Finnish Church Aid (FCA) Local Governance Support Programme	SIDA, Sweden	Stabilization, peacebuilding and local governance formation activities	Support to district council formation and peacebuilding initiatives
Strengthening Community Institutions for Social Cohesion, Inclusion, and Resilience "Bulsho" 10 years programme 2 phases	World Bank $160m	Focus on hard-to-reach districts through strengthening community institutions for social cohesion, inclusion and resilience	Grant to support Somalia's continue reform efforts after HIPC Completion Point to bring benefits of access to long term development finance to citizens and efficient resource management and economic development.
Saameynta, Scaling-Up Solutions to Displacement in Somalia, 4 Years	SJF, $18.8 M	Promote the sustainable integration of displaced communities in urban areas by empowering governments to leverage value generated by urbanization and urban infrastructure investment and to increase DACs' self-reliance and access to sustainable basic	Saameynta will support national revenue and service delivery and provide local level political-economy analysis and advice to municipalities on tax collection practices in a transparent and accountable manner. In addition, CONSUL, a virtual digital platform promoted by the project use digital technology to develop participatory budgets for service delivery. It is expected that this will boost efficiency, quality and access of service delivery, bolster government-citizen

		services in three Somali cities (Baidoa, Bossaso and Beletweyne)	interactions, and modernize core government operations.

6. Programme Management

A. Participating Organizations and Implementing Partners.

The Ministry of Interior, Federal Affairs and Reconciliation (MoIFAR) will co-coordinate the programme and host key functions and institutional delivery functions. Dowladkaab Programme will also benefit from the long-term experience of three UN implementing agencies of JPLG (UNDP, UN-Habitat and UNICEF) with proven capacity to deliver in Somalia and awareness of their complementary mandates and technical expertise in local governance and decentralized service delivery.

B. Participating Organizations

MoIFAR will lead on its core mandate within the Somalia Executive following its legal and constitutional mandate. Following the Wadajir framework, it also will lead the knowledge coordination and dissemination on local governance through its legal role within the Federation in relation to state ministries. Knowledge dissemination will be done through the Local Governance Institute that is hosted by MoIFAR. In addition to the UN agencies M&E responsibility, an integrated M&E function will be jointly developed with all partners and hosted by MoIFAR. MoIFAR will be instrumental in ensuring robust coordination to steer and guide the support actions throughout the territory on local governance. MoIFAR will lead on indicating the priorities in close concert with the agencies during regular technical working groups.

Within the programme and in coordination with LGIs and other agencies;

UNDP leads on capacity support and development on district and federal levels, legal and policy formulations, decentralization dialogue, digital transformation, support to State Ministries of Interior and support in citizen engagement and youth and women empowerment. UNDP also will support procurement, infrastructure investments (and labour-based technologies), and private sector engagement. UNDP among the UN agencies will remain the lead financial and administrative agency and will communicate regularly the status of finances and contracts.

UN-Habitat provides the leading technical support to infrastructure development including feasibility study, municipal management and urban and territorial planning. UN-Habitat will take lead in the strengthening of inter-governmental fiscal transfer mechanisms, taxation, domestic resource mobilisation, and macro-financial policy dialogue and will coordinate with UNICEF on fiscal decentralisation strategy and district level PFM including expenditure tracking, budget transparency and accountability and HACT capacity-building.

UNICEF leads on service delivery in health, water, and education in terms of policy, grant mechanism (SDM), and capacity support as well as a strong focus on citizens engagement through civic education, inclusive participatory planning and social audits and grievance mechanisms and empowering the voices of women, youth, children and minorities and marginalized groups.

The areas on managing the capacity and disbursement of Local Development Funds, in so far districts will become eligible for receiving these will be agreed through the Annual Work Plans and depend on existing government and UN systems. Budget allocations per organization will be based on Annual Work Plans as agreed by stakeholders, previous expenditure, and proven capacity to deliver. The lead agency will also establish an online collaboration platform to maintain facilitate programme coordination and collaboration among UN agencies and stakeholders and retain appropriate programme filling and knowledge management.

C. Governance Arrangements and Coordination

The Programme Steering Committee (PSC) is the highest authority within the Joint Programme's governance structure. The PSC is responsible for providing overall strategic direction to ensure that the project's objectives are met, that progress is achieved against set targets, and that risks and issues are adequately addressed through management actions. The PSC will be convened twice a year: once halfway through the year for a Review Meeting, where progress, challenges and risks will be discussed, and once at the end of the year for Approval Meeting, where workplans for the coming year will be discussed and approved.

The PSC will be co-chaired by the Resident Representatives of UNDP, UNICEF, UN-Habitat and the Minister of MoIFAR ('voting members') as proposed in the guidelines for UN joint programmes being financed by Multi Donor Trust Funds. The PSC will be composed of representatives of the donors, government (Ministers from the FMS), and civil society organizations ('non-voting members') such as representatives from Somalia NGO forum, the Local Government Associations and Mayor's Forum. The SJF representatives will participate as being the MPTF delegate, donor partners and contributors to the fund will also participate. Representation in the PSC can also be delegated to the level of Deputy Representative. The PSC also can be convened on an ad-hoc basis at the request of any of the members through the Dowladkaab Programme Co-coordinator who act as secretary of the PSC.

A Programme Management Team (PMT) encompassing the MOIFAR DG and the UN agencies Portfolio Managers (from UNDP, UNICEF and UN Habitat) will be convened on a regular basis with the UN and MOIFAR Programme Coordinators to discuss implementation progress, challenges, and opportunities and to ensure covering all implementation perspectives of the programme and feeding/ reporting to Co-Chairs.

Technical Implementation Group (TIG) will be established as necessary to support project implementation. There will be one TIG established for the overall project implementation with technical level representation from the FGS MOIFAR and the three PUNOs. Membership of the TIG maybe expanded as needed. Furthermore,

The Dowladkaab UN Programme Coordinator in conjunction with MOIFAR will also organise, on an informal basis, at least once a year, a strategic discussion meeting in the context of SJF with contributing donors and government partners. The purpose of these meetings is to come to a shared understanding of the (changed) implementation environment and explore, if necessary, options for adaptation.

An international local governance and programme manager expert with exclusive dedication as Dowladkaab UN Programme Coordinator will be hired to provide secretariat support to PSC, technical strategic direction and programme management leadership to Dowladkaab Programme. UNDP, UNICEF and UN-Habitat will have their respective Focal Points/coordinators to provide technical and operational support. UNDP, UNICEF and UN-Habitat will each hire staff appropriate for the implementation of the activities within their respective areas of responsibility. The core designated team from UNDP, UNICEF and UN-Habitat will maintain close coordination with key stakeholders, including Government Ministries and Departments, CSOs and other partners. All Dowladkaab Programme funded staff will travel frequently to field sites as part of their regular duties.

D. Schematic View of The Management Structure:
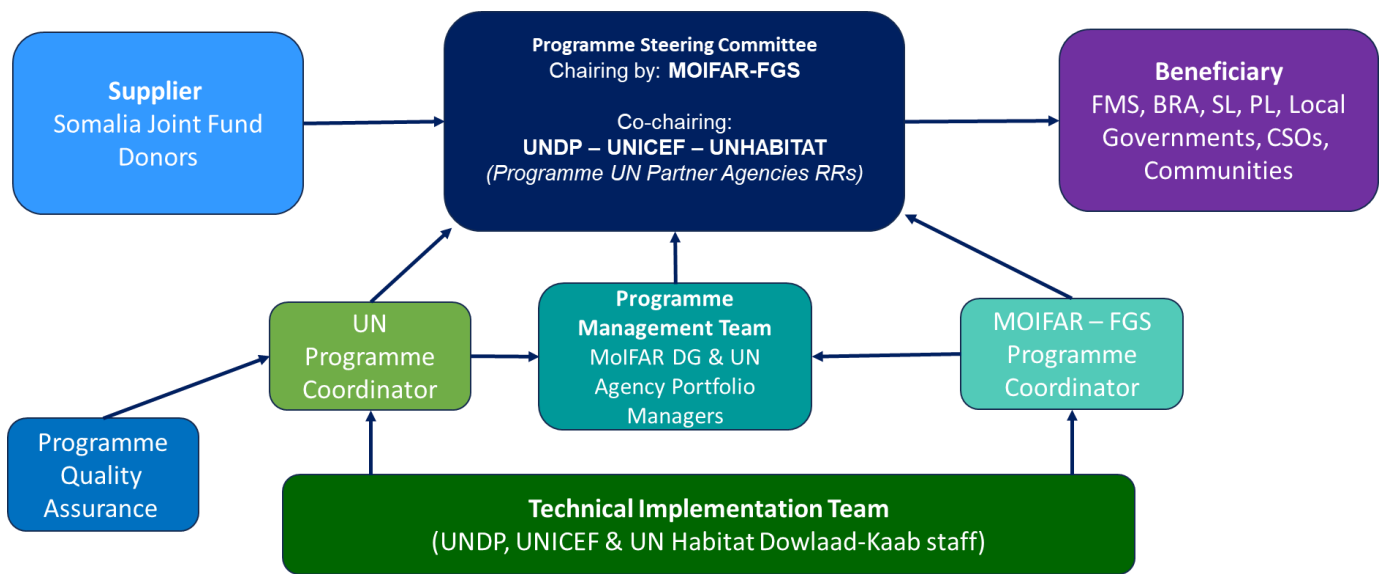
7. Risk Management (See Annex II)

The success of the Dowladkaab Programme is subject to various risks that may impact its implementation. These risks are assessed based on their likelihood, severity, and potential impact on the project's objectives. Risk management strategies are put in place to mitigate and address these risks throughout the duration of the project. The following risks are identified.

Political Instability and Insecurity: (High risk, High severity)

The ongoing political instability and security challenges in Somalia pose a significant risk to the success of the programme. The likelihood of political stalemate, disruptions, conflicts, or changes in government priorities can severely delay or disrupt implementation of programme activities. Risk management includes close coordination with relevant authorities, monitoring the security situation, and adapting strategies to ensure the safety of project stakeholders.

Limited Capacity and Institutional Weakness: (Medium risk, Medium severity)

The limited capacity and institutional weaknesses within local governments and partner institutions may hinder the effective implementation of Dowladkaab Programme due to delays, resource inefficiencies, slow decision-making, and limitations to scaling up programme components. This risk involves challenges related to human resources, administrative systems, and governance structures. Mitigation measures include capacity building programs, technical assistance, and institutional strengthening initiatives to enhance the capabilities of local institutions.

Socio-cultural and Gender Barriers: (Medium risk, Medium severity)

Social norms, inequitable access to resources, political exclusion, conflicts, and displacement perpetuate socio-economic marginalization and gender inequality. The consequences can include lack of ownership and buy/in to programme components, inequitable access to decentralised service delivery, obstacles to inclusive governance and social development, and overall reduced programme effectiveness. Limited participation of women and marginalized groups in decision-making processes may undermine the programme's core objectives. Risk management entails implementing targeted interventions to promote gender equality, engaging with local communities to address cultural barriers, and ensuring the meaningful inclusion of all segments of society in the entire local governance cycle.

Protection Considerations

Dowladkaab Programme recognizes the importance of protection considerations for all individuals engaged in the program, both at grassroots levels and high visibility levels. Measures are in place to ensure the safety, well-being, and dignity of project beneficiaries, including vulnerable groups. Protection mainstreaming is integrated into programme activities, with attention given to the prevention of any harm, discrimination, or abuse. Community engagement, awareness-raising, and training initiatives are employed to promote a protective environment and to address any protection concerns that may arise.

Corruption and Mismanagement: (Medium risk, Medium severity)

Corruption poses a significant risk to the success and credibility of the project. It can undermine transparency, accountability, and the efficient use of resources. Dowladkaab Programme is committed to preventing corruption through robust anti-corruption measures, including proper financial management, regular audits, and adherence to ethical standards. Dowladkaab Programme will deploy HACT, an operational framework, emphasizing a standardized and nationally owned approach to requesting cash and reporting its utilization. HACT plays a fundamental role in promoting good governance by instilling accountability, transparency, and efficiency in the utilization of financial resources, ensuring that funds are directed toward their intended purposes. The HACT approach includes: micro-assessments, audits, spot checks, regular monitoring visits, and strengthened institutional state capacity for effective financial management that act as prevention of corruption. All project stakeholders are responsible for upholding integrity and reporting any suspected cases of corruption.

Responsibility for Risk Management/Mitigation

The responsibility for risk management and mitigation is shared among all project stakeholders. Downladkaab Programme's UN Agencies, along with government counterparts and relevant authorities, collaborate closely to identify, assess, and address risks throughout the project lifecycle. Risk management plans are developed, and regular monitoring and evaluation mechanisms are in place to track progress and adapt strategies as necessary. The UN Agencies assume joint responsibility for risk management, working together to ensure the successful implementation of Dowladkaab Programme while minimizing risks and maximizing positive outcomes.

8. Monitoring, Evaluation and Reporting

Monitoring & Evaluation

For Dowladkaab Programme, the monitoring and evaluation approach continue to focus on programmeoutcomes and impact. While in earlier phases the UN agencies that were involved in JPLG led the M&E functionality, Dowlaad-Kaab programme agrees now for a greater role for the lead Ministry MoIFAR, and participating UN agencies providing additional information and punctual support and inputs following their specific areas of expertise.

The approach will continue to link field monitoring to strategic objectives and use and apply specific indicators to measure outcomes and impacts. The programme will be monitored throughout its duration and reviewed substantively on a semi-annual basis, following the requirements of the UN Country Team (UNCT) Somalia.

After 15 years of implementing a Joint Programme for Local Governance in Somalia a critical need has been raised by both government and participating UN agencies to strengthen the capacity and capabilities of the federal, state and local governments to monitor, evaluate and institutionalize learning, more than before. As the government has the obligation to report towards the national and international planning frameworks and increase the capabilities to better coordinate between the efforts of a great variety partners in many areas and sectors, the enhancement of M&E functions and tasks is considered crucial.

It's for this reason that a support will be requested to the UN Evaluation Group (UNEG) to implement an evaluation of the local governance efforts in Somalia and help to design a robust and future proof monitoring and evaluation mechanism that responds to both Somalia's institutional needs for M&E and the obligation of the UN agencies to report internally, to the MPTF and to the UNCF and UNSDCF.

To ensure effective and comprehensive monitoring and evaluation, the following guiding elements will be employed:

1. A logframe (M&E framework) that defines outcomes and outputs, along with associated indicators and means of verification.
2. A Monitoring & Evaluation Plan scheduling all major communications and M&E activities, including surveys, studies, assessments, reviews, evaluations, and specific M&E capacity-building exercises.
3. A Monitoring & Evaluation System employing common tools and templates, as far as possible, applicable to the participating UN organizations and their implementing agents or sub-contracts.
4. Dowladkaab Programme will employ four main reporting mechanisms: monthly updates, six monthly reports with work plans, annual reports and work plans, and ad-hoc field visit reports. These mechanisms will ensure continuous tracking of progress and facilitate necessary adjustments.
5. As indicated above Government actors will also be supported to undertake monitoring and local governments will all be required to submit reports.

In addition to these reporting tools, Dowladkaab Programme will conduct periodic reviews, including bi-annual reviews, a process evaluation at the end of the first year of implementation, a mid-term and a final evaluation near the end of 2026, and thematic reviews as needed. These reviews will assess the program's progress, achievements, and challenges, and help inform subsequent work plans.

Third-party monitoring in line with the guidance of UNEG will be encouraged to strengthen control mechanisms and verify outcome data and information collected by Dowlaad-Kaab agencies.

Reporting

Type of report	Date of submission
Semi-annual project progress report to SJF Secretariat	July 15, 2025, 2026, 2027, 2028
Annual project narrative report to SJF Secretariat	February 10, 2025, 2026, 2027, 2028
Final narrative progress reoprt to SJF Secretariat	within 3 months upon completion
Annual expenditure reports to MPTF Office through UNEX	April 30, 2025, 2026, 2027, 2028
Quarterly expenditures report to the MPTF Office	Quarterly
Final consolidated financial reports to the MPTF Office	Upon completition of programme

9. Cross-Cutting Issues and Principles

To promote gender equality and women empowerment

In Somalia, gender inequality and discrimination pose significant challenges. Women and girls face discrimination in education, employment, and politics, leading to low rankings on global gender equality scales. Additionally, ethnic minorities encounter marginalization, with their voices often excluded from decision-making processes, making them vulnerable to neglect and abuse. Dowladkaab Programme recognizes the complexity of these issues, addressing the intersecting forms of exclusion that affect marginalized individuals.

To combat gender inequality, strengthening local governance in Somalia is crucial. Responsive local governments play a vital role in fostering inclusivity, ensuring the rights of all citizens, including women and minorities, are upheld. Gender equality should permeate all aspects of governance, from identification to assessment, to planning, budgeting, service delivery and social accountability and grievance mechanisms, ensuring the equitable and comprehensive representation of voices of all citizens, regardless of their gender. Moreover, local governments must respect the rights of minorities and involve them in decisions affecting their lives. By promoting inclusivity and addressing inequality, local governments can contribute to building resilient and sustainable Somali communities. Simultaneously, engaging with local communities is essential to dismantling structural barriers to gender equality, such as entrenched social norms.

To promote human rights and the protection of vulnerable groups

Promoting human rights and protecting vulnerable groups requires broader civic engagement and a two-way dialogue that includes empowered communities and diverse civil society actors. While Dowladkaab Programme is making efforts in gender mainstreaming and social inclusion, further work is needed to develop a comprehensive strategy involving state, non-state, and religious actors to promote the participation of women and other minorities and their priorities in local governance, aligned with a rights-based approach. It is important to recognize that good governance goes beyond service delivery and emphasizes the active involvement of citizens. Previous approaches by JPLG are insufficient, and there is a need to adopt transformative approaches and form a coalition to address these structural challenges effectively.

To reduce exclusion ("Leave No One Behind")

Improving inclusion and reducing exclusion of individuals and groups is recognized as a crucial principle in local politics and governance. Puntland and South West State have demonstrated real political commitment towards greater inclusion of women and youth by local governments in some areas. However, further efforts are required to fully address the inclusion of minorities and displaced populations. Regretfully Somaliland experienced setbacks in terms of gender inclusion, indicating a regression in this area. To promote inclusive governance, it is imperative to continue advocating for the meaningful participation of all segments of society and ensure that no one is left behind in decision-making processes.

To facilitate and/or strengthen social contract mechanisms between the state and groups of population and to ensure accountability in people's lives and in the functioning of institutions at national and local levels

To strengthen the social contract and promote accountability at local and national levels, Dowladkaab Programme considers a customized approach in all target locations and interventions. This may involve implementing various mechanisms, such as social audits, community scorecards, or establishing grievance redress mechanisms. This comprehensive strategy includes coaching, targeted work plans, initial funding for emerging local governments, and the development of district work plans overseen by Ministries of Interior. The goal is to foster collaboration between government tiers and cultivate steadfast political commitment, especially in the face of ongoing security challenges.

Once District Councils (DCs) are established, a range of support options becomes available, including policy reform, planning, civic engagement, capacity building, and service delivery. Each DC will receive tailored support based on its performance and categorization. Annual assessments will determine a district's readiness to progress to the next support level. Coordinated assistance by cohesive teams will ensure seamless collaboration between UN entities and government bodies, enhancing the effectiveness of service delivery efforts.

To address root causes of climate fragility and climate-related conflict dynamics in target areas

Climate change poses now significant challenges to populations, and in consequence also local governments in Somalia. Its effects on food security, water (droughts and floods), migration, and resulting natural disasters have already had a significant impact on lives and livelihoods indirectly and directly. Climate change also tests the relevance of local governments by demonstrating its responses to the effects within the environment and the impact on people's dwellings and livelihoods. While adaptation to climate change will continue to become more important, Dowladkaab Programme principally will focus on strengthening the local governments to strengthen its capacities and capabilities in general. This includes also to better assess

and manage risks by a DRR approach, and by searching collaboration with initiatives that address the adaptation to climate change.

To implement the humanitarian-development-peace Nexus (HDP Nexus)

Dowladkaab Programme is aware of the causes and effects of the multiple humanitarian crises in Somalia and pursues addressing the root causes. Local governments are the primary emergency responders, and the programme aims at strengthening their capacities and capabilities: by promoting cross-sector collaboration among stakeholders. Dowladkaab Programme prioritizes fostering civic dialogue between communities and local authorities and between communities themselves as well as promoting equitable access to basic services such as WASH, health and education thereby solidifying social cohesion and development at grassroots and local level.

The programme challenges humanitarians to transcend their codified rapid response approaches driven by external actors and hand over to long term strategies aimed at sustainability and peace through cross sector collaboration.

10. Communications and Visibility

The Dowladkaab Programme communication strategy has three primary goals:
1. Showcase and promote progress in achieving the program's vision of accountable, inclusive, gender-equitable, and democratic local governance structures and practices.
2. Foster cooperation and effective communication among stakeholders involved in the local governance process.
3. Enhance public engagement and integrate Dowladkaab Programme programme results within the broader Somali state-building context.

To achieve these goals, the Dowladkaab Programme communication strategy will focus on the following:

Engaging specific audiences within and beyond Somalia. The strategy will highlight the results and impact of the program's activities, emphasizing the synergistic benefits of this partnership in strengthening local governments and fostering greater confidence, recognition, and trust in government institutions. The strategy will also emphasize the tangible improvements in the lives of Somalis resulting from Dowladkaab-supported, government-led, decentralized, accountable, and transparent service delivery.

Establishing other platforms and channels for communication and coordination among stakeholders. These initiatives will facilitate the sharing of best practices and lessons learned, ensuring that governments and partners align their efforts, share resources, and collectively address challenges in local governance.

Utilizing various communication tools and activities to **enhance public engagement and integrate Dowladkaab Programme programme results within the broader Somali state-building context.** These tools and activities will include the JPLG quarterly e-newsletter, communication brochures, snapshots/success stories, maps, graphics, and press releases.

Developing a one-page guideline for documenting Dowladkaab activities, focusing on capturing the activity and its impact through both text and images. This guideline will be used to ensure that the program's activities are documented in a consistent and comprehensive manner.

The Dowladkaab Programme communication strategy is designed to support the program's overall goal of strengthening local governance in Somalia. By fostering cooperation and effective communication among stakeholders, the strategy can help to build strong and efficient local governance systems in the country.

11. Programme Budget

The government of Somalia has placed immense importance on the continuation of JPLG and its aiming for the establishment of functioning district governments. Initially, expected funds for Dowladkaab Programme are USD 5 million per year with the following initial allocation for the first 18 months of the five-year programme:

- 2024 Expected Funds: USD 1.8 million July to December 2024
- 2025 Expected Funds: USD 5 million January to December

Budget Allocation On Output Level With USD 5 Million For Year 1

Outcome 1: Empowered state institutions at federal, state and district level to effectively spearhead decentralization reforms, enhance adaptive capacities, improve coordination and delivery of social services.	1.1 Legal, policy and regulatory frameworks and structures for decentralization and local governance are in place and enacted	$ 600,000		
	1.2 Strengthened local government capacity with different government levels clearly defined roles and responsibilities to engage citizens and addressing their priorities in service delivery	$ 550,000	$ 1,500,000	30%
	1.3 Government institutions at all tiers of government demonstrate improved coordination and advocacy for institutionalization and resource mobilization	$ 350,000		
Outcome 2: Strengthened local governments to efficiently coordinate functions, design and deliver equitable, inclusive, and accountable services.	2.1 Achieved active citizen engagement and participation process in District/Urban Development Planning and budgeting ensuring people-centered integration in public services.	$ 250,000		
	2.2 Developed robust public finance management systems established by local governments to manage local taxation, expenditure, and auditing and to attract intergovernmental fiscal transfers and external funding.	$ 550,000	$ 3,000,000	60%
	2.3 Empowered local governments to have inclusive, transparent, and accountable systems to deliver decentralized basic services through LGI-led capacity-building.	$ 2,200,000		
Outcome 3: Empowered citizens to actively engage in local governance processes, benefitting from accessible social accountability mechanisms and efficient redressal systems, ensuring their concerns are promptly addressed.	3.1 Engaged citizens, with a focus on women and marginalized groups to practice their rights and perform their responsibilities as "right holders" vis-à-vis local government as "duty-bearers"	$ 300,000		
	3.2 Developed inclusive mechanisms for social accountability and grievance redressal to be accessible and useable by citizens.	$ 100,000	$ 500,000	10%
	3.3 Citizens are aware of how resources are utilized and are able to advocate for equitable allocation and effective utilization of public funds.	$ 100,000		
Total			$ 5,000,000	100%

With the expected budget envelope of USD 5 million, around two thirds of the investments benefit local districts directly in the first year. In the following years, investments will be allocated per level of intervention.
- 60 % to district-level in FMS
- 9 % Somaliland and Puntland on district- and state-level
- 24% to state-level in FMS
- 7% to FGS level

Aligned with its modular approach, Dowladkaab Programme will initially focus on a few districts in the FMS, Jubaland, South West, Galmudug, and Hirshabelle. Efforts will also include to continue to create an enabling environment for effective local governance at state and federal levels. Investments in Somaliland and Puntland will be aimed to consolidate gains, enable graduation and fertilize cross-learning to other districts. The modular approach allows Dowladkaab Programme and the government to scale-up in an efficient manner, potentially securing more allocations and benefitting from post-HIPC investment.

Annexes

Annex I: Programme Progress Report Results Matrix *(Work in Progress)*

NDP PRIORITY
NDP 1 Inclusive & Accountable Politics and Reconciliation NDP 3 Economic Development (Social and Human Development, Macro-economic & Fiscal Framework) NDP 4 Social Development
UNCF STRATEGIC OUTCOME - Strategic priority 1 Inclusive Politics and Reconciliation
Outcome 1.1 Formal federal system strengthened, and state powers and service delivery effectively decentralized.
Outcome 1.2: Somalis, particularly women and youth, benefit from and participate in functional, inclusive, accountable, and transparent democratic systems across all levels of government and governmental institutions.
Outcome 4.1: By 2025, more people in Somalia, especially the most vulnerable and marginalized, benefit from equitable and affordable access to government- led and -regulated quality basic social services at different state levels.
Outcome 4.4: By 2025, the capacities of local, national, and customary institutions and communities are strengthened to achieve durable solutions and increase the resilience, self-reliance, and social cohesion of urban communities affected by displacement.
Programme Outcome
By 2029, more local governments in Somalia have strengthened local governance systems to effectively, and equitably respond to their citizens' needs and priorities, deliver inclusive and accountable services and generate socio-economic opportunities, and thereby, rebuild trust, and strengthen the social contract and state legitimacy.

	Output Statement	Output Indicator (To be Finalized)	Baseline and Target (To be Finalized)	Means of Verification (To be Finalized)	Implementation Progress
OUTCOME 1: Empowered state institutions at federal, state and district level to effectively spearhead decentralization reforms, enhance adaptive capacities, improve coordination and delivery of social services. → #decentralization reforms (policies and strategies) adopted and implemented → Level of citizen satisfaction with inclusive social service delivery → Strengthened social contract through citizen engagement and enhanced service → % of public officials receiving ongoing training and professional development. → # of Government institutions implemented decentralization reforms					
Where relevant, disaggregate indicators by sex, age, minority status, and disability.					
OUTPUT 1.1	Legal, policy and regulatory frameworks and structures for	- 1.1.2. # of FMS with enacted key sub-national frameworks on local governance	**Baseline:** 1.1.1 Decentralization policy and sector decentralization strategies are	1.1.1 legal and policy documents on	

	decentralization and local governance are in place and enacted	- 1.1.3. # of FMS with policy interventions designed to promote a fair and predictable transfer mechanism - 1.1.4. % of proposed decentralization bills successfully enacted into law. 1.1.5. % of services identified to be decentralized that are effectively decentralized	in place (FMS, BRA, Somaliland, and Puntland). 1,1.1 the target for 2024 –2025 is set at 40% (actual performance tbc) 1.1.2 intervene districts in FMS/PL/SL have plans. 1.1.2 60% of policies, laws and strategies adapted by MOILGs. **Target:** 1.1.1: 4 Decentralization policy and 4 sector decentralization strategies and linkages to LGA (Galmudug, Hirshabelle, Southwest and Jubaland) 1.1.2: 6 Inter-governmental fiscal transfer strategy (All FMS)	decentralization forum, sector devolution 1.2.3 Intergovernmental fiscal transfer guidelines/strategies 1.2.3 Policy implementation reviews.	
OUTPUT 1.2	Strengthened local government capacity with different government levels clearly defined roles and responsibilities to engage citizens and addressing their priorities in service delivery	- 1.2.1. # Policy dialogue forums on responsibilities and roles in decentralization and service delivery - 1.2.2. % government officials with clear understanding of their roles and responsibilities - 1.2.3. # Districts with DDFs that are aligned with state and national development planning frameworks	**Baseline** 1.2.1: 2 dialogue forums per state per year 1.2.2: Zero (0%) 1.2.3: 20 District DDFs (8 in Somaliland, 9 in Puntland) **Target:** 1.2.1 Two policy dialogue forums per state (Galmudug, Hirshabelle, Southwest and Jubaland) 1.2.2 80% clarity (pre and post KAP survey)	1.2.1 Outcome documents from policy dialogue fora DDFs 1.2.2 KAP survey report 1.2.3 Harmonized DDFs	

			1.2.3 All target districts		
OUTPUT 1.3	Government institutions at all tiers of government demonstrate improved coordination and advocacy for institutionalization and resource mobilization	- 1.3.1. # key meeting decisions from IMC meetings, its TWG are implemented - 1.3.2. # of FMS with standard service guidelines for delivery - 1.3.3. % increase of contributions by FMS and district to service delivery as result of advocacy efforts - 1.3.4. # of advocacy activities	**Baseline** 1.2.1:2 IMC per year, 4 IMC TWG per year per state and 4 district level coordination 1.2.2: Zero 1.2.3: 61% (district and sector SDM contribution) **Target** 1.2.2: 2 IMC per year, 4 IMC TWG per year per state and 4 district level coordination 1.2.2: 6 standard service delivery guidelines (All FMS) 1.2.3: 5% increase per year	1.2.1 Meeting outputs, minutes 1.2.2 Standard service delivery guidelines 1.2.3 financial reports/ contribution figures (JPLG, district, and state)	
OUTCOME 2: Strengthened local governments to efficiently coordinate functions, design and deliver equitable, inclusive, and accountable services.					
→ % increase in local government revenue from local taxation and intergovernmental transfers → % of increased services reaching marginalized groups (women, minority, IDPs) → # audited government units with satisfactory transparency					
OUTPUT 2.1	Achieved active citizen engagement and participation process in District/Urban Development Planning and budgeting ensuring people-	- 2.1.1. # citizens who participate in the DDF and annual work planning processes, disaggregated	**Baseline** 2.1.1: 22,315 51% (women) and 29% (marginalized)	2.1.1 Attendance records, consultations report with citizen feedback	

	centered integration in public services.	- 2.1.2. % target districts that have inclusive DDF that budgets for needs and priorities raised by citizens - 2.1.3. % women and marginalized groups feedback/priorities integrated into final district plans (annual work plans and budgets). - 2.1.4. # of districts with district profiles designed to guide their urban/town planning. - 2.1.5. # of districts with solid waste management by-laws and directives aligned existing legal and policies framework. - 2.1.6. # of districts with resilience plans designed to make cities able to withstand disasters - 2.1.7. # urban planning forums conducted to ensure inclusivity and genuine participation - 2.1.8. # of tools and technologies implemented for citizen engagement	2.1.1 the target set for 2024 – 2026 set 80%(depend on actual performance) 2.1.2; 34 districts (16 Somaliland, 11 Puntland, 2 Galmudug, 1 Hirshabelle, 3 Southwesst, 1 Jubaland) 2.2.1 45% 55% for the actual performance was when comparing 2020-2022 target for women, marginalized and youth per district planning process, e xpecting target 65% 2.1.3; TbC **Target** 2.1.1: TbC 50% (women), 30% (marginalized) 2.1.2: 40 districts (2 additional districts per FMS except Southwest, Puntland and Somaliland) 2.1.3: 50% integration rate 2.1.4 One district in each state has an updated district profile. 2.1.5 One district in each state has approved and adopted solid waste management by-law. 2.1.6 Resilience plan of one district per state.	2.1.1 strengthen the use of technology to promote effeciency and effectiveness in service delivery 2.1.2 Approved DDFs withcitizen priorities and budget2.1.3 District annual work plans and budgets that reflect women and marginalized priorities (30% of women and 20% of marginalized groups needs) 2.1.4 District profiles and training reports 2.1.5 Solid waste management bylaws and consultation reports for development of by-laws. 2.1.6 Urban resilience plans. 2.1.7 Outcome reports of the forums 2.1.8. developed digital tools and platforms	

			2.1.7 One urban planning forum per state.		
			2.1.8. at least district level tools (preferably digital) for citizen engagement, e-participation and e-Gov services portal		
OUTPUT 2.2	Developed robust public finance management systems established by local governments to manage local taxation, expenditure, and auditing and to attract intergovernmental fiscal transfers and external funding.	- 2.2.1. % local government with established and operational public finance management systems - 2.2.2. % increase of district expenditure/allocation to basic services - 2.2.3. # of districts with increased domestic revenues - 2.2.4. % increase of intergovernmental funding (transfers to local governments) - 2.2.5. # of local governments with internal audit manual. - 2.2.6. # of digital tools and technologies used to develop and manage finance and taxation systems - 2.2.7. % of LGs infrastructure projects with feasibility studies	**Baseline** 2.2.1: districts (8 in Somaliland, 9 in Puntland) 2.2.2: 69% Somaliland, 8% Puntland, 3% FMS 2.2.3: 13% Somaliland, 12% Puntland, 0% 5% FMS **Target** 2.2.1: All target districts 2.2.2: 80% Somaliland, 50% Puntland, 20% FMS 2.2.3: 20% Somaliland, 50% Puntland, 80% FMS 2.2.3 % increase of own source revenue to total district revenues. 2.2.4 Two forums conducted per state aligned with State and Federal level forums on fiscal decentralization. 2.2.5 Develop an internal audit manual for one district per state.	2.2.1 District revenue mobilization plans 2.2.2 District budgets 2.2.1 financial management system reports 2.2.2 Target districts have adapted trainings through LGIs 2.2.2/3: District annual financial expenditure reports	

OUTPUT 2.3	Empowered local governments to have inclusive, transparent, and accountable systems to deliver decentralized basic services through LGI-led capacity-building.	- 2.3.1. % of local government staff participating in LGI-led capacity building programmes with gender disaggregation - 2.3.2. # functional LGIs with standard curriculum and comprehensive training package - 2.3.3. % districts that are implementing SDM and LDF with minimum 30% contribution from own resource revenue - 2.3.4. % of districts with procurement system conform to district procurement guidelines and audited - 2.3.5. % of citizens that report satisfaction with core functions of their local government	**Baseline** 2.3.1: JPLGIII/UNICEF 5,392 (1,797 female, 3,600 male) 2.3.3 10% FMS, 50%+SL/PL 2.3.2: 2 Somaliland and Puntland, 0 FMS/federal 2.3.3: 18 districts (8 Somaliland, 9 Puntland, 1 BRA, 1 Southwest) 2.3.4: 17 districts (8 Somaliland, 9 Puntland) 2.3.5: Zero (0%) **Target** 2.3.1: 70% of local government staff responsible of planning, budgeting, procurement and service delivery 2.3.2: 3 functional LGIs (Somaliland, Puntland and FGS) 2.3.3: All target districts 2.3.4: All target districts 2.3.5: 20% yearly increase in satisfaction rate	2.3.1 Training reports with pre and post evaluations and attendance records Reinforces LGI to develop local Government entities. 2.3.2 LGI institutional strategy, capacity building plan and operational framework, training curriculums and materials 2.3.3 Project implementation monitoring reports, list of projects, project completion certification, and financial reports of district contribution. 2.3.4 District procurement guidelines and plans, and procurement audits 2.3.4 Local government performance barometer (public perception survey)	
OUTCOME 3: Empowered citizens to actively engage in local governance processes, benefitting from accessible social accountability mechanisms and efficient redressal systems, ensuring their concerns are promptly addressed.. → increase in citizen participation rate in local governance → # citizens, including women and marginalized groups, utilizing social accountability and grievance redressal mechanism → citizen satisfaction with local government performance					
OUTPUT 3.1	Engaged citizens, with a focus on women and marginalized	- 3.1.1. # number of citizens benefitting from civic education	**Baseline**	3.1.1 Campaign reports including outreach numbers,	

	groups to practice their rights and perform their responsibilities as "right holders" vis-à-vis local government as "duty-bearers"	and sensitized about their civic roles and responsibilities - 3.1.2. % increase in knowledge about rights and responsibilities - 3.1.3. % Increase in number of people engaging in social accountability mechanisms that express satisfaction with local government responsiveness to their concerns - 3.1.3 % of citizens satisfaction in their planning disaggregated by gender and age	3.1.1: 101,313 (41% women, 36% men, 10% girls, 13% boys) 3.1.2: Zero (0%) **Target** 3.1.1: TbC (50% women, 30% marginalized) 3.1.2: 20% yearly increase in knowledge 3.2.1 50% of respondents disaggregated satisfaction services on district.	disaggregated, attendance records/audio and visual recordings/social media content 3.2.2 knowledge assessment/pre and post campaign survey reports 3.2.1 Number of respondents (disaggregated by gender, type of service, district, state)	
OUTPUT 3.2	Developed inclusive mechanisms for social accountability and grievance redressal to be accessible and useable by citizens.	- 3.2.1. # districts with functional social accountability/grievance redressal mechanism - 3.2.2. % grievances /concerns raised to local government that have been resolved satisfactorily - 3.2.3. # of digital user accounts created by citizens to engage disaggregated by gender, location and age.	**Baseline** 3.2.1: 5 districts in Somaliland 3.2.2: 50% resolution rate 3.2.3 zero **Target** 3.2.1: All target districts 3.2.2: 10% yearly increase of resolution rate 3.2.3. 40% of population in all districts	3.2.1 channels established and accessible to the public (i.e.. Community scorecards, toll-free numbers, suggestion box, log sheets U-report, citizen charter) 3.2.2 Log sheets of all concerns/grievances and resolution records	
OUTPUT 3.3	Citizens are aware of how resources are utilized, and are able to	- 3.3.1. % citizens engaged in district budget decisions,	**Baseline** 3.3.1: 8,415 (56% female) - TbC	3.3.1 Budget consultation reports with # citizen participation, disaggregated:	

|			
advocate for equitable allocation and effective utilization of public funds	monitoring and oversight processes - 3.3.2. # districts with yearly publication of budget, financial expenditures and audit report - 3.3.3. % increase of social sector allocation as result of citizen-led advocacy.	3.3.2 20% of district budget (TbC) 3.3.3 Zero (0%) **Target** 3.3.1: TbC (50% women, 30% marginalized) 3.3.2 All target districts 3.3.3: 20% yearly increase of social sector budget (education, health, water, hygiene, sanitation)	district budget document with citizen input 3.3.2 publication of budget, expenditure and audit report accessible to the public 3.3.3 District budget document showing increase in social sector budget	

Annex II: Programme Risk Management Matrix

RISK ASSESSMENT						MONITORING PLAN			TREATMENT OPTIONS	
Risk	Risk drivers	Risk outcome	Likelihood	Impact	Risk Level &Trajectory	Responsibility	Regularity	Sources	Mitigation	Adaptation
Political Instability and Insecurity	Disruptions, conflicts, or changes in government priorities	Considerable delays in project implementation	High	High	Continuous	UNDP, UNICEF and UN Habitat	Monthly	Government's reports, Media, social media…etc.	UN-FGS High political level coordination and dialogue	Agreements with FGS and direct project beneficiary Federal States on main outputs and delivery timelines
Limited Capacity and Institutional Weakness	Human resources at the government level and the community-based organizations levels and governance structure	Poor and ineffective performance and engagement of project stakeholders	Medium	Medium	Medium	UNDP, UNICEF, UN Habitat and sector ministries (IMC)	quarterly	LGI capacity development reports	Design and implementation of capacity development programs	Capacity needs assessment of project stakeholders and capacity development action plan
Socio-Cultural and Gender Barriers	Cultural norms, and gender disparities	Limited participation of women and marginalized groups in decision making	Medium	Medium	Medium	UNDP, UNICEF, UN Habitat and sector ministries (IMC)	quarterly	Project reports, capacity development reports, progress reports and media	Design and implementation. of public awareness campaigns	Community participation and gender mainstreaming programme plans
Corruption and Mismanagement	inefficient use of resources and project credibility	Difficulties in resource mobilization and poor stakeholders trust	Medium	Medium	Medium	UNDP, UNICEF, UN Habitat and sector ministries (IMC), NGOs and CSOS	quarterly	Annual project audit reports	Audit measures and periodic M&E	M&E project plans
Protection Consideration of project stakeholders	Harm and Abuse of project stakeholders	Weak community participation and buy in by stakeholders	Low	Low	Low	UNDP, UNICEF, UN Habitat and sector ministries (IMC), NGOs and CSOS	Simi-annual	Media, social media, project workshop reports and progress reports	Plans to ensure well-being and safety of project beneficiaries	Frequency of risk assessment carried out of by the project teams

Annex III: Programme Detailed Budget

Annex IV: Modular Approach: Depth vs Coverage

District Coverage Expansion: Trade-Off Between Programme Deepth vs. Coverage

In order to avoid previous challenges due to JPLG-III activities spreading too thin, the Dowladkaab Programme aims to focus UN implementation capacity in few selected districts to ensure depth of programatic intervention, learning and documentation to facilitate the Federal Government of Somalia expansion of coverage by replication of programatic interventions. During Dowladkaab Programme preparation, the UN agencies have identified a trade-off in the utilization of programme resources between number of layers of district level interventions per district and level of district coverage. During Dowladkaab Programme inception phase, an in-deepth analysis of these trade-off will be done.
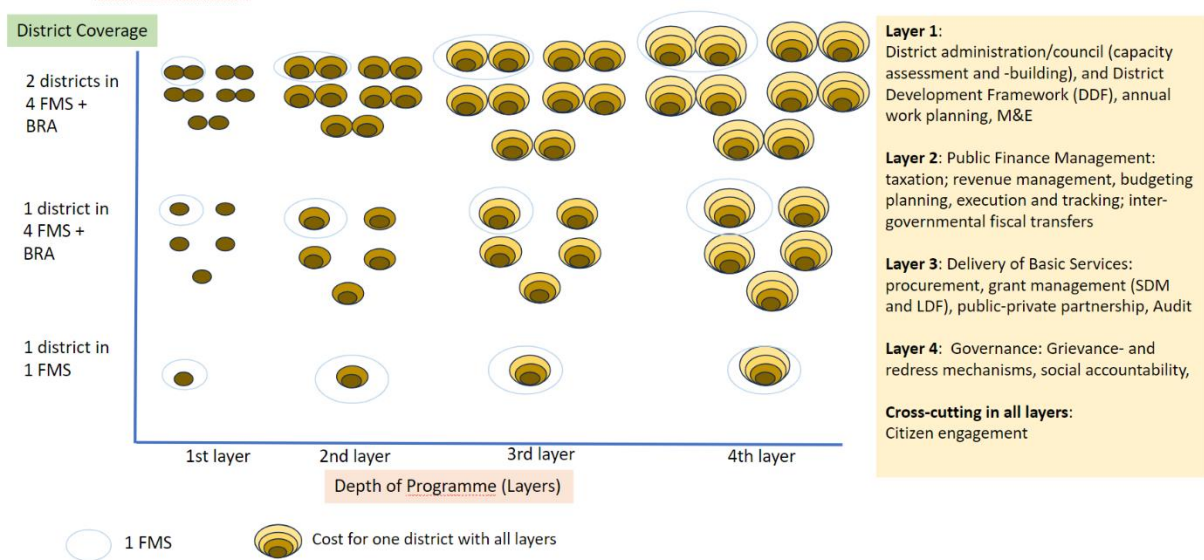
The following table exemplifies the allocation of resources per outcome in case of scaling up. It exemplifies that more resources can be allocated to districts with increasing coverage of districts without

	5 million (Dowladkaab Programme) Expected coverage: 4 districts in 4 FMS + SL and PL + FMS + FGS	15 million Expected coverage: 13 districts in 4 FMS + 1 BRA+ SL and PL + FMS + FGS	20 million Expected Coverage: 18 districts in 4 FMS + 1 BRA+ 1 district in each SL and PL + FMS + FGS
Distribution Across Levels of Government (Levels of Intervention)	• 60 % to district-level in FMS • 9 % Somaliland and Puntland on district- and state-level • 24% to state-level in FMS • 7% to FGS level	• 82% district-level • 3.5% SL & PL district and state-level • 12% FMS-level cost • 2.5% FGS-level	• 82% district-level • 4% SL & PL district- and state-level • 9.5% FMS-level • 4.5% FGS-level

Annex V: Selection Criteria For Districts

No	Dimensions	Explanation	Selection criteria	Reference	Justifications
1	Legitimacy	**Legal basis:** Districts must be founded in accordance with the federal or state local government laws.	All pre-1991 districts can be considered.	Pre-1991 districts	All the four districts identified by the Government are all pre-1991
		Governance status: Districts possess basic governance structure as stipulated in the Federal and FMS local government laws.	**Leadership:** The presence of an elected or appointed Mayor, deputy and secretary at the time of selection. **Departments:** The existence of core departments/sections that are crucial for the implementation of the programme. These include social affairs, public works, planning and taxation, etc. **Staffing:** At least one staff member is present in each department/section whose salary is paid by the local government.	FIMM indicator on governance (reports of 2022 and 2023) Dowlad-Kaab district assessment (baseline)	All of the four identified districts have full government recognition status.
		Cooperation: Districts demonstrate willingness to engage with state and federal authorities.	The district must be willing to collaborate with state and federal authorities. This includes actively engaging in programme activities, adhering to regulatory frameworks and participating in collaborative planning and implementation processes.	Commitment letters from Mayors of the selected districts together with FMS MoILG	The Interior Ministries of the FMS selected these four districts. They based on their selection process for some viable criteria such as having district councils, accessibilities, administration functionality to be able to collect revenue and having good number of resident (population).
2	Fragility and maturity	**Fragility index and maturity model:** Considering four thematic areas which are critical to the implementation of the programme, FIMM is very relevant. The model categorizes districts on a rising scale spanning from extremely fragile, fragile, vulnerable, maturing and stable.	Districts that had been consistently in the "maturing" and "stable" bands over the past two years. In the event that the FIMM has not covered the proposed districts, an alternate assessment and justification might suffice.	FIMM reports of 2022 and 2023. Related assessments	All the four identified and selected districts are stable for the last couple of years.
3	Demographic and geographic inclusivity	**Demographic inclusivity:** Addressing both composition of the communities living in the districts to ensure representation of a wide and diverse population, especially minority populations.	The districts and villages within their jurisdiction should qualify the minimum population threshold stipulated in article 4 of the federal government law No.116/2013 – minimum 10,000 population throughout the district.	Dowlad-Kaab district assessment (baseline) Consult with Minority Rights Group representative	One of the key selected criteria is having good number of population.

		Geographical inclusivity: To ensure a wider geographical distribution and coverage of the programme, the districts in a given State should be located at a suitable distance from each other. Relevant if Dowlad-Kaab scales up beyond one district per Federal Member State.	Districts must qualify the minimum distance between any two legitimate districts as clarified in article 4 of the federal government law No.116/2013.	TBD	Each of the 4 districts are located in the four Federal Member States of Jubaland, South West, Galmudug and Hirshabelle which shows how these districts are far from each.
4	Avoiding duplications	**Synergies and complementary of the projects and programmes:** The ongoing programmes and projects in the districts complement Dowlad-Kaab programme and benefits both the district administration and the entire community.	At the time of selection, the local government administrations of the districts are receiving programmes and projects that does not duplicate the interventions of Dowlad-Kaab	Presence of USAID People-centered governance (PCG) programme WB Bulsho Programme UN SJF Saameynta	MOIFAR, FGS is the one coordinating these local governance programs to ensure overlaps and no one is leaving behid. However, these four districts have none of ongoing local government projects.
5	Accessibility	District must be accessible by road or air and economically viable to be able to seamlessly adopt the modular approach of the programme and ensure sustainability of the achieved results.	The district must be accessible with a reasonable transport and security costs and timing to the counterparts implementing programme activities. The district should be classified as accessible in terms of security (either stable or maturing according to the last FIMM assessment)	Accessibility: WFP average access indicator FIMM reports of 2022 and 2023	All the four identified districts are accessible by air for both commercial and UN flights.
6	Economic Sustainability	It should have the potential to generate revenue for local government operations. The district must be economically viable to be able to seamlessly adopt the modular approach of the programme and ensure sustainability of the achieved results.	The district must have basic systems for revenue collection as well as functional markets. Some existing opportunities for income-generating activities (livestock, farming, fishing, small- and medium-scale businesses etc.).	FAO market assessment reports Livelihood Cluster Information Dowlad-Kaab district assessment (baseline)	The four selected districts have viable economic sustainability as follows; 1. Jowhar district has potential opportunities of income-generating activities (livestock, farming and small and medium-scale businesses) 2. Kismayo district is the most potential and viable district when it comes to income generating activities since the district has port generating good revenue for Jubaland State together with livestock, farming, fishing and growing business opportunities. 3. Adado district was more stable, number of developmental projects worked there and it has good income generating

					activities such as livestock, business opportunities etc. 4. Barawe district was stable for the last couple of years where people specially Diaspore are going back to the district to invest and it has an opportunity of livestock, fishing and farming.

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