

## ANNUAL NARRATIVE PROGRESS REPORT

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### *Thematic Area*

United Nations Transitional Plan for Somalia  
2008 -2010 Outcome Two: Local governance  
contributes to peace and equitable priority  
service delivery in selected locations

*Joint Programme No:* 00054166

*MDTF Office Atlas No:* 00067654

### *Joint Programme Title:*

UN Joint Programme on Local Governance  
and Decentralized Service Delivery (JPLG)

### *Participating Organization(s):*

UN Habitat, UNDP, UNICEF, ILO and UNCDF.

**Implementing Partners:**

- Ministry of Interior in Somaliland,
- Ministry of Interior in Puntland,
- The Transitional Federal Government and
- Target District Councils.

**Joint Programme Duration (in months):**

Start date<sup>1</sup>: March 2008

End date: December 2012

**JP Budget (in US\$):**

US\$ 37,187,000 (Total JP approved budget)

<b>Through JP pass through with UNDP as AA:</b>		
<b>Donor</b>	<b>Donor Currency</b>	<b>USD</b>
SIDA	30,000,000 SK	3,378,378
DFID	750,000 GBP	1,196,325
<b>Through JP and bilateral to UNDP</b>		
EU	5,000,000 Euro	7,350,000
<b>Parallel Funds 2009</b>		
UNDP	Italy: \$1,800,00;	1,800,000
	USAID: \$458,840	458,840
	DK: \$693,823	693,823
	Norway: \$723,606	723,606
	UNDP TRAC:	100,000
	\$100,000	132,000
	SIDA: \$132,000;	132,930
	BPCR: \$132,930	
<b>Parallel Funds 2009 -2010</b>		
<b>4,041,199</b>		
UNCDF		832,000
<b>TOTAL APPROVED 2009 – 2010</b>		<b>16,837,162</b>

<sup>1</sup> The start date is the date of the first transfer of funds from the MDTF Office as Administrative Agent.



UNITED NATIONS SOMALIA

# UN Joint Programme on Local Governance and Decentralized Service Delivery (JPLG)

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## **Annual Narrative** **Progress Report 2009**

Final Version as at March 2010



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## I Purpose

The stated **purpose** of the JPLG is to contribute towards peace by enhancing local governance and the delivery of equitable priority decentralized services to the Somali people in Puntland, Somaliland and south central Somalia. The **overall objective** of the JPLG is set by the UNTP Outcome 2 which is: *Local governance contributes to peace and equitable priority service delivery in selected locations*. Within this overall objective, **two specific objectives** have been identified, namely:

- Communities have equitable access to basic services through local government, and;
- Local governments are accountable and transparent.

This annual report covers the period from January to December 2009 and includes the JPLG activities undertaken by UN Habitat, UNDP, UNICEF, ILO and UNCDF during the period. Key achievements during this period allowed for further development of the joint programme approach, capacity development in good governance, legal and policy development, commencement of short-term projects in target districts, local level public expenditure management processes, monitoring and evaluation (M&E) framework as well as work on relevant policy analysis and development. In addition, the UN partner organisations continued to work on a detailed work plans and budgets and agreed to expansion, development and training of the integrated and participatory district planning, budgeting and procurement modules and financial management systems in all ten target districts in Somaliland and Puntland<sup>2</sup>. Finally, JPLG also entered into direct engagement with Transitional Federal Government (TFG) through the Ministries of Planning and Interior, Benadir regional administration and the Prime Minister's Office and reached agreement on activities for the last quarter of 2009 and 2010.

The environment for implementation improved during 2009 in Somaliland and Puntland. While targeted political assassinations during the last quarter occurred in Puntland these did not interfere with JPLG implementation. In Somaliland the presidential election is now overdue and waiting on a decision from the Somaliland Election Commission. This will further delay the local government elections (which need to come six months after the presidential election) and, subsequently, stalling the implementation of certain activities benefiting elected councilors. The security situation continued to deteriorate in south central Somalia with the increase of armed confrontations between the TFG and opposition groups and continued hostage taking and assassinations of civilians, development workers and TFG officials.

While the combination of very limited access to the field by UN International Staff, and political instability led to a difficult implementation environment in 2009, JPLG and Somali partners through existing strong partnerships with local and central authorities, service providers and community groups, as well as quarterly work planning sessions, were able to manage the activities as planned. In recognition that this implementation environment is not

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<sup>2</sup> Four in Puntland and six Somaliland.



likely to change in the near future, JPLG works extensively to strengthen the ability of government institutions to take a lead in the development process. Strengthening of UN Somali staff inside Somalia is also part of that strategy.

All three zones in Somalia remain as security Phase Four with the exception of Mogadishu which is Phase Five. JPLG has had no permanent international staff inside Somalia in 2009 following the withdrawal of all international staff after the Hargeisa bombings in October 2008. Access limitations due to insecurity remain, even as the United Nations Department of Safety and Security (UNDSS) and UN organisations have enhanced security mitigation measures and the administrations of both Somaliland and Puntland have made demonstrated efforts to improve security during the reporting period.

Even though and because there were security issues as described above, the JPLG team decided that in 2009 the priority would be to focus on service delivery through a smaller number of district councils and focus on quality as much as possible. JPLG designed a planning, budgeting and implementation guideline which is now referred to as: *the short term output implementation for 2009*, designed specifically to ensure the actual delivery of service delivery projects in a limited number of target districts in 2009. We are pleased to report that the JPLG has been able to achieve this target.

As a result of the restrictions on international presence in Somaliland and Puntland stronger emphasis was placed on strengthening capacities of local staff as well as central and local government institutions. Additional resources were included in existing agreements with government institutions and along with extensive on-the-job training and support, joint quarterly work planning sessions, and an emphasis on strong and continuous communication, significant and very positive progress was achieved 2009. The available slots for international staff were used to their maximum and this along with a focus on good planning of field missions has been critical to ensure the steady progress in 2009.

Capacity development in the *short term output implementation process* commenced in May in Somaliland with priority projects being implemented from July onwards in the two target districts of Borama and Berbera. Capacity development started in Puntland around July in the two target districts Bossaso and Garowe. All these four districts (and the additional four target districts in Somaliland and two in Puntland)<sup>3</sup> started the integrated participatory district planning and budgeting process in September to prepare for 2010 investments and project implementation. This enabled these districts to include the JPLG funds into their usual annual District Council (DC) budget cycle by the last quarter.

Another key achievement is that the JPLG committed to embed its efforts in the principles of participation, transparency and accountability and works towards integrating these principles in all activities. For example, in 2009 through UNICEF's activities on civic education, ensuring community participation in the district planning and reporting processes (working towards achieving JPLG results 2.1 to 2.4) contributed towards addressing these principles.

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<sup>3</sup> The four districts in Somaliland are Hargeisa, Sheikh, Odweine and Burao. In Puntland the additional two districts are Gardo and Galkayo.



The JPLG also began developing a community monitoring mechanism, with the support of technical staff, so that the community monitoring groups as endorsed by the DCs would be able to certify project payments for processing.

In addition, good progress has been made on formulating procurement procedures for local governments in both Somaliland and Puntland which are in line with international best practice and the development of national laws on procurement<sup>4</sup>.

In 2009 the JPLG developed a model which shows the JPLG local governance framework and processes and describes how outputs and activities are related and inter connected to the policy efforts, capacity development and actual investments of local governments for service delivery. This model, which is shown in Annex 1, is also embedded in the overall “learning by doing” approach that the JPLG takes towards capacity development with the institutions and individuals taking part in the JPLG either at central or local government levels.

The JPLG consists of five participating UN Organisations: UN-HABITAT, UNDP, UNICEF, ILO and UNCDF and has a Programme Coordination Unit (PCU) headed by a Senior Programme Manager. Annex 3b provides a copy of the JPLG organogram.

The Technical Working Group (TWG) consisting of all Project Managers from the participating UN organisations met on a regular basis. The Project Managers are in charge of the design and implementation of the work plans and budgets, in close coordination with all Somali partners and with guidance and coordination from the PCU.

The three Steering Committees for Puntland, Somaliland and south central Somalia met once in the last quarter of 2009 and approved the specific work plans and Budgets for 2010 which had been developed in close collaboration and consultation with the Somali counterparts at the quarterly work planning sessions.

The Programme Management Group met three times to provide overall programmatic and strategic guidance to the JPLG and make necessary executive decisions. The UN Organisations undertook many individual missions to Somaliland and Puntland during the reporting period collectively totaling 593 mission days (see Annex 3c).

UN Organisations use joint management structures in each of the three zones, with team leaders from individual UN organisations supporting all UN partners in JPLG. To this effect, joint management organigrams were developed and terms of reference (TORs) for staff revised to reflect JPLG functions in the regional teams. This arrangement has proved a most efficient way to increased fruitful collaboration between the JPLG partners, including the local and central government partners.

In addition, an Inter-ministerial Working Group (IMWG) is in place and functioning in Puntland, and the working group’s terms of reference have been prepared and agreed to by the respective institutions. Somaliland is yet to establish its Inter-Ministerial Working Group. The terms of reference for the Puntland IMWG are provided in Annex 3d as a reference.

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<sup>4</sup> In line with the World Bank’s effort on public financial management.



## II Resources

### Financial Resources

Even though the funding mechanism described and agreed to in the JPLG project document is the *joint programming pass through mechanism* only 30 per cent of the JPLG funds received in 2009 made use of this efficient mechanism. The result of this low proportion of pass-through funding has been multiple layers of reporting, higher fees and administrative burdens on the participating UN organisations as well as JPLG PCU. At the time of writing this report only SIDA and DFID are utilizing the pass-through. Norway will start in 2010 with Danida considering using it as well.

The Project Document was signed in April 2008, however funds were not disbursed until well after that date, with the pass-through mechanism only being adopted in 2009. Consequently, the focus in 2008 was preparing resources and materials in readiness for implementation in 2009.

The first SIDA tranche of \$1,240,695 was available to participating UN organisations by March 2009 through the joint programme pass-through modality, while the second tranche \$1,240,695 was transferred in June 2009.

Funds of the amount of \$1,196,325 from DFID arrived in October 2009, also through the joint programming pass-through modality.

The EC funds are being dispersed through a bilateral agreement between the EC and UNDP and then transferred to other UN organisations through letters of agreement. This arrangement is cumbersome and results in high transaction costs and complicated reporting procedures. The first tranche of the EC funds of \$2,812,939 arrived at UNDP on the 4<sup>th</sup> of August and depending on the internal processes from each participating UN organisation the funds took from four weeks to four months to be activated by the UN organisations.

UNDP also provided funds to JPLG through existing bilateral partnerships with donors such as Italy, Danida, Norway, USAID some SIDA funds. In addition UNDP finances the JPLG from its own resources such BPCR and TRAC. Further to this, UNDP provided financial support to UN Habitat in 2009 totaling \$463,948 to undertake activities with the Somaliland Municipal Association and also municipal financing.

UNCDF will also contribute with its own core funds, which will serve as seed capital for mobilizing funds to its activities and in particular to the Local Development Fund, through the Joint Programme funding mechanism.

Due to better cash flow as the year progressed there was an increase in expenditure, however as the full complement of funds for the 2009 work plan and budget had been staggered, some delays or re-prioritisation of the implementation of planned activities for 2009 was still necessary.

Funds in south central Somalia could not be spent as planned due to the security situation and the DBPB project was closed. The funds are being diverted into the 2010 WPB with





\$900,000 to UNDP RSL Programme and \$600,000 to from UNDP to UN-Habitat (south central Somalia work plan and budget for 2010).

The budget against the revised work plan for the JPLG for 2009 was \$12,304,228 as indicated in Resources Summary table in Annex 2.

#### Human Resources

Annex 3a provides detailed information on the staff each UN Organisation (as well as the PCU) had in place for the JPLG during 2009. Note that in 2009 for the JPLG there were 287 person months in total and 41 people (not all full time), of whom **32% are female**. Below is a summary.

#### JPLG Human Resources Summary 2009

TOTALS	International	National
Nairobi	107	39
Hargeisa	0	80
Garowe	0	49
Bosasso	0	12
Subtotal person months	107	180
<b>Total person months:</b>	<b>287</b>	

### III Implementation and Monitoring Arrangements

In summary, the implementation environment in Somalia in 2009 further deteriorated in south central Somalia with little optimism in any serious strengthening of the local governments in this region. In Puntland there has been little change in the security environment. In fact, there have been increased threats due to the ongoing piracy incidents off its coast. However, a thorough engagement in the local government activities by key partners created a productive environment for project activities.

There was no need to relocate staff in 2009 due to security issues. This helped stabilise the JPLG teams in Puntland and Somaliland and allowed for the hiring of new local staff and further capacity development of existing staff. UNDP and UN Habitat provide team leaders and administrative support to the other agencies for JPLG activities in Puntland and Somaliland. This was essential in strengthening the JPLG teams. Having said this, continual presence of international personnel is required to help facilitate the reform and implementation process, but security constraints continue to be a hindrance.

In 2009 JPLG staff (including consultants), from Nairobi were able to undertake **593 mission days in Somalia**. Access to target districts was granted and the project staff was able to build and strengthen relationships with key partners despite the overall difficulty of access due to security phase four restrictions. Together with the Ministries of Interior, an extensive number of district missions were completed mainly by national staff but also a number of missions were conducted by international staff for close follow up of district activities. This along



with involvement of Mayors in work planning processes has set the stage for the current and hopefully future optimism. The dispute around the planned presidential elections in Somaliland in September 2009 caused some disruptions in the security environment, but after a ruling by the Guurti (Somaliland Upper House of Parliament)<sup>5</sup>, it was agreed that the elections would be postponed until the voter registration system has been reviewed and a new date can be set by the Somaliland Election Commission. Following this, the JPLG activities proceeded as normal.

The election of district councils in Puntland was staggered, meaning their mandates expired at different times. JPLG however provided support to MOI and MOWDAFA to facilitate the election process. Election of the Galkayo district council in Puntland resulted in six women being selected as councilors. In Somaliland, an engaged and committed counterpart environment also created a solid context for the support to strengthening of local governments.

Implementation of the short term projects enhanced collaboration between central and local government and communities, and between districts. There has been an enormous willingness among all Somali partners to solve issues that arise during the implementation process in order to ensure that the implementation momentum is maintained.

The JPLG Programme Coordination Unit (PCU) was strengthened with the recruitment of an Administration and Finance assistant and an M&E specialist in 2009, and recruitment of a Project Officer for Communications was ongoing at the end of 2009.

For details on implementation of activities in 2009 as reported against the JPLG log frame, as carried out by partner organisation can be found in Annex 5.

The following Capacity Development Modules were developed by JPLG in 2009:

- Orientation training for Short Term Project Implementation (UNDP)
- Orientation training for participatory integrated community development (UNICEF)
- Land Focus Group Discussions (UN-HABITAT)
- Allocation workshop (Short Term Project Implementation) (UNDP)
- TOT-Short term project implementation (UNDP)
- Short Term Output Implementation Guideline (UNDP)
- TOT-Induction Training (UNDP)
- Induction Training (Local Governance) (UNDP)
- Local Leadership and Management Skills Training (UN-HABITAT)
- Building Bridges – Managing Conflicts and Differences Training (UN-HABITAT)
- Dry-Run for DPBP (UNDP)
- District Engineers Training (ILO)
- DPPB Training including modules for District Development Framework, Resource forecasting, and financial management (UNDP)
- PPP Findings (ILO)

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<sup>5</sup> Also see [www.guurti.org](http://www.guurti.org)



- Procurement and Implementation Module (ILO)
- Basic District Financial Management (UN-HABITAT)
- Bottom-Up Planning with Local Partners (UNICEF)
- Civic Education Campaign (UNICEF)
- Training of Community Monitoring Groups and Village Committees (UNICEF).

The major capacity development initiatives that took place in 2009 were:

- Training of 4 districts (2 in Puntland and 2 in Somaliland) on short term project implementation including 30 days on-the-job training to ensure capacity on how to develop design, how to procure and how to implement service delivery projects.
- Induction Training of 10 districts (6 in SL and 4 in PL) on roles and responsibilities for councilors and staff (module 1)
- Advanced training on the roles, responsibilities and management skills of elected local leaders for District Councilors and selected staff (1 in PL)
- Training of 10 districts (6 in SL and 4 in PL) on development of the District Participatory Planning and Budgeting Process (module 2)
- Training of 10 districts (6 in SL and 4 in PL) on budgeting (module 3)
- Training of 10 districts (6 in SL and 4 in PL) on resource forecasting (module 4)
- 45 days on-the-job training for all the 6 districts in Somaliland and Puntland to enable implementation of module 2, 3, and 4.
- Targeted training on community consultation (exerts of module 2) in 10 districts (6 in SL and 4 in PL) to assist districts to carry out the community consultation process
- TOT on procurement targeting Somali partners and service providers in Somaliland and Puntland.
- Training on Conflict Management for local leaders (elected, community and traditional leaders (4 in Somaliland).
- Participatory Impact training targeted the community monitoring groups (20 each from Boroma and Berbera) established under the CDRD program.

The civic education program is implemented in all the target districts with the aim of raising awareness within the district's population of the roles of local governments and the citizens' role in demanding services from their local governments. Building on this, the second objective is to induce more participation from the citizens in their local government (LG), and create a sense of ownership over what the LGs are doing for their communities. Ultimately, the civic education program seeks to enable citizens to participate in local service delivery and to be more demanding of their of LGs, in terms of accountability and transparency. The program is based on a communication campaign aimed to encourage citizens to participate in decision making processes at the district level, improve relationships and trust between the districts and citizens/communities and make the districts more accountable to its citizens. The mass media campaign implementation strategy uses a diverse range of methods that includes: TV, radio, newspapers, IEC materials like fliers, stickers, posters, community theater, plays etc. scope and some details about the training itself.

The Participatory Impact Monitoring (PIM) training will be conducted in 2010 to the newly established community monitoring groups (CMGs) formed from the Village Committees. The community monitoring group from each village consists of two to three members where at least one is a woman. The PIM training will be provided where projects are being



implemented and selected by the DC from the district annual work plan developed through the DDF process. The training will be done through service providers, Hormoud and Civil Service Institute who will be trained as TOTs to train the CMGs, DCs and identified contractors/ service providers on the PIM. The training builds the CMGs capacity to identify expectations during project implementation and develop joint indicators with the DC and contractors against these expectations and a reporting format to report to the councils.

On-the-job training has been provided throughout 2009 on financial management of the Letters of Agreements between UNDP and the MOIs in Somaliland, Puntland and south central Somalia (training in Nairobi), as well as the Office of the Auditor General in Somaliland. The system is being adjusted for each Ministry with a Letter of Agreement with UNDP to allow for accurate financial management and reporting. Training is in process for Puntland Ministry of Women Development and Family Affairs (MOWDAFA) and Somaliland Ministry of Family Affairs and Social Development (MOFASD).

Further to that, extensive learning on job activities occurred in 2009 where the Ministries of Interior with support from JPLG, carried out field missions for monitoring and backstopping of the activities at the district level. Comprehensive learning has also taken place through four annual work planning sessions for Somaliland, three for Puntland and one for south central Somalia in 2009 where detailed monitoring, progress reporting according to work plans and debates on implementation challenges and solutions are being discussed and agreements reached. More training of the Ministries of Interior will be conducted in 2010 to assist them in fulfilling their mandates.

Available on request are the lists of training participants from 2009. The lists show how many men and women participated in training, which part of the government or organization they came from and their position as well as contact details. The attendance lists for Puntland are complete, however those from Somaliland are still not complete at the time of writing this report. To date in 2009, **JPLG has trained 1,041 people in Somaliland and Puntland with 798 being men and 243 women** (23 per cent). The graph in Annex 4 shows the total figures and breakdown by men and women who participated in trainings by zonal area (Puntland or Somaliland).

There have been delays in designing of the Local Development Fund (LDF) as UNCDF was still in the process of mobilizing resources in order to enable it begin participating in the joint programme on-going activities. Alternative mechanisms for disbursing funds to targeted districts had to be designed in the interim in 2008 for project implementation in 2009 and 2010.

The fund flow mechanism currently in operation is called the District Basket Fund (DBF) and is well described in the JPLG manuals. These, however will be replaced by the LDF in 2011<sup>6</sup>. The DBF is based on a flat budget allocation to each target district of \$100,000 from the JPLG. It has no allocation formula as this is currently being negotiated as part of the LDF design. The DBF consists of two components: i) a capital development fund for service delivery and ii) an administrative fund (for recurrent costs incurred in the management of the capital development fund). procedures are being developed, which should be followed, so

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<sup>6</sup> Note UNCDF is responsible for designing the LDF in the JPLG



that a council must fulfill certain minimum conditions for to access the LDF– as basic safeguards. These could be in a functional area such as planning and budgeting, basic financial management, meeting co-funding obligations, having basic staff in place and a functional council. Councils that perform well will be rewarded and those performing poorly will be penalized. The relatively poorly performing districts would be supported by a capacity development fund which constitutes 10 per cent of the LDF, in order to allow these districts to build their capacity levels.

Work progressed in 2009 to develop and operationalise an M&E framework and systems for the JPLG. The main achievements were:

The development of a Management Information System (MIS) for Puntland and Somaliland was completed. This system went live in December 2009<sup>7</sup>. The MIS contains indicators related to the JPLG results (1.1. to 1.6. and 2.1. to 2.4.) extracted from the JPLG log frame. A south central Somalia version of the same is foreseen to be up and running by June 2010. MIS data is inserted by the respective Ministries of Interior. Also the MIS contains contract information by zone of the JPLG/DC projects such as region, district, village, contract code (number), project name (description), project sector, date of contract signature, name of contractor, contract amount, status of contract and progress (in percentage).

The implementation of the JPLG outcome evaluation system (OES) also started in 2009 with the recruitment of a company (external evaluators) who have produced an inception report that was finalized in December 2009. This has been followed by fieldwork (community surveys and focal group discussions) in Somaliland. The same will be carried out in Puntland in early 2010 to establish a baseline. The baseline data will also be collected in south central Somalia in the first quarter of 2010. The OES will come up with revised or additional indicators for the MIS based on its baseline results.

Among other M&E achievements is the compiling (with inputs from the JPLG team) of quarterly reports. The annual report is more extensive than the three other quarterly reports.

In 2010 an M&E organigram will be developed in Somaliland and later in Puntland including M&E at district level (building capacity with the district government staff). In south central Somalia a JPLG M&E service provider will help collect data and monitor projects and build such capacity with the TFG where the MOI will hire a consultant to enter data into MIS.

The JPLG Capacity Development principles and approach are based on a ‘learning by doing’ approach– which includes formal training and subsequent on-the-job training to assist with and reinforce learning supported by user friendly manuals and materials. All manuals developed are ‘real-time’ documents and are issued by respective MOIs and will be reviewed and improved based on the experience of local institutions and individuals. The recruitment of consultants in Ministries is part of the overall capacity development. The recent recruitment of a mobile team (in Somaliland) to work directly with the DCs, aims to support the JPLG efforts in ongoing capacity development at the district level.

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<sup>7</sup> The link to the JPLG MIS is [www.jplg.org](http://www.jplg.org) using the user name: guest and password: guest for logging in. For Indicators: Click View Report (VW).....Select Data Set.....Click Refresh..... For Contracts: Just Click Contracts. Enjoy!



The JPLG annual work plan and budget 2009 provides for capacity development within different JPLG result areas such as Land Law, Procurement and implementation of projects, Public/Private/Partnerships (PPP's), District Councils' roles and responsibilities, Short Term Project Implementation, DPPB, Conflict Management, Financial Management and Civic Education Campaign.

The Somaliland Municipal Association (SMA) is envisaged to provide the DCs with support services. This could include specialised trainings services, as well as technical assistance in the areas that the SMA will deem essential for district development, such as revenue collection, personnel planning, or municipal finance as well as advocacy. In addition, the SMA can, in the future, assume an important role in monitoring and supervising the various capacity building initiatives targeting local governance, whether provided by local or international organisations. However, the SMA's own institutional mandate, structures, personnel and technical capacities have to be significantly improved before their work in servicing DCs can commence.

## IV Results

This section of the annual report provides an overview and highlights of results achieved in 2009 against the 2009 JPLG work plans and budgets as well as describing any points of concern. A more detailed account of the results against the UNTP outcomes is provided in Annex 6.

This section will therefore report on progress of both JPLG objectives:

- Objective 1: Communities have equitable access to basic services through local government, and;
- Objective 2: Local governments are accountable and transparent.

In 2009, 5 per cent of the DBF was allocated for the administrative fund and 95 per cent for the development fund. Due to the extensive costs incurred by the districts in monitoring the implementation of the service delivery, JPLG agreed that no more than 10 per cent of the JPLG/DBF can be used for administrative purposes based on a cost shared basis where the district's own resources are to be used for administrative purposes for the implementation of the development fund and this should also be reflected in the district's budget. Cost sharing is very relevant for districts with higher levels of own source revenue, like Berbera, Hargeisa, and Bosasso but less so for districts with very limited own source revenue such as Odweine. The DBF allocations were announced annually through an Allocation Workshop arranged by the respective Ministries of Interior<sup>8</sup>. In 2009, two such workshops were arranged in Somaliland and Puntland, one for the *short term outcome implementation* process fund allocation, and one for the 2010 fund allocation. These funds are recorded in a Letter of Agreement between UNDP and the respective Ministries of Interior. As the Interior Ministries do not have the mandate to transfer funds to the districts and as the intergovernmental transfer mechanisms will be agreed as part of the LDF design, in 2009 and 2010, UNDP transfer funds directly to the target districts into bank accounts opened

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<sup>8</sup> In 2009 this was Somaliland and Puntland only.





specifically for this purpose, based on requests from the Interior Ministries and based on proof that the target districts have followed the guidelines and training modules developed and approved by the JPLG and the Interior Ministries (including planning, community consultation, budgeting, procurement etc).

In Somaliland, JPLG used the existing financial management system that was in place in the target districts under previous work done by UN Habitat and cost centers for the DBF were activated. In Puntland, as these systems are not yet in place, UNDP will enter into four party contracts with the service providers where the contract is signed by UNDP, the service provider, MOI and the District Council. Here, funds will be transferred directly to the service provider (and not the district council) based on request from MOI. This fund flow system will be in place until later in 2010 when the financial management system likely is up and running in the Puntland target districts.

While the approved 2009 JPLG work plan and budget was ambitious and not fully funded, it became important to take stock of the actual funds available and focus on implementation for service delivery through a much smaller number of local governments than had been originally planned, to aim for quality and at the same time pay attention to the priority policy work to support decentralized reforms and continue already ongoing work in selected key areas.

There has been an increasing focus on Gender issues and the 2010 work plan and budget includes a clear gender strategy with detailed planned interventions within the areas of policy work, programming and implementation. The work that took place in 2009 with the Puntland Ministry of Women Development and Family Affairs (MOWDAFA) and the visionary leadership provided by MOWDAFA helped facilitate excellent progress on selection of women for councilors based on competencies rather than clan background. UNDP advertised in December 2009 for a consultant to assist JPLG with Puntland and Somaliland Gender Audits to be initiated during the first quarter of 2010.

On policy development in 2009 good progress has been made in Somaliland and Puntland on the land law, procurement, review of decentralisation policies and laws, assessments of institutional arrangements for sub-national service delivery and design of the local development fund commenced. In south central Somalia, institutional assessments commenced of the Ministry of Interior and the Benadir Administration. After more than two years of lack of progress on the consultation on the Mogadishu City Charter (MCC) due to insecurity, Ministry of Interior in coordination with the Ministry of Constitution and Federal Affairs and the Benadir Administration were able to gather representatives of the 16 districts in Benadir for consultation on the MCC at the end of December 2009. This review process resulted in a number of proposed changes to be further discussed in 2010 in coordination with the decentralization policy review process and the Constitution process for Somalia. The JPLG also developed a gender strategy and from 2010 incorporated a gender implementation plan in each of the three zones' work plans and budgets for 2010.

With support from UNCDF the institutional assessments on service delivery in Somaliland and Puntland institutions were undertaken. The findings of the reports were discussed with the Ministries of Interior and Mayors in Somaliland and Puntland and during these discussions it was agreed there is a serious lack of technical personnel in the all the Ministries



to take up planning and management. The stakeholders found that the assignment of responsibilities at the various tiers of government would have to be clarified for effective service delivery. Following these assessments institutional development strategies with roadmaps for implementation will be developed and preferably in 2010.

The LDF design, also with support from UNCDF, commenced in Somaliland and Puntland with the objectives of building the capacity of local governments to perform their mandated functions, pilot a discretionary fiscal transfer system at the local level and act as an incentive for local government reform. It builds on existing fund transfer and management mechanisms from the current district based basket fund and uses a learning by doing approach. It is aligned and harmonized with government systems, and proposals must be achievable, practical and replicable. To be eligible for the LDF in 2011 districts must be established, recognized, committed and have a functioning council with 'capacity' (executive committee, basic accounting system and more). And the districts must have implemented projects using the DBF for at least one year or cycle. Local Governments are to co-fund from own revenue resources with at least 5 per cent (given the low revenue sources) prior to receiving the LDF. Efforts will be made for the central government to provide a share from the national revenues to co-fund the LDF (in Somaliland, the national legislation already stipulates a co-funding of 12.5 per cent to the District budgets). Development partners should follow the 'hold harmless principle' allocating a minimum of \$100,000 per district.

Because of the lack of reliable district level data on key indicators (like population, poverty and size of districts), JPLG has agreed with the Somali partners that the LDF is to be allocated based on the existing grading of the Districts, i.e. all Grade A districts are to get the same amount, all Grade B districts are to get the same amount and all Grade C districts are to get the same amount. All LDFs are to be managed at the District Council level, but spending should reflect village priorities.

To allow for results on the ground while development of a more comprehensive local government public expenditure processes was underway for 2010, JPLG implemented the **Short-Term Output Implementation process in 2009**.

The target districts for *short term output implementation* were as follows:

Somaliland: Berbera and Borama

Puntland: Garowe and Bossaso.

The achievements of the *short-term output implementation process* was in actual service delivery projects (markets, water supply, health posts, roads) as well as capacity development of local governments and communities in the target districts in Somaliland and Puntland. This included capacity assessments, district profiling and district financial and accounting systems (UN-Habitat), procurement (ILO), community participation and accountability (UNICEF) and planning and programming and overall capacity development of central government agencies and DC's (UNDP).

The tender process went through the stages of advertisement and bidding to selection of a project contractor. There were one issue of re-advertisement needed in Berbera, but otherwise the tender process went according to the capacity building provided. As a result of this process five projects started implementation in Borama and four in Berbera (Somaliland). In





Puntland seven projects in Bossaso and seven in Garowe commenced the tender process in late 2009. Please note that Puntland started the short term output implementation process a few months later than Somaliland mainly due to the setting up of the new government in Puntland following elections but also due to limited numbers of UN international staff access with the reduced number of 'slots' when compared with Somaliland. Due to lack of a proper financial management system at district levels in Puntland, the procurement process for the short term process is managed by UNDP, with extensive on-the-job training provided to the DCs by ILO in the design of the procurement process. The short term projects will be managed through four-way agreements to ensure ownership by district councils and oversight by MOI, as explained above.

In 2009 JPLG expanded with six additional target districts: Burao, Hargeisa, Odweine and Sheikh in Somaliland and Gardho and Galkayo in Puntland which all met the expansion criteria. These districts follow the more complete local public expenditure management cycle called the DPPB and its implementation procedures and not short-term output implementation. The DPPB was carried out in all ten Districts including the four short-term output implementation Districts with involvement of the Village Councils as part of the integration with the World Bank's Community Driven Recovery and Development Project (CDRD) project.

The projects as part of the short term process which were being implemented in Somaliland by Borama and Berbera district councils during 2009 have an **estimated number of 66,390** beneficiaries in nine projects.

The projects in Puntland entered the tender process in late 2009 and were as follows with an estimated number of **95,763 beneficiaries in fourteen projects** which will be implemented in the first half of 2010.

In 2009 substantive engagement with the TFG took time and was not really established until August/September 2009. Unfortunately in south central Somalia the establishment of district councils through community consultation and reconciliation process of the District Based Peace Building project and subsequent support to service delivery through district councils was no longer seen as viable option for service delivery in 2009. Rather, it was agreed by all partners that an initial stronger community based focus would be a better option in this situation, while there is still a need to explore opportunities to bring existing local authorities or leadership structures into the service delivery process, but without investing resources in their establishment and capacity building until it is clear whether the security environment will allow for appropriate medium to longer term interventions, referring to the JPLG Approach for south central Somalia (as illustrated in Annex 7).

The two overall constraints to implementation in 2008 were the security situation and the challenges brought about by establishing a national joint programme comprised of 5 UN organisations with multiple donors. In 2009 the security situation remained a challenge, but the challenges of operating as a joint programme have to a large extent been overcome and JPLG has been able to harvest the fruits of successful collaboration in 2009. A risk assessment matrix which was updated in the last quarter of 2009 is available in Annex 8. In the 2010 work plans and budgets for each of the three zones of Somalia a specific conflict assessment has been prepared which also includes mitigation measures the JPLG will take to reduce/minimize potential conflicts. While time consuming it nevertheless has brought about



increased coordination and enabled JPLG and the beneficiaries to benefit from the comparative advantages from each of the UN organisations.

All the UN organisations have been fully committed to the JPLG in 2009. Having taken more time than anticipated in fielding human resource to the programme, UNCDF's overall contribution to the JPLG has been delayed. UNCDF is currently in the process of recruiting a Chief Technical Advisor, after a second round of advertising. ILO, as instructed by its headquarters, closed its offices and dismissed staff in Somaliland and Puntland and is now operating its activities under different contracting modalities in Somalia. Partly due to support from other UN organisations in finding a solution to these changes in the immediate term, national staff were transferred to government contracts in the interim, and ILO's changes have caused minimal disruption to its performance in the JPLG; UNCDF's contribution to the programme will have to be accelerated in 2010, to catch up on past implementation delays.

The capacity of Somali institutions, central and local remains a challenge and requires very regular follow up, but extensive ownership through 2009 implementation has led to progress on a steep learning curve with clear positive results. The quotes on this page and the one which follow, from some of the JPLG local government colleagues attest to this ownership and commitment.

The security issues and the mitigation aspects have been addressed above. This part of the report will address the challenges brought about by joint programming.

Ideally a key joint programming objective should be to reduce transaction costs, however it is noted that in the design and establishment of structures and modalities for operation in this joint programme these have been anecdotally high, especially during the first two quarters of 2009 when fund flow had not really been established. The demand for a joint programme on local governance stems from a request from the Somali counterparts to align and coordinate the various initiatives in support of local governments, and from the initiatives within the United Nations, for joint programming. At the time of the signing of the JPLG project document, four of the five UN partner organisations were implementing local government as well as somewhat disparate activities in Somalia. While some collaboration existed before the establishment of JPLG, these projects broadly followed different planning, procurement, reporting, and monitoring and evaluation procedures; had different counterparts; different work-planning processes; fundraising was done for individual local governance projects and fund flows and fund management was parallel and separate.

Not least, the Somali counterparts were dealing with a series of different UN organisations on the implementation of a range of projects that often had similar overall objectives, leading to high transaction costs for the Somali counterparts. The transaction costs have been reduced in 2009 along with a more clear division of roles among the organisations. However, the transaction costs of the combination of pass through and parallel funding and now the EC's bilateral funding to UNDP, still remain as well as the workload of specific reporting as required by some development partners who are not using the pass through mechanism.

## **V Future Workplan**



The JPLG 2010 work plans for Somaliland, Puntland and south central Somalia were approved in late 2009 by the respective Steering Committees. These work plans are provided as attachments to this report.

## VI Performance Indicators (if applicable)

Annex 9 contains the matrices for Somaliland and Puntland which report on the joint programme progress against the objectively verifiable indicators from the JPLG log frame.

## V Abbreviations and Acronyms

AA	Administrative Agent
AWP	Annual Work Plan
CDRD	Community Driven Recovery and Development Project
CM	Community Monitor
CSZ	Central and Southern Somalia Zone
CMG	Community Monitoring Groups
DBF	District Basket Fund
DBPB	District Based Peace Building Process
DPPB	District Participatory Planning and Budgeting Process
DC	District Council
ILO	International Labour Organisation
JPLG	Joint Programme on Local Governance and Decentralized Service Delivery
LDF	Local Development Fund
LED	Local Economic Development
LG	Local Governments
LLM	Local Leadership and Management
LOA	Letter of Agreement
MC	Minimum Conditions (LDF)
M&E	Monitoring and Evaluation
MgOA	Magistrate of Accounts
MOI	Ministry of Interior
MOF	Ministry of Finance
MOFASD	Ministry of Family Affairs and Social Development (Somaliland)
MOSS	Minimum Operational Security Standards
MOU	Memorandum of Understanding
MODWFA	Ministry of Women Development and Family Affairs (Puntland)
NGO	Non-Governmental Organisation
OES	Outcome Evaluation System
PCU	Programme Coordination Unit of the JPLG
PIM	Participatory Impact Monitoring
PL	Puntland
PMG	JPLG Programme Management Group
RC	Resident Coordinator
RDP	Somali Reconstruction and Development Programme

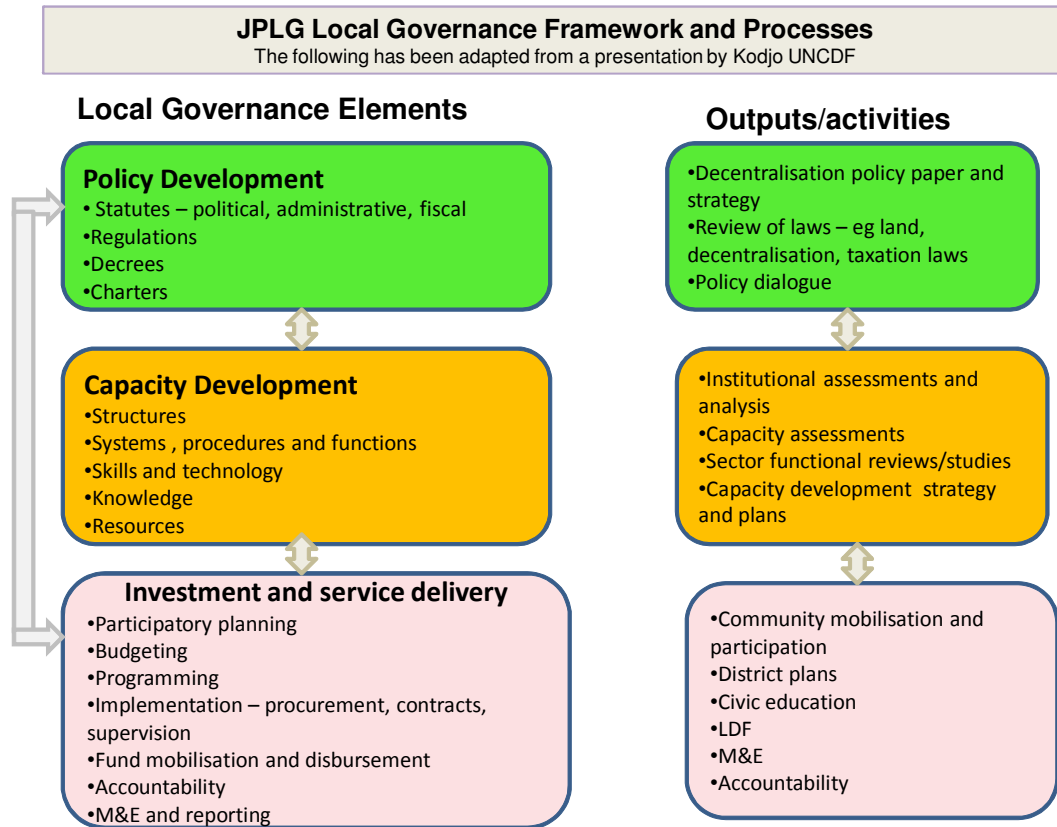


RSL	Recovery and Sustainable Livelihoods Programme of UNDP
SL	Somaliland
SC	South central Somalia
SMA	Somaliland Municipal Association
SUDP	Somali Urban Development Programme
TFG	Transitional Federal Government
TOT	Training of Trainers
TWG	JPLG Technical Working Group
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNTP	United Nations Transition Plan for Somalia
USD	United States Dollar
VC	Village Committee



## Annex 1

### JPLG Local Governance Model





## Annex 2

### JPLG Resources Summary 2009

Resources committed through AA to JPLG	Total for 2009 US\$
SIDA	2,481,390
DFID	1,200,000
<i>Sub total</i>	<i>3,681,390</i>
Resources committed to JPLG	Total for 2009 US\$
EC	2,940,000
<i>Sub total</i>	<i>2,940,000</i>
Resources through UN Agencies	Total for 2009 US\$
<b>UNDP</b>	
Italy	1,800,000
USAID	458,840
Denmark	693,823
Norway	723,606
TRAC	100,000
BPCR (SC)	132,930
SIDA (last year)	132,000
<i>Sub total</i>	<i>4,041,199</i>
<b>UNCDF</b>	382,500
<i>Sub total</i>	<i>382,500</i>
<b>Total Available Resources 2009</b>	<b>11,045,089</b>
<b>2009 Agency Budgets in Revised WPB (Revised March 2009)</b>	
UN Habitat	3,239,439
UNDP	5,303,946
UNICEF	1,599,751
ILO	1,778,592
UNCDF	382,500
<b>Total:</b>	<b>12,304,228</b>
<b>Shortfall 2009:</b>	<b>1,259,139</b>



## Revised Summary JPLG 2009 WPB by zone

2009 Summary of revised JPLG work plan and budget figures				
UN AGENCY	SOMALILAND	PUNTLAND	SOUTH CENTRAL	TOTAL BY AGENCY
UN HABITAT	2,280,387	843,086	115,966	3,239,439
UNDP	1,869,536	1,118,536	2,315,873	5,303,946
UNICEF	810,756	391,440	397,555	1,599,751
ILO	938,796	839,796		1,778,592
UNCDF	191,250	191,250		382,500
	6,090,725	3,384,108	2,829,394	
<b>TOTAL ALL REGIONS</b>	<b>12,304,228</b>			

Please note that funds in south central could not be spent as planned due to the security situation. The funds are being diverted into the 2010 WPB with 900,000 USD to PCU and 600,000 USD to UN-Habitat (south central WPB).

## Cumulative and by expenditures by December 2009

The following is a summary of cumulative expenditures by the end of 2009 by UN Organisation and donor and major expenditure categories.

Table 2 JPLG Cumulative Expenditures for year 2009 all figures are in US\$

2009 Cumulative expenditures by budget category and UN agency (All figures are in US\$)						
	UNICEF	UNDP	UN HABITAT	UNCDF	ILO	PCU
<b>Expenditure Category</b>						
Supplies, commodities, equipment,	28,367	1,291,686	9,575		35,982	24,074
Personnel (staff, consultants, travel)	102,810	1,981,992	540,461	107,681	222,141	65,173
Capacity development	436,160	348,389	743,575		94,469	
Contracts (DC investments)		79,370	38,274			
Other direct costs		161,572	168,673		25,767	1,328
<b>TOTAL</b>	<b>\$567,337</b>	<b>3,863,009</b>	<b>1,500,558</b>	<b>107,681</b>	<b>378,359</b>	<b>90,575</b>
<b>GRAND TOTAL</b>	<b>6,507,519</b>					
<b>% Expenditure:</b>	<b>60% of the available budget for 2009</b>					

Note the DC investment for UN Habitat is building rehab.

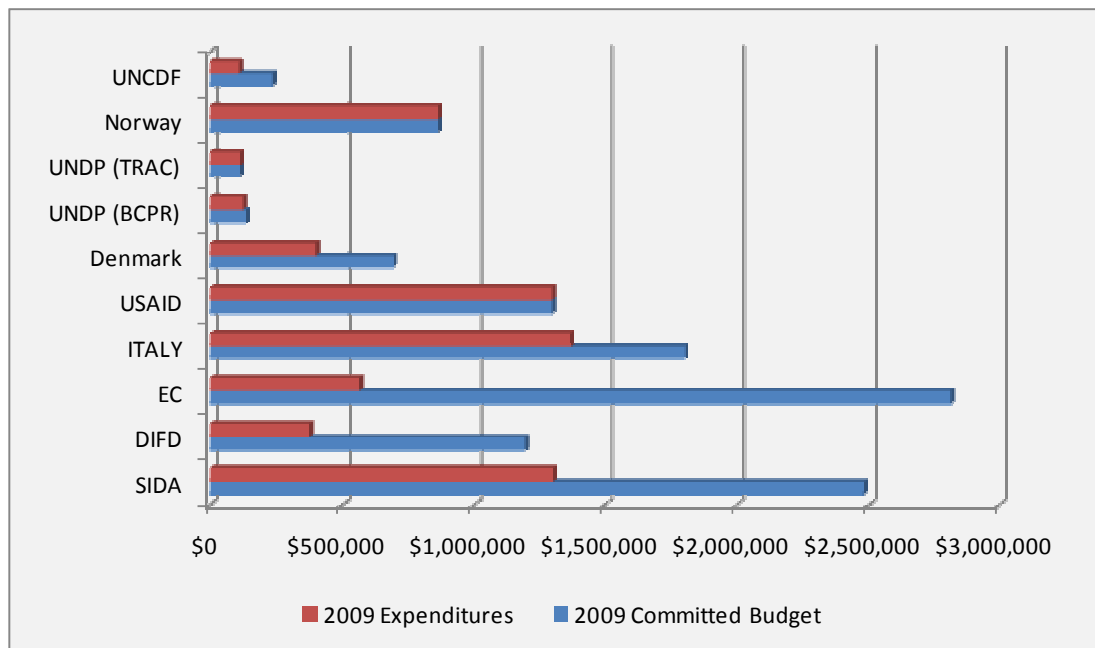


Table 3 JPLG Expenditures by donor for year 2009 all figures are in US\$

2009 Cumulative expenditures by budget category, UN agency and donor						
	UNICEF	UNDP	UN Habitat	UNCDF	ILO	PCU
Donor						
SIDA	314,816	153,650	498,038		280,680	53,006
DFID	192,752	123,863	59,080			1,572
EC	59,769	144,971	323,052			35,997
Italy		726,697				
USAID		1,296,270				
Denmark		400,820				
UNDP (BCPR)		122,139				
UNDP (TRAC)		111,455				
UNDP Italy			620,388			
UNDP SIDA					97,679	
Norway		783,144				
UNCDF				107,681		
TOTAL	567,337	3,863,009	1,500,558	107,681	378,359	90,575
GRAND TOTAL	\$6,507,519					

Table 4

JPLG Summary of committed budget by expenditures by donor - all figures are in US\$









## Annex 3a

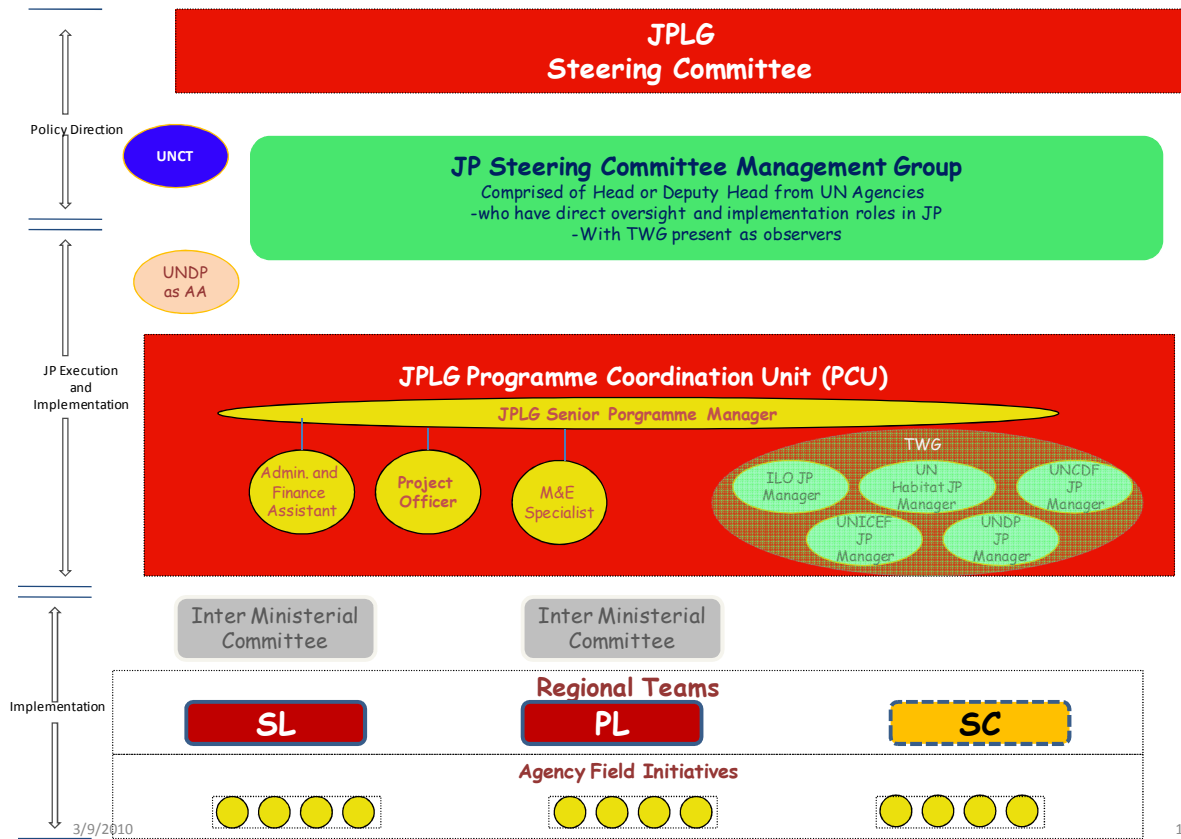
### JPLG Human Resources

UN Agency or PCU	International	Gender	Person Mths in 2009	Location	National	Gender	Person Mths in 2009	Location
UNDP	Project Manager	F	12	Nairobi	Project Assist	F	12	Nairobi
	Area Project Manager	M	9	Nairobi	NPPO	M	9	Hargeisa
					Project Assist	F	12	Hargeisa
					NPPO	M	12	Garowe
					NPPO	M	6	Garowe
					Project Assist	M	12	Garowe
UN Habitat	Project Manager	F	12	Nairobi	National Programme	M	12	Hargeisa
	Ass. Prog. Officer	M	6	Nairobi	Community Mobilisation Officer	F	6	Hargeisa
	Land Mgmt Officer	M	12	Nairobi	Capacity Building Officer	M	6	Hargeisa
					National Land Management Ass.	M	3	Hargeisa
					Municipal Finance Expert	M	4	Hargeisa
					National Programme Officer	M	12	Garowe
UNICEF	Project Manager	F	12		Project Specialist	M	8	Nairobi
					Project Assistant	F	12	Nairobi
					Project Officer	F	12	Hargeisa
					Project Officer (lead)	M	6	Hargeisa
					Project Assistant	F	12	Bosasso
ILO	Project Manager	F	12	Nairobi	Programme Officer	M	4	Hargeisa
	Technical Adviser (EIIP)	M	4	Nairobi	2 Project Engineers	M	4	Hargeisa
	Technical Adviser (LED)	M	3	Nairobi	Support staff: 1 Fin/Admin; 1 Driver	M	2	Hargeisa
	1 Fin/Admin	F	1	Nairobi	Programme Officer	M	3	Garowe
	1 Driver	M	1		Project Engineers	M	2	Garowe
					1 Fin/Admin	M	1	Garowe
					1 Driver	M	1	
UNCDF	Programme Manager	M	6	Nairobi				
PCU	JPSM	F	12	Nairobi	Project Assist	F	7	Nairobi
	M&E	M	5	Nairobi				
<b>TOTALS PERSON MTHS</b>	<b>287</b>		<b>107</b>				<b>180</b>	



## Annex 3b

### JPLG Organigram





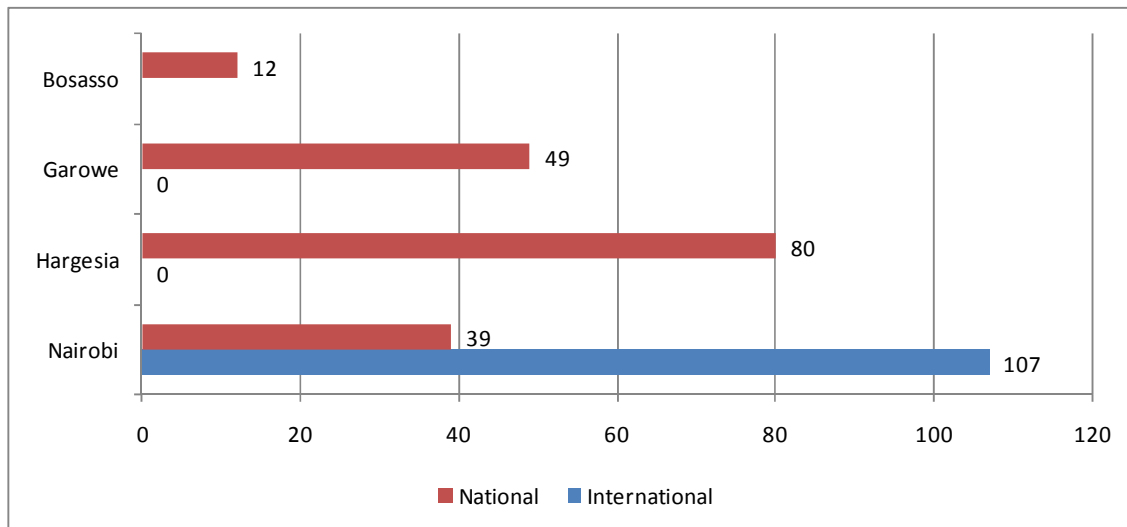
## Annex 3c

### JPLG missions to Somaliland and Puntland 2009

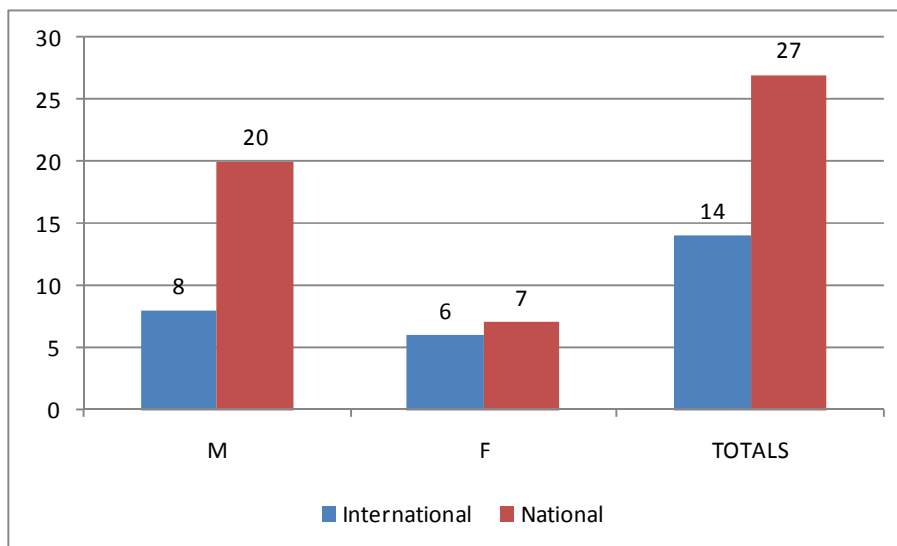
Name	Number of days to Somaliland	Number of missions to Somaliland	Number of days to Puntland	Number of missions to Puntland
Joanne Morrison, PCU	29	6	16	4
Caroline Rusten, UNDP	37	9	23	7
Francis Luwangwa, UNDP			70	12
Uffe Poulsen, PCU	16	4	6	2
Olof Nunez, UN-Habitat	11	3	5	1
Paula Pennanen, UN-Habitat	12	3	3	1
Maureen Njoki, UNICEF	24	3	2	8
Amina Ibrahim Abdulla	16	4	2	8
Angela Kabiru-Kangethe, ILO	4	1	0	0
Roble Mohamed, ILO	9	1	9	1
Kodjo Mensah/Abrampa, UNCDF	5	1	5	1
Fridah Karimi, PCU	5	1		
<b>Consultants:</b>				
Johannes Wolff, UN-Habitat	4	1	-	-
Marco van der Plas, UN-Habitat	12	2	5	1
Akiko Kishue, UN-Habitat	34	4	-	-
Anthony Lamba, UN-Habitat	35	5	10	2
Tomasz Sudra, UN-Habitat	4	1	10	1
Apondi Nyangaya, UN-Habitat	7	1	-	-
Paolo Pompili, UN-Habitat	25	3	32	3
Erik Bryld, UNDP	7	1	5	1
Soren Villadsen, UNDP	21	2	-	-
Finn Lauridsen, UNDP	7	1	-	-
John Fox, UNDP (PCU)	6	1	-	-
Kenneth Odero, ILO	9	1	5	1
Mr. Agevi, UN-Habitat	14	2	-	-
Patrick McAuslan, UN-Habitat	7	1	-	-
Prof. Yahaya, UN-Habitat	8	1	-	-
<b>TOTALS</b>	<b>385</b>	<b>63</b>	<b>208</b>	<b>54</b>
<b><u>TOTAL NUMBER MISSIONS IN 2009: 117</u></b>				
<b><u>TOTAL NUMBER OF MISSION DAYS 593</u></b>				



JPLG Human Resources Summary 2009 totals by person-months by location



JPLG Human Resources Summary 2009 totals by gender





## **Annex 3d**

### **Terms of References for Inter-Ministerial Working Group**

#### **INTRODUCTION**

This Inter-Ministerial Working Group (IMWG) has been established to coordinate all the activities of the UN, and other stakeholders aimed at strengthening decentralized governance in Puntland. One such program is the UN Joint Programme for Local Governance and Decentralised Service Delivery (JPLG) which is a five year programme from 2008 to 2012 of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF.

The JPLG is aligned to the programming frameworks of the Somalia Reconstruction and Development Programme (RDP) 2008-2012 and the UN Transition Plan (UNTP) 2008-2009. It is envisaged to achieve as wide coverage as resources and conditions allow with a comprehensive approach to rendering local governments as credible service providers.

In partnership with the JPLG, the IMWG works to realize decentralization and democratization system, and to ensure that vulnerable people and decentralized communities in Puntland have equitable access to basic services.

#### **PUNTLAND STATE MEMBERS FOR IMWG**

The representatives from the Ministries of Interior, Women Development and Family Affairs, Finance, Planning and international cooperation, and Ministry of Labour are the official members for IMWG.

The members will be nominated by their respective ministry and have to be the most appropriate level such as DGs and their deputies in the case of their absence .

#### **UN MEMBERS**

The UN Partners for the JPLG composed of : UNDP, UN-HABITAT, ILO, UNICEF, AND UNCDF , and each will be represented by their most appropriate officers in the Garowe- Sub-office such as : Heads of the sub-offices or to whom officially delegated by them for the membership.

#### **DONORS**

The representatives of the Donor's community for JPLG can attend the IMWG-Meetings to be aware on the ongoing activities and the achievements and challenges, as well as they can contribute to their recommendations.

#### **OTHER MEMBERS**

The IMWG may invite to their meetings members from INGOs , individual Experts and Other Stakeholders , CSOs Specially LNGs ,working in Puntland state , those have involvement in the JP activities , to be aware about government Policies for project implementation , Services delivery and prioritization of the needs to get their support regarding community services in line with their Mandate.



#### **MEETINGS AND PRINCIPLES OF FUNCTIONING.**

- The IMWG, will meet on monthly basis, and whenever needed, according the activities, situation on the ground and SC guidance.
- The presence of three representatives from different ministries will constitute legally, a quorum for IMWG-meetings.
- Agreements will be made on the basis of majority endorsements of clearly formulated decisions
- The government partners will seek help of UN-Partners in the Sub-office: UNDP/UN-HABITAT/UNICEF/ILO and UNCDF, to ensure and facilitate proper implementation for the activities of the JP.

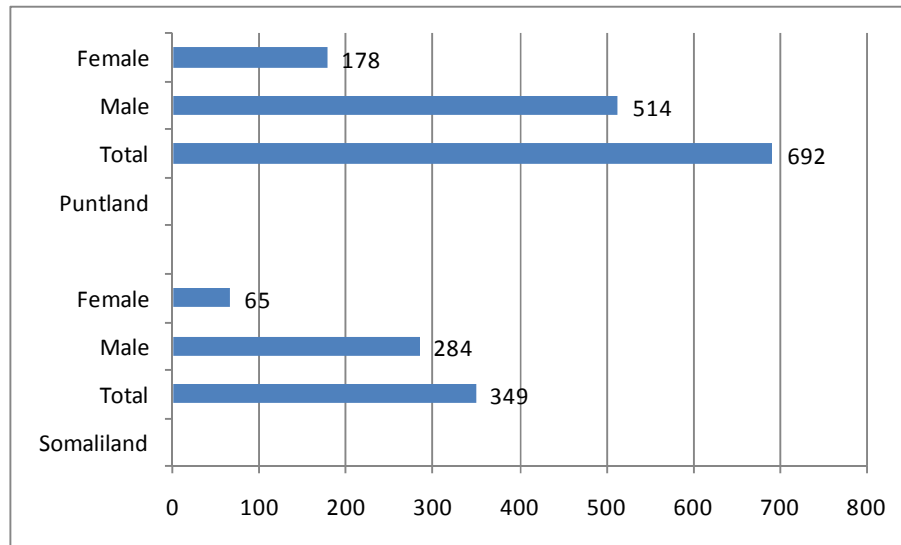
#### **The main responsibilities of the IMWG are to:**

- MOI is coordinating institution for IMWG-Meetings, and connect between the IMWG and Steering Committee for JPLG.
- Ministry of Women shall make sure the existence of real representation for women in the course of decision making process, and district councils as well.
- Ministry of Planning : responsible to assist on work plan setting ,M&E, Developing tools for Data collection and analysing and so on.
- Ministry of labour : responsible to check the adoption of international and local laws for labour , rights and duties of the staff , workers , child labour , job conditions and all related issues .
- Ministry of Finance : assists on budgeting , financial policies and procedures , Auditing for the purposes of accountability and transparency.
- Prioritization of the community needs in Puntland through participatory approach, to ensure alignment with the UNTP, the RDP and the priorities of Puntland State.
- Working on developing and reviewing PL-WPs .
- Review the levels of the performance against PL adopted work-plans.
- Exchange relevant information, share examples of best practices, implementation for JPLG and decentralisation, local governance, and service delivery.
- Liaise with UNPOS to update the Programme in line with the political progress in Puntland State.
- Maintain Pro-activeness to know the challenges and potential risks.
- Advise the steering committee on the appropriate operation action.



## Annex 4

Diagram 5 – JPLG Training participant numbers 2009 in Somaliland and Puntland







## Annex 5

The following provides a summary of 2009 annual activities and reported against the JPLG log frame and undertaken by UN Organisations with local and central governments. 2008 annual activities can be compared by reviewing the JPLG 2008 Annual Report.

(By Organisation)	<b>Outcome 1.1./2009 Local government policy, legal and regulatory framework in the 3 zones of Somalia initiated.</b>
UN-HABITAT	<p><b>Somaliland</b></p> <ul style="list-style-type: none"> <li>-<i>Land Policy/Law Secretariat</i> as well as <i>Land Policy Technical Committee</i> set up in MoPWHT to coordinate land policy formulation and land law reform process. An “Issues and Options” paper and Land policy formulation action plan will be developed in early 2010. For land law, a “Key Elements for Reform” brief and a Land Law reform action plan will be developed</li> <li>-Final draft <i>Urban Land Management Law</i> (ULML) English translation completed, and dissemination and awareness campaigns conducted for the ULML in all Grade A districts</li> <li>-Stakeholder consultations for finalization of <i>Hargeisa City Charter</i> completed; Recommendations and Guidelines for Drafting the HCC published. The Charter is currently under review by the House of Representatives Interior, Security and Defense Committee, and will be tabled as a Bill in the House in the current session</li> <li>-Stakeholder consultations for finalization of <i>Planning &amp; Building Codes and Standards</i> completed. Draft codes and standards adopted by MoPW.</li> <li>-<i>Hargeisa Land Dispute Tribunal</i> constituted; bylaw and Ministerial decree signed. Study tour for tribunal members to be conducted in 2010</li> </ul> <p><b>Puntland</b></p> <ul style="list-style-type: none"> <li>-<i>Land Focus Group</i> (LFG) constituted and operational; Two LFG seminars held in 2009; Land conference to be held in early 2010</li> <li>-<i>Land Policy/Law Secretariat</i> set up in MoPW to coordinate land policy formulation and land law reform process.</li> </ul>
UNDP	<p><b>Somaliland</b></p> <ul style="list-style-type: none"> <li>-Letters of Agreements were signed with Ministry of Interior and the Office of the Auditor General to strengthen their ability to fulfill their mandates in relation to local government. This allows MOI to provide leadership and backstopping to the local government reform activities.</li> <li>-Revision of the Decentralisation Law was initiated in 2009 with dialogue with some stakeholders. Further work on policy options and further dialogue with all stakeholders will follow in 2010.</li> <li>-Three guidelines were completed and approved by MOI: the Induction Manual; the short term project implementation guideline; and the District participatory Planning and Budgeting Process.</li> <li>-5 training modules were completed: Induction training for councilors and staff; short term project implementation (for 2009only) and the modules for the District Participatory Planning and Budgeting (DPPB), namely the District Development Framework; resource forecasting, and design of the annual work plan and budget. Work on procurement modules was initiated.</li> <li>-The MIS was completed and is now online. A company was hired to carry out the Outcome Evaluation process and finalized an Inception Report in December 2009.</li> <li>-Agreements were entered into with Somaliland MOI and Office of the Auditor General. These agreements regulate funding and capacity development to the district councils in line with the guidelines and training modules. A financial management system has been set up and is operational with extensive backstopping and training to facilitate the management and use of the financial management system.</li> <li>-The finance and administration consultant from MOI has received training and on-the-job training on management of the LOA from UNDP, and a tailor made financial management system for this purpose has been set up in MOI.</li> <li>-Four quarterly workshops were completed with all stakeholders to review and follow up on the implementation of the work plans.</li> </ul> <p><b>Puntland</b></p> <ul style="list-style-type: none"> <li>-Letters of Agreements were signed with Ministry of Interior and the Ministry of Women Development</li> </ul>



	<p>and Family Affairs to strengthen their ability to fulfill their mandates in regard to local government. This allows MOI to provide leadership and backstopping to the local government reform activities and it allows MOWDAFA to provide guidance to mainstreaming of gender in the activities and to give women a voice in decision making processes.</p> <ul style="list-style-type: none"> <li>- Three guidelines were completed and approved by MOI: the Induction Manual; the Short Term Project Implementation Guideline; and the District Participatory Planning and Budgeting Process.</li> <li>-Agreements were signed with Puntland MOILG and MOWDAFA. These agreements regulate funding and capacity development to the ministries as well as to the target districts. A financial management system has been set up and is operational with extensive backstopping and training to facilitate the management and use of the financial management system. The finance and administration consultant from MOI has received training and on-the-job training on management of the LOA from UNDP, and a tailor made financial management system for this purpose is set up in MOI.</li> <li>-The MIS was nearing completion at the end of 2009 and was up and running in January 2010.</li> </ul> <p><b>South central Somalia</b></p> <ul style="list-style-type: none"> <li>-Agreement was signed with the Ministry of Interior – TFG for findings from the capacity assessment and consultations on the Mogadishu City Charter. A financial management system has been set up and is operational with extensive backstopping and training to facilitate the management and use of a financial management system.</li> <li>-A finance and administration consultant from MOI TFG has been trained on two occasions in Nairobi on management of the LOA with UNDP, and a tailor made financial management system for this purpose is set up in MOI.</li> <li>-MOI in collaboration with the Ministry of Constitution and Federal Affairs invited representatives from the districts in Benadir and discussed the draft Mogadishu City Charter. The participants agreed on a revised text and MOI will now organize a second workshop facilitated by a legal expert to further discuss the proposed changes.</li> </ul>
ILO	<p><i>-Local government procurement:</i> An analytical framework was developed and discussed with the Ministries of Interior and local governments in both Somaliland and Puntland to assess the existing local government procurement system. The assessment was carried out in Hargeisa, Borama and Berbera in Somaliland and in Garowe and Bossasso in Puntland. Initial findings and preliminary recommendations for necessary reforms and guidelines were prepared for both Somaliland and Puntland and presented and discussed with the respective Ministries of Interior. The procurement procedures from the draft guidelines were integrated into the short term project implementation of service delivery projects in Somaliland. Enabling the target districts undertake an open procurement process through a learning by doing approach.</p>
UNCDF	<p>Institutional assessments in Somaliland and Puntland of the national and sub national architecture for service delivery were developed and discussed with national counterparts.</p> <p>The Local Development Fund (LDF) was designed and approved by PL and SL Steering Committees and respective Governments. Detailed Operational manuals will follow in 2010.</p>
All	<p>No agreements were entered into with regions. JPLG wishes to include the regions in the dialogue on the sector assignment of functions to start in 2010.</p>

(By Organisation)	<p><b>Outcome 1.2./2009 Up to 24 districts have legitimate Councils established and operational in selected locations</b></p>
UN-HABITAT	<p><b>Somaliland</b></p> <ul style="list-style-type: none"> <li>-Office rehabilitations: Scope of works identified and agreed upon for the rehabilitation and upgrading of Burao Municipal Office, and drawings prepared. Tentative scope identified for Sheikh municipal office rehabilitation and expansion.</li> <li>(Odweyne municipal offices have recently been rehabilitated and upgraded by the Danish Refugee Council, and require no further improvement, apart from the provision of selected equipment and furniture).</li> </ul> <p><b>Puntland</b></p> <ul style="list-style-type: none"> <li>-Office rehabilitations: Scope of works identified and agreed upon for the rehabilitation and upgrading of Bosasso Municipal Offices, and the construction of a new Ministry of Interior sub-office in Bosasso -</li> </ul>



	<p>Drawings, specifications, BoQs and cost estimates prepared. Bosasso municipality rehabilitation delayed due to upcoming move to new premises (old SPU facility).</p> <p>Public tender process for the construction of the new MoI Sub-office in Bosasso concluded in December 2010. Contract awarded to Al-Najax Construction Co. Construction to start in January 2010 and to be completed by end April 2010.</p>
UNDP	<p><b>Somaliland</b></p> <p>-District councils in 6 target districts established council committees according to the legal framework to help ensure transparency and accountability at the district level. These committees were established with between 20-30per cent women.</p> <p><b>Puntland</b></p> <p>-Support was provided to strengthen the role of women in district councils through awareness raising and leadership programmes. The Puntland authorities were adamant to ensure that women were to select women, and after long negotiations, Galkayo district council was established with 19per cent women, a commendable change but not yet sufficient to meet the standards as required by the Presidential Decree from 2007. Agreement was made with MOI to continue supporting this process and continued support is also provided to MOWDAFA.</p> <p>-District councils in 4 target districts established council committees according to the legal framework to help ensure transparency and accountability at the district level. These committees were established with between 20-30per cent women.</p> <p><b>South Central</b></p> <p>- Due to security concerns, the district based peace building (DBPB) project in south central activities were closed in 2009.</p> <p>- Due to security concerns, the DBPB activities were closed and all equipment handed over to local institutions and the UN.</p> <p>-The DBPB was no longer seen as the viable option for stability and peace building due to the increase in instability and the difficulty to ensure safety for staff. The tools used to encourage the peace and reconciliation process were no longer the tools needed to curb an armed conflict and extensive insurgency.</p>

(By Organisation)	<p><b>Outcome 1.3./2009 Up to 24 rural and urban councils' capacity to govern and manage service delivery enhanced</b></p>
UN-HABITAT	<p><b>Somaliland</b></p> <p>The Academy for Peace and Development (APD) was contracted to carry out training workshops on <i>Managing Conflicts and Differences</i> in the six target districts. The selected trainers participated in a Training of Trainers workshop as well as a refresher on <i>Local Leadership and Management Skills, LLM</i>, (01-06 August), and received technical support by a Senior Capacity Building Expert (1 - 4 October 2009). Training workshops implemented in Boroma and Berbera (17-26 October 2009) and Sheikh (23 December-2 January) and Burao (24 December-3 January). Hargeisa and Odweyne workshops scheduled for January 2010. Trainings on <i>LLM</i> will be offered once new District Councils are in place, since all current ones have been trained in 2004.</p> <p>Dialogue initiated with the Ministry of Family Affairs &amp; Social Development on implementation of capacity building on <i>Gender and the Involvement of Women in Local Governance</i> for District Councils in 2010.</p> <p>Final draft of <i>Urban Planning Manual (UPM)</i> completed; Publication and translation in Somali to follow in early 2010; UPM will be used for training of MoPW regional office and municipal staff.</p> <p><i>Land and Urban Management Institute (LUMI)</i> building complete, furnished and equipped; Capacity assessment for the land management sector under way.</p> <p><i>Somaliland Municipal Association (SMA)</i>: UN-Habitat signed an Agreement of Cooperation with the Somaliland Municipal Association for provision of technical support. A Technical Expert and a Communications Consultant have been recruited, and a work plan &amp; organizational chart have been drafted. A local institution has been hired to complete the review of SMA constitution, by-laws, as well as personnel and budget plan. Funding for this was provided to UN Habitat from UNDP.</p>



	<p><b>Municipal Finance</b></p> <p>UN-HABITAT recruited a senior international municipal finance (MF) expert whose first mission to Somaliland will be in January 2010, for situational analysis, review of completed work, policy development, and completion of MF manuals.</p> <p>A Workshop on Municipal Finance was organized in Hargeisa (17-18 November), with over 50 stakeholders to discuss progress, achievements, suggestions for improvements and concerns in relation to the current work of training and automation in the six target districts as well as Gebiley, Las-Anod and Erigavo. A follow-up workshop is scheduled for February 2010, focusing on municipal finance policy development, service delivery and improved Charter of Accounts.</p> <p>Further progress achieved in Integrated financial management systems (IFMS) cooperation with the partner NGO <i>Terre Solidali</i>, include:</p> <p><b>Development of basic customized training package for municipalities, including</b> manuals on AIMS, BIMS, Introduction to IT, and Introduction to Accounting Practices being finalized.</p> <p><b>Consolidation of IFMS in seven A-grade municipalities:</b> AIMS accounting system has been operational in Hargeisa, Berbera, Burao, and Boroma Municipalities since the beginning of 2008. Implementation in Erigavo started in early 2009. Gebiley and Laas Anod are delayed due to lack of capacity and instability. Continued monitoring, support and backstopping provided by <i>Terre Solidali</i>. Data collected and analyzed in terms of bank and cash reconciliations, input of all transactions, etc. Reports were generated from the data and used for feeding back the management with information. The Payroll module is operational. All of the municipalities are currently using the standard chart of accounts. Monthly financial reports created and submitted to the Ministry of Interior.</p> <p><b>BIMS</b> was successfully installed in Hargeisa and Burao, and currently improvements and adjustments are being done. BIMS equipment for Erigavo and Boroma has been procured and was installed.</p> <p>Two new automated modules for MoI and the Magistrate of Accounts were identified and developed upon request of district councils: a module to produce consolidated reports at MoI level (using municipal financial data from various municipalities), and a module to consolidate data at Magistrate of Accounts level from general municipal financial data from income and expenditure accounting in lower grade districts was completed. Receipts for revenue collection in individual municipalities. Installation and piloting is scheduled for 2010. Computer equipment for this purpose has been procured.</p> <p><b>Development of Best Practices Manual:</b> Research on existing laws with reference to best practices and reporting of external grants was carried out by the Italian National Research Council, Institute of International Legal Studies. An auditing module has been developed in December while relevant training material will be ready by the end of January 2010.</p> <p><b>Feasibility Study for introduction of AMF systems in Lower Grade Municipalities,</b> report finalised in December. The study indicates that suitable conditions for the installation of automated systems were present in 4 out of 9 reviewed smaller districts. Based on the findings, Odweyne and Sheikh were selected to pilot the installation of computerized and integrated accounting modules during the first half of 2010.</p> <p><b>Development of Municipal Website:</b> The municipal financial information together with the by-laws, procurement notices will be published in a dynamic web site. This will be built in the beginning of year 2010. The company to develop the web site has already been identified and inputs for the formats given. During the next field mission, presumably by the end of January 2010, contacts with SMA, MOI and municipalities will be established to define contents and links with other existing web sites.</p> <p><b>Puntland</b></p> <p>The Puntland Institute for Development of Administration and Management (PIDAM) was contracted for the delivery of training on <i>Local Leadership and Management Skills, LLM</i>, in three districts and <i>Managing Conflicts and Differences</i> in one district. The selected trainers participated in a TOT workshop on the Conflict Management module and a refresher on LLM in Hargeisa (01-06 August), and received technical support by a senior international consultant (22 September - 1 October). The initial training workshop on <i>LLM</i> was held in Galkayo (14-28 December 2009). Further workshops in conflict management and LLM are scheduled for 2010 and will be offered to all new District Councils.</p> <p>Dialogue initiated with the Ministry of Ministry of Women's Development and Family Affairs on implementation of capacity building on <i>Gender and the Involvement of Women in Local Governance</i> for District Councils in 2010.</p> <p><b>Municipal Finance:</b> The proposed way forward for the Municipal finance intervention in Puntland was presented and agreed upon during the Puntland progress workshop of 28-29 September. Preparations for the roll-out in January 2010 have been undertaken. The activities to be started up will include:</p>
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	<p>-Installation of AIMS (Accounting Information Management System) in 4 Municipalities (Garowe, Gardo, Bosasso and Galkayo) and provision of specialized trainings and follow-up support</p> <p>-Installation of IFM tools at the Ministry of Interior and the Magistrate of Accounts, and follow-up support</p> <p>-Support to Municipal Finance Systems Review, Related Policy Development and Legal Change in Puntland, including</p> <p>-UN-HABITAT recruited a senior international municipal finance expert in December 2009; Terre Solidali supported the Puntland Ministry of Interior in work related to external grant management, contract monitoring and indicators tracking.</p> <p><b>South central</b></p> <p>-Negotiations with partner organizations in Mogadishu held for trainings in <i>Managing Conflicts and Differences</i> to be implemented in 16 Districts of Mogadishu and Benadir during 2010, as part of the <i>Participatory District Rehabilitation</i> project.</p>
UNDP	<p><b>Somaliland</b></p> <p>-Councilors and staff in 6 target districts completed training on roles and responsibilities for councilors and staff, according to the Induction Manual developed by MOI, supported by a training module developed to this effect.</p> <p>-Councilors and staff in 2 target districts completed training and received on-the-job training on the short term project implementation process, which included verification with communities on the priorities selected during the CDD process for 2008 and 2009; agreement on priorities in the council; request for planning approval by line ministries; request for financial approval from MOI and UNDP; procurement; financial management and M&amp;E. The result of this training was the short term projects currently being implemented (5 projects in Borama and 4 in Berbera).</p> <p>-Councilors and staff in 6 target districts completed training and on-the-job training for 3 of the 5 training modules of the DPPB; i.e. training on and actual design of the District Development Framework; training on and actual resource forecasting; and training and actual design of an Annual Work Plan and Budget for 2010. These documents were available in draft forms at the end of 2009 and will be completed in February 2010. With these documents, the target districts can start the process to procure services.</p> <p><b>Puntland</b></p> <p>Councilors and staff in 4 target districts completed training on roles and responsibilities for councilors and staff, according to the Induction Manual developed by MOI, supported by a training module developed to this effect.</p> <p>-Councilors and staff in 2 target districts completed training and received on-the-job training in the Short Term Project Implementation process, which included verification with communities on the priorities selected during the CDD process for 2008 and 2009: agreement on priorities in the council; request for planning approval by line ministries; request for financial approval from MOI and UNDP; procurement; financial management and M&amp;E. The result of this training is the short term projects that were advertised in December 2009 and contracting will be done directly between UNDP and service providers in February 2010. Funds for these projects will not be transferred to the districts as the financial management system is not yet up and running in the Puntland target districts.</p> <p>-Councilors and staff in 4 target districts completed training and on-the-job training for 3 of the 5 training modules of the DPPB; i.e. training on and actual design of the District Development Framework; training on and actual resource forecasting; and training and actual design of an Annual Work Plan and Budget for 2010. These documents were available in draft forms at the end of 2009 and will be completed in February 2010. With these documents, the target districts can start the process to procure services.</p>
ILO	<p><b>In Somaliland and Puntland</b></p> <p><i>-Procurement and implementation</i></p> <p>To build the capacity of the districts councils to deliver and manage service delivery, procurement and technical manual on project management were developed and training of trainers (TOT) delivered. The trainers were drawn from the Interior and Public Works Ministries and Joint Programme engineers and programme officers. Subsequently training sessions for the district technical works officers from all the target districts in Somaliland (6) and Puntland (4) were undertaken on project management (design, procurement and contract management) which were coupled with on-the-job application and mentoring through the short term prioritized projects. This process has not only facilitated piloting and putting in place systems and procedures for service delivery management but has yield invaluable learning of areas where further efforts in system development and needs-based training lie which will inform activities in</p>





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(By Organisation)	<b>Outcome 1.4./2009 Target district councils have increased awareness about options of revenue generation</b>
UN-HABITAT	<p><b>Somaliland</b></p> <ul style="list-style-type: none"> <li>-Upgraded GIS licenses obtained for Hargeisa, Borama and Berbera municipal GIS support offices</li> <li>-Digitization of new (2004-9) Hargeisa properties completed; Updating of Hargeisa property database commenced</li> </ul> <p><b>Puntland</b></p> <ul style="list-style-type: none"> <li>-Proposals for establishment of municipal GIS (to improve property tax collection) in Gardo and Garowe during 2010 completed</li> </ul>
(By Organisation)	<b>Outcome 1.5./2009 All eligible district councils (up to 24) have at least 1 priority service delivery project funded annually</b>
UN-HABITAT	<p><b>Somaliland</b></p> <ul style="list-style-type: none"> <li>-District Profile and District Development Framework preparation: technical expertise provided by UN-Habitat to the document format, technical standards, thematic maps, as well as: capacity support to the DPPBP service provider and facilitation of support team's mission.</li> <li>-<i>Solid Waste Management</i>: Ongoing work in support to five municipalities in Somaliland with regards to physical construction and/or upgrading of waste management facilities, waste management (including the installation of billing and accounting systems), policy development, environmental impact assessments, training and provision of material. The following are the results and achievements in the JPLG district in 2009:</li> </ul> <p><b>Hargeisa</b></p> <ul style="list-style-type: none"> <li>-Environmental Impact Assessment (EIA) completed.</li> <li>-Southern and Northern disposal areas upgraded into sanitary landfill sites; including deepening, strengthening of embankments, establishment of disposal procedures, rehabilitation of access roads, construction of office and watchman's post. Purchase of a compact shovel loader. Provision of tools and safety gears (250 units) for Hargeisa PPP partners / garbage collection workers.</li> <li>-Municipal Staff and employees of the two PPP- organizations trained.</li> <li>-Automated accounting &amp; billing systems (AIMS and BIMS) installed and staff trained at 2 companies involved in the PPP.</li> <li>-Awareness and cleaning campaigns and support to monthly Community Clean-up Campaigns and media awareness.</li> <li>-Installation of solid waste transfer stations (2) and street receptacles (13).</li> <li>-Installation of hazardous waste treatment and disposal facilities at 3 public health institutions.</li> </ul> <p><b>Borama</b></p> <ul style="list-style-type: none"> <li>-EIA for construction of new dumpsite completed.</li> <li>-New sanitary landfill constructed, including landfill office, watchman's post. Compact shovel loader purchased. Provision of tools and safety gears.</li> <li>-Municipal Staff trained.</li> <li>-2 SWM projects at community level supported. ToTs conducted, sanitation committees established in 4 districts; awareness campaigns, support to media and municipal clean-up campaigns.</li> <li>-Support to Amoud University recycling project: compost project, plus 6000 recycled-paper-charcoal briquettes distributed to 50 IDP households.</li> </ul> <p><b>Sheikh</b></p> <ul style="list-style-type: none"> <li>-EIA for new dumpsite completed</li> <li>-Construction of new Sheikh Sanitary landfill; clean-up and land reclamation of old urban dumpsite. Collection tools and safety gears for 30 municipal sanitation workers provided</li> <li>-2 SWM projects at community level supported.</li> <li>-Provision of 3 solid waste collection stations; cleaning campaigns organized in 3 urban neighborhoods</li> <li>-Rehabilitation of Sheikh public slaughterhouse, including construction of watchmen house, store and latrine and sewage system upgrading.</li> </ul> <p><b>Burao</b></p> <ul style="list-style-type: none"> <li>-EIA for rehabilitation of existing dumpsites completed.</li> <li>-Upgrading of South-Western and South-Eastern disposal site completed. Purchase of a compact shovel</li> </ul>



	<p>loader and a truck with crane. Collection tools and safety gears for 110 municipal sanitation workers</p> <ul style="list-style-type: none"> <li>-Awareness and clean up campaigns conducted</li> <li>-Construction of 40 skips and 4 collection points.</li> </ul> <p><b>Puntland</b></p> <ul style="list-style-type: none"> <li>-District Profile and District Development Framework preparation: technical expertise provided by UN-Habitat to the document format, technical standards, thematic maps, as well as: capacity support to the DPPBP service provider and facilitation of support team's mission.</li> <li>-<i>Solid Waste Management</i> projects have been initiated in Bosasso and Garowe. A preliminary assessment was conducted in September 2009: including analysis of existing SWM arrangements and facilities, meetings with a broad range of local actors (local authorities, PPP-service providers and staff, waste committees, primary collectors from the IDP community, local water companies, Ministry of Public Works, etc.), and discussions on the scope for possible support under the UN JPLG. The proposed strategic approach was presented during the Puntland progress workshop of 28-29 Sept, and agreed upon by MoI and the respective Mayors.</li> </ul> <p><b>Garowe</b></p> <ul style="list-style-type: none"> <li>-Municipal SWM Proposal reviewed by UN-HABITAT and CESVI; to be further elaborated. Improvement of municipal SWM service under a PPP arrangement (funds to be allocated in 2010)</li> <li>-Extension of municipal water distribution network and construction of 4 water points for the Old Airport IDP settlement area completed (December 2009)</li> </ul> <p><b>Bosasso</b></p> <ul style="list-style-type: none"> <li>-Municipality Proposal for “Strengthening the Management of SWM in Bosasso” to be further elaborated. Improvement of municipal SWM service through strengthening of the existing PPP arrangement (funds to be allocated in 2010)</li> </ul> <p><b>Gardo and Galkayo</b></p> <ul style="list-style-type: none"> <li>-Proposals prepared during the Somali Urban Devt Programme reviewed and funds to be allocated in 2010</li> </ul> <p><b>SC</b></p> <p>Negotiations with partner organizations held for <i>Participatory District Rehabilitation</i> project in Mogadishu to be implemented in 16 Districts of Mogadishu and Benadir during 2010. Fund for this will be provided to UN Habitat from UNDP.</p>
UNDP	<p><b>Somaliland</b></p> <p>Borama District Council is implementing 5 service delivery projects funded by the District Basket Fund</p> <ul style="list-style-type: none"> <li>• Construction of berked (water storage) at Gurayacawl</li> <li>• Construction of Sh. Makahil Community Centre</li> <li>• Construction of community Centre at Sh. Ahmed Salaan</li> <li>• Construction of gravel road at Sh. Alijawhar</li> <li>• Construction of gravel road - Sh. Osman.</li> </ul> <p>Berbera District Council is implementing 4 service delivery projects funded by the District Basket Fund</p> <ul style="list-style-type: none"> <li>• Rehabilitation of Buroa Sheik Market</li> <li>• Community market shelter /Lasadacawo</li> <li>• Water supply system - Buroa Kibir</li> <li>• Community health post - Hamaas</li> </ul> <p><b>Puntland</b></p> <p>Projects in Puntland entered the tender process in late 2009 and were as follows:</p> <p>Bosasso District:</p> <ul style="list-style-type: none"> <li>• Garbage Point – Dayaha</li> <li>• 10 Latrines – Gribble A</li> <li>• Health Post – Wadajir</li> <li>• Community Centre – Gribble Uba</li> <li>• Garbage Point – Oktober</li> <li>• Rehabilitation of Water Reservoir – Kalabayr</li> <li>• Elevated Water Tank – Yalho</li> </ul> <p>Garowe District:</p> <ul style="list-style-type: none"> <li>• Village Market – Kalabayr</li> <li>• Health Post – Reebanti</li> <li>• Community Centre – Hodan</li> <li>• Garbage Point – Waberi</li> <li>• Two shallow water wells – Barwaqo</li> </ul>



	<ul style="list-style-type: none"> <li>• Garbage Point – Wadajir</li> <li>• Health Post – Uun.</li> </ul>
All	<p><b>Somaliland</b> Agreement was reached between JPLG and MOI to expand from 2 to 6 districts and funds have been committed to the District Basket Fund for these districts for 2010.</p> <p><b>Puntland</b> -Agreement was reached between JPLG and MOI to expand from 2 to 4 districts and funds have been committed to the District Basket Fund for these districts for 2010.</p>

(By Organisation)	<b>Outcome 1.6./2009 Seventy five communities and 25 private sector service providers have increased capacity to deliver services</b>
ILO	<p>-The guidelines on procurement based on an assessment on existing LG procurement process; and on contract management were developed for out-sourcing of works and services aim of widening opportunities for private sector participation in service delivery. The target districts in Somaliland piloted the guidelines in the short-term project process in 2009 and tendered the works for the nine priority projects to the private sector. This generated a healthy response of over 30 bids for the nine projects. The private sector engaged in the tendering process following the set tender documents and instructions. The process has illuminated need for awareness creation, orientation and training on procurement opportunities and procedures within the private sector that will be addressed during 2010.</p> <p>-During 2009, an assessment of public private partnerships (PPP) in local service delivery was undertaken and a draft policy framework to guide the initiation and management of private sector partnerships in service delivery were developed and shared with the MOI in both Somaliland and Puntland. During 2010, a toolkit and training of relevant authorities on how to initiate and manage PPP will be undertaken; and efforts to adopt the policy framework undertaken.</p>
(By Organisation)	<b>Outcome 2.1./2009 Target communities in up to 24 districts have basic understanding of their rights and responsibilities vis-a-vis district councils.</b>
UN-HABITAT	<p><b>Somaliland</b> -Support provided to Ministry of Family Affairs &amp; Social Development for its <i>16 days activism against Gender Based Violence campaign</i>, including communities sensitization campaign, events, meetings and media coverage in target districts of the JPLG.</p>
UNICEF	<p>-In 2009 greater efforts was made on generating the demand side of governance through civic education. Therefore, two service providers were identified; Academy for Peace (APD) and Somali Development Trust (SDT) in Somaliland and Puntland to support in the delivery of the civic education project that aims to encourage citizens to participate in decision making process at the district level, Improve relationships and trust between the district and communities/citizens and make the district more accountable to its citizens. The implementation is done with greater collaboration with the targeted districts and monitoring and backstopping through partnership agreement between UNICEF and the Ministry of Interior.</p> <p>The civic education strategy was developed as well as the mass media campaign that involved initial field study to analyze the current situation and, review findings through a validation workshop for identification of key features from the Civic Education campaign, then incorporated messages into the various communication channels. Identification of various media houses was done as well as development of messages and articles for the campaign.</p> <p>- The civic education strategy was developed based on field research and validation of the findings by all key stakeholders. Key features of sound multi-media houses and related IEC materials and resources that effectively demonstrate the rights and responsibilities of citizens' vis-à-vis their respective local councils were identified.</p> <p>Implementation through media and outreach programs and published articles started in two districts (Boroma and Berbera) in mid 2009. This was expanded to the other four districts in Somaliland and Puntland. In Somaliland 6 articles were published in local news papers and three radio and TV programs aired in local TV and radio FM stations. While in Puntland the development of messages and articles for media campaigns in on-going and will be launched in March 2010.</p> <p>MOI was supported to provide continuous backstopping and monitoring of the program implementation process to the districts.</p> <p>The process enhanced quality implementation of the community consultation process in villages where</p>





	community understanding of their roles and responsibility was improved.
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(By Organisation)	<b>Outcome 2.2./2009 Annual district plans and budgets in up to 24 councils reflect community priorities</b>
UNICEF	<p>Cooperation between the two programs (JPLG and CDRD) in areas where they co-exist in the same districts is important. There is commitment from the government (Somaliland and Puntland), UN partners and the donors for the two programs to work out the details of this cooperation. Therefore in 2009, JPLG Partners embarked on a review of the two programs and a road map for harmonization resulted. Consequently in areas where CDRD and JPLG do coexist there will be one participatory planning and budgeting approach at the district level with a strong role for communities/villages as a means to strengthening accountabilities in local governance. However, there will remain two different modalities for funds transfer to the districts – with CDRD transferring funds to community groups and JPLG to DCs..</p> <ul style="list-style-type: none"> <li>- Participatory planning training was conducted for targeted DCs and village elders in Somaliland and Puntland to increase their capacities in participatory development processes to engage effectively with the communities and development actors for improving service delivery.</li> <li>- The Community consultation process in the four target districts in Somaliland (Boroma and Berbera) and Puntland (Bossaso and Garowe) was completed for implementation in the short-term output projects. The process resulted in the development of Community Action Plans (CAPs) that formed the basis for project prioritization and selection of projects for implementation by the districts through the district basket funds.</li> <li>- The community consultation process for the development of the district frameworks was completed in all the 10 districts in Somaliland and Puntland by December 2009. Technical guidance was provided to MOI in supporting the districts in the recruitment of 96 district facilitators from the six districts in Somaliland as well as capacity building of the facilitators in undertaking the process. TOT of the 96 District facilitators hired from the 6 districts in Somaliland was undertaken for implementation of the community consultation process. In Puntland, MOI was supported in identification and training of the service provider to support the districts in the community consultation process. The community priorities will form the basis for the development of the District Development Frameworks and the District Annual Plans and Budgets.</li> </ul>
ILO	<p><b>Somaliland and Puntland</b></p> <p>A toolkit for undertaking economic assessments was developed and integrated in the district planning guidelines. Further detailed local economy assessment carried out for each of the initial six target districts in Somaliland and Puntland. The draft assessment reports produced were then utilized as input into the district profiles as part of development of the district development framework and annual work plans and budgets.</p>



(By Organisation)	<b>Outcome 2.3./2009 Basic mechanism for community monitoring of all projects funded by the development fund</b>
UNICEF	<p>-The formation of the community monitoring groups formed through Village Council consultation processes were trained on Participatory Impact Monitoring (PIM) to build the community capacity in monitoring projects implemented under the short-term output process</p> <p>-UNICEF and ILO are currently reviewing the existing community monitoring tools for revisions and inclusions of elements relevant for the JPLG.</p> <p>-Community monitoring training for the four districts in Somaliland and Puntland (Berbera, Boroma and Bossaso and Garowe) as part of the short term output process was undertaken. This equipped the community with basic skills to undertake monitoring of the project identified and funded under the districts investments funds.</p> <p>-The Village Council committees developed under the DDF process will be trained on the PIM in January 2010.</p>
ILO	-UNICEF and ILO are currently reviewing the existing community monitoring tools for revisions and inclusions of elements relevant for the JPLG.

(By Organisation)	<b>Outcome 2.4./2009 Public reporting meetings in up to 24 districts held annually</b>
UNICEF	Activities to reach this output will be implemented early 2010

Osman Buh Ali, Mayor of Gardo, Puntland

*"As the Mayor of Gardo District, we deem that JPLG has been and still is the only mechanism that paves the way for the enhancement of local governance in the district. We are very grateful to all the stakeholders who have accomplished in putting this program in place. So far, the training and workshops were very efficient, instrumental, tailored to our needs and practical. We feel that a change has come through these trainings and workshops. Our staff's knowledge and understanding seems to have been enlarged"*



## Annex 6

The following results were recorded against the JPLG log frame for the reporting period of 2009.

### **Specific objective 1: Communities have equitable access to basic services through local governments**

#### ***Somaliland***

The *Short Term Output Implementation Guideline* was developed by MOI with support from the JPLG, allowing target districts to implement services through a specific planning process with support from JPLG. A training module complemented the guideline.

An Induction Guideline for district councilors and staff was developed by MOI, accompanied by a training module (module 1) with a Trainer Guide and Participant Book.

The District Participatory Planning and Budgeting Guideline was developed, allowing the six target districts in Somaliland to go through a comprehensive participatory planning, budgeting and investment programming process, giving the Somaliland authorities the opportunity to steam line development planning for local governments. Four out of five modules were completed to allow for implementation of the guideline (Module 2: District Development Framework; Module 3: Budgeting; Module 4: Resource Forecasting; Module 5: Procurement and Implementation), each with a Trainer Guide and Participant Book.

The decentralization policy and taxation policy documents were reviewed and discussions will continue in 2010 with the involvement of the sectors.

To achieve enhanced coordination of the Land Policy formulation and Land Law reform process a Land Policy and Land Law Secretariat has been set-up at the Ministry of Public Works, Housing and Transport. A Land Policy Technical Committee is also established and operational. In early 2010 an “Issues and Options” paper and Land Policy formulation action plan will be finalized. For land law, a “Key Elements for Reform” brief and a Land Law reform action plan will be developed. A key activity in this area has been dissemination and awareness campaigns on the Urban Land Management Law held in all Grade “A” and Grade “B” districts.

In Hargeisa, stakeholder consultations have been held for the finalization of the City Charter, the recommendations and guidelines for the drafting have been published. The Charter is

**Abdirahman Shide Bille,  
Mayor of Borama,  
Somaliland:**

*“The trainings organized so far under JPLG are quite useful and all deepened our understanding of local government issues. Some clarified the responsibility of the different parts of the municipal staff while others shed a light on relevant laws. They have greatly improved our efficiency and effectiveness. As for the future trainings, the municipality must have a say in the selection of the service providers as well as its conduct so that we make sure that all the relevant municipal staff and councilors take advantage of them”.*



currently under review by the House of Representatives Interior, Security and Defense Committee, and will be tabled as a Bill in the House in the current session.

The Hargeisa Land Dispute Tribunal has been constituted through passing a bylaw and signature of a Ministerial decree. The tribunal will receive capacity building support during 2010. Likewise stakeholder consultations have been held for the Urban Regulatory Framework, and the draft Planning and Building Codes and Standards has been adopted by the Ministry of Public Works, Housing and Transport.

Within the area of Municipal Finance Policy, work was initiated to review the national framework and current local and central level practices. A senior international consultant was recruited and preparations for the initial mission, in early January 2010, were undertaken.

An analytical framework was developed and discussed with the Ministry of Interior (MOI) in Somaliland to assess the existing local government procurement system. The assessment was carried out in Hargeisa, Borama and Berbera and initial findings and preliminary recommendations for necessary reforms and guidelines were prepared, presented and discussed with the MOI. The procurement procedures from the draft guidelines were integrated into the short term project implementation of service delivery projects, enabling the target districts to undertake an open procurement process through the learning by doing approach.

The design of the LDF was completed and approved by the Government and JPLG Steering Committee in 2009 (ref. Section 3.2, p. 24). Following the approval, the operational manual will be developed in 2010, to prepare for the operational launch of the LDF from September 2010.

### **Puntland**

The Short Term Output Implementation Guideline was developed by JPLG and Ministry of Interior and Local Government (MOILG), with support from the JPLG, allowing target districts to implement services through a specific planning process with support from JPLG. A training module complemented the guideline.

An Induction Guideline for district councilors and staff was developed by MOI, accompanied with a training module (module 1) with a Trainer Guide and Participant Book.

Abdirahman Mohamud  
Haji, Mayor of Galkayo,  
Puntland:

*"As Mayor of Galkayo District I would like to say that the trainings and workshops being conducted so far under the auspices of the JPLG Program were very satisfactory and tremendously contributed to the development process of local governance in region. This program has heavily enriched the knowledge and the skills of our municipality staff as well as the district councils. We believe that what so far has been covered only represents the introductory part of the program and are very hopeful that this program will be very fruitful in the years to come."*



The District Participatory Planning and Budgeting Guideline was developed, allowing the target districts in Somaliland to go through a comprehensive planning, budgeting and investment process, and giving the Puntland authorities the opportunity to streamline development planning for local governments. Four out of the five modules were completed to allow for implementation of the guideline (Module 2: District Development Framework; Module 3: Budgeting; Module 4: Resource Forecasting; Module 5: Procurement and Implementation), each with a Trainer Guide and Participant Book.

An analytical framework was developed and discussed with the MOILG and local government in Puntland to assess the existing local government procurement system. The assessment was carried out in Garowe and Bossaso. Initial findings and preliminary recommendations for necessary reforms and guidelines were prepared, presented and discussed with the MOILG.

Progress in the area of Land Policy, included the establishment of a Land Focus Group, which is fully operational and has held two Land Focus Group seminars in 2009, with a larger Land Conference planned for early 2010. Within this framework a Land Policy Secretariat, doubling as Land Law Secretariat has been set up at the Ministry of Public Works, in order to coordinate land policy formulation and land law reform process.

The design of the Local Development Fund (LDF) was completed and approved by the Government and JPLG Steering Committee in 2009 (ref. Section 3.2, p. 24). Following the approval, the Operational manual will be developed in 2010, to prepare for the operational launch of the LDF from September 2010. It was also agreed that the allocation of the LDF to the districts should be based on existing grades (A, B, C). The formula of 85 per cent for development projects, 5 per cent for investment service and 10 per cent for capacity building for all districts was agreed to by the current four JPLG target districts (Bossaso, Garowe, Gardho and Galkayo).

### ***South Central***

The Ministry of Interior in collaboration with the Ministry of Constitution and Federal Affairs and the Benadir Administration reviewed and undertook consultations on the Mogadishu City Charter with participants representing all districts in Benadir. A series of proposed amendments were recorded. These proposed amendments will be further discussed in April 2010 in Nairobi with a final feedback session in Mogadishu planned for May 2010.

## **Result 1.2 - Up to 24 districts have legitimate councils established and operational in selected locations**

### ***Somaliland***

All six target districts in Somaliland established council committees according to the legal framework with seats reserved for women or minority communities as per Article 22<sup>9</sup> of the Somaliland Election Law Amendment Bill from 2007, however so far no women have actually taken up elected local government office and it is to be seen if this will happen in the

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<sup>9</sup> [http://www.somalilandlaw.com/Somaliland\\_Election\\_Law\\_Amendment\\_Bill\\_\\_2007.pdf](http://www.somalilandlaw.com/Somaliland_Election_Law_Amendment_Bill__2007.pdf)



next local government elections that will follow 6 months after the next presidential election (to be held upon decision of the Somaliland Election Commission). In the interim with support from JPLG all six target districts in Somaliland established two council committees with between 20 - 30 per cent women representation.

In order to improve municipal finance systems and develop Accounting and Billing Information Management Systems (AIMS, BIMS) in particular in cooperation with the international NGO partner Terre Solidali, the status was as follows:

- AIMS accounting system have been operational in Hargeisa, Berbera, Burao, and Boroma districts since the beginning of 2008. Implementation in Erigavo started in early 2009. Implementation in Gebiley and Laas Anod are delayed due to lack of capacity and instability. The related module, Billing and Information Management System (BIMS), was successfully installed in Hargeisa and Burao, and currently improvements and adjustments are being done. Also, BIMS equipment for Erigavo and Boroma has been procured and was installed.
- Continued monitoring, support and backstopping for the system application by districts was provided by Terre Solidali throughout the year. Districts collected data and analysed them in terms of, for example, bank and cash reconciliations and input of all transactions. Various types of reports were generated from the data and used for informing the District management. The Payroll module is also fully operational. All target municipalities currently use a standard Chart of Accounts. Monthly financial reports are created and submitted to the Ministry of Interior.
- Installation of oversight systems for the District level AIMS were completed at the Ministry of Interior and the Magistrate of Accounts (MgOA). This facility enabled the following monitoring functions: external grant management, contract monitoring and indicators tracking, certification of Municipal Budgets and Expenditures, Auditing of General Receipts used in municipalities, and analysis of revenue collected as well as its usage.
- Two new automated modules for MOI and the MgOA were identified and developed upon request of district councils: a module to produce consolidated reports at MOI level (using municipal financial data from various municipalities), and a module to consolidate data at Magistrate of Accounts level from general receipts for revenue collection in individual municipalities. Installation and piloting is scheduled for 2010. Computer equipment for this purpose has been procured.
- With regard to training manual development in financial management, a basic customized training package for municipalities, including manuals on AIMS, BIMS, Introduction to IT, and Introduction to Accounting Practices were finalized. Furthermore, an Auditing module has been developed of which relevant training material will be ready in January 2010.
- A Feasibility Study on the introduction of AIMS and BIMS in lower grade districts was finalised. The study indicates that suitable conditions for the installation of automated systems were present in four out of nine reviewed smaller districts. Based on the findings, Odweyne and Sheikh were selected to pilot the installation of computerized and integrated accounting modules in lower grade districts during the first half of 2010.





The Village Committees are under the DC and are the link between the communities and the districts. The Village Committees are accountable to the DC and charged with the responsibility of overseeing development activities as well as security in their villages including enhancing community involvement in local decision making processes. In 2009 efforts concentrated on building the village capacities in participatory planning including needs prioritization and a visioning exercise as part of the consultation process in development of priorities formed by the basis of the five year district development framework and districts' annual work plans and budgets. The efforts helped create capacity for participatory impact monitoring in the villages targeted to carry out project implementation as part of the short-term process. In 2010, further capacities of the villages will be built to strengthen their skills in downstream and upstream accountability and enhance transparency and accountability of the district in delivery of basic services. This will include training of the village committees in basic monitoring tools and mechanisms to allow the communities to monitor the districts and ensure that their council's plan, procurement and implementation is done in a transparent and accountable manner.

**Mohamoud Ahmed Hassan,  
Mayor of Burao, Somaliland:**

*"With regard to the trainings we have undergone as part of JPLG capacity development program, they all contributed to our knowledge and understanding of the local governance. More precisely, Induction training clarified the roles and responsibilities of the councilors. However, I would recommend future trainings to be focused and tailored according to the different needs and requirements of the different departments of the local government. Nevertheless, I appreciate all the trainings conducted so far"*

### ***Puntland***

Galkayo Council was re-established by law to have between 19 per cent women. The process facilitated by MOWDAFA took place through awareness raising and networking between women groups. The women councilors were selected by existing women councillors, and this is the first time women have participated in

selecting other women councilors. The councilors were selected based on competencies, including from participating in a leadership programme offered by MOWDAFA, and not based on clan relations. The JPLG has supported the MOWDAFA to ensure that the presidential decree establishing the quota system was acted upon. In the interim with support from JPLG all four target districts in Puntland established two council committees according to the legal framework, and with between 20-30 per cent women representation.

Preparations for the installation of AIMS in four districts (Garowe, Gardo, Bosasso and Galkayo) and provision of specialized trainings and follow-up support was undertaken in late 2009 with the aim to install the system and conduct relevant trainings in January 2010.



The Village Committees are under the DC and are the link between the communities and the districts. In 2009 efforts concentrated on building the village capacities in participatory planning including needs prioritization and a visioning exercise as part of the consultation process in development of priorities formed by the basis of the five year district development framework and districts annual work plans and budgets. The efforts helped create capacity for participatory impact monitoring for the villages targeted to carry out project implementation as part of the short-term output process. In 2010, further capacities of the villages will be built to strengthen their skills in downstream and upstream accountability and enhance transparency and accountability of the district in delivery of basic services. This will include training of the village committees in basic monitoring tools and mechanisms to allow the communities to monitor the districts and ensure that their council's plan, procurement and implementation is done in a transparent and accountable manner.

### **Result 1.3 - Up to 24 urban and rural councils' capacity to govern and manage service delivery enhanced**

#### ***Somaliland and Puntland***

Capacity assessments were completed in all target districts and with all Ministries that have an agreement with UNDP.

Relationships between central government and district councils in six target districts in Somaliland and four in Puntland has been enhanced due to project implementation

Extensive training and on-the job training have enabled two target districts in Somaliland and two in Puntland to procure service providers and initiate service delivery.

Design of the District Development Framework (DDF), resource forecast and annual work plan and budget was initiated at the end of 2009 and Puntland target districts finalized drafts before the end of the year. The process in Somaliland took a bit longer time as the community consultation process was delayed due to lack of clarity as to how the process would evolve. A learning by doing approach was used for both Puntland and Somaliland as part of the short term project implementation process. In this way, the districts were able to carry out in practice all the procedures they had been taught.

Respective Ministries of Interior received extensive support to build capacity to play their mandated roles to monitor and backstop activities at the district level, and to provide a strategic lead in the decentralization reform process. The focus in 2009 was on its roles in backstopping and monitoring in order to strengthen the role between the national and district levels, and also in order to ensure visible results on the ground. The support has enabled MOIs to hire training service providers for capacity development and on-the-job training for the development of the DDF and resource forecast and AWPB for 2010. The support has also ensured that monitoring and backstopping took place during planning, procurement and implementation processes; and it has enhanced learning in MOIs.

MOI's familiarized themselves with the legal framework for decentralization (such as Law No. 23 in Somaliland) and embarked on a policy review process with support of JPLG. This





### **Promotion of the role of women in district councils in Puntland**

In Puntland, where DCs are established through a selection process amongst the clans, JPLGs support to the Ministry of Women Development and Family Affairs (MOWDAFA) has ensured that the Presidential Decree to secure between 20-30 per cent women representation in the DC selection process has been acted upon. Galkayo DC was re-established in August 2009 with 6 women out of 31 members, where capability rather than clan was the focus. The Puntland Government now wants to use the same process for further DC selections. MOWDAFA's process focused on training of women networks in leadership roles and discussions of what kind of qualification was required by a leader. The network groups then got together to support women candidates. Farhio Yusuf Hersi, a member of the Sexual Exploitation and Abuse Network, comments: " *This is a new dawn for the women of Mudug in particular and the women of Somalia in general, for women to also participate and be selected to the district council. Women were never considered before*".

work will continue in 2010 by providing more policy options for decentralization to be used in discussions with other ministries and key stakeholders in Somaliland.

In 2009, the districts were supported to facilitate community/village participation in the district planning process in order to strengthen accountabilities. The community consultation process led by the districts aimed at ensuring that the district development plans reflect the most pressing needs of communities and that those districts become accountable to the communities in the delivery of services to meet their identified needs. To this end the local councils and district facilitators were trained in participatory planning processes.

Key Somaliland institutions were supported to establish zonal capacity building resources: a building for the Somaliland *Land and Urban Management Institute* (LUMI) was completed in collaboration with the Ministry of Public Works. Also it was furnished and equipped. An organizational and personnel structure plan is currently being implemented. The institute will provide inter-ministerial capacity building and technical support service, especially in the sectors of land administration and land management as well as urban/rural strategic and spatial planning.

Also the *Somaliland Municipal Association (SMA)*<sup>10</sup> is being provided with organisational development support. A Technical Expert and a Communications Consultant have been recruited, and a work plan and an organizational chart have been drafted by the new personnel. A local institution has been hired to support the SMA with a review of the SMA constitution and by-laws, as well as creation of a personnel and budget plan, and also to design a functional and advocacy strategy for SMA support to local government institutions.

### **South central Somalia**

The Ministry of Interior initiated a capacity assessment of MOI and the Benadir Administration. This assessment will provide the basis for negotiations with UNDP on

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capacity support to these institutions. The assessments will be completed in March 2010.

## **Result 1.4 - Targeted district councils have awareness about options of revenue generation**

### ***Somaliland***

Digitization of new Hargeisa properties (built between 2004 - 2009) was completed. This enabled an update of the Hargeisa property database, leading to an increased number of taxable properties during the 2010 taxation cycle. Also upgraded GIS licenses were obtained for Hargeisa, Borama and Berbera municipal GIS support offices. GIS-based property tax systems can substantially improve municipal tax revenues by providing relevant data on taxable properties in a database that is easy to process and maintain, and can be integrated with the AIMS. Increased local revenues through an improved property tax system can complement external development funds which can help improve basic infrastructure and service delivery.

### ***Puntland***

A principal agreement was achieved with Gardo and Garowe district councils to carry out a feasibility study on establishment of a GIS-based property database system in these two districts starting in 2010. Property tax is under-utilised as a source of municipal revenue, yet it offers an opportunity for a stable and possibly increasing revenue stream over a long period.

## **Result 1.5 - All eligible districts have at least one priority service delivery project funded annually**

### ***Somaliland***

Two target districts started implementation of nine service delivery projects as outlined below:

#### **In Borama District:**

<b>Project</b>	<b>Estimated No. Beneficiaries</b>	<b>Contract Price in US\$</b>
Construction of Berked (water storage) – Gurayacawl	500	10,564
Construction of Sh. Makahil Community Centre	32,000	17,278
Construction of Community Centre - Sh. Ahmed Salaan	6,000	15,623
Construction of gravel road - Sh. Alijawhar	12,000	19,208
Construction of gravel road - Sh. Osman	4,600	18,166
<b>TOTALS:</b>	<b>55,100</b>	<b>80,839</b>

#### **In Berbera District:**

<b>Project</b>	<b>Estimated No. Beneficiaries</b>	<b>Contract Price in US\$</b>
Rehabilitation of Buroa Sheik Market	7,500	29,448
Community Market shelter – Lasadacawo	2,500	25,526
Water Supply System - Buroa Kibir	600	23,558
Community Health Post – Hamaas	690	7,510
<b>TOTALS:</b>	<b>11,290</b>	<b>86,042</b>

**Puntland**

Fourteen service delivery projects were advertised for two target districts as outlined below:

**In Bossaso District:**

Project	Estimated No. Beneficiaries	Contract Price in US\$
Garbage Point – Dayaha	3,920	11,400
10 Latrines – Gribile A	5,340	12,000
Health Post – Wadajir	10,584	16,753
Community Centre – Gribile Ubax	9,540	16,797
Garbage Point – Oktober	3,520	5,500
Rehabilitation of Water Reservoir – Kalabayr	2,220	4,200
Elevated Water Tank – Yalho	1,960	28,000
<b>TOTALS:</b>	<b>37,084</b>	<b>96,650</b>

**In Garowe District:**

Project	Estimated No. Beneficiaries	Contract Price in US\$
Village Market – Kalabayr	5,700	12,955
Health Post – Reebanti	1,660	16,250
Community Centre – Hodan	17,000	11,580
Garbage Point – Waberi	15,600	15,570
Two shallow water wells – Barwago	4,689	6,300
Garbage Point – Wadajir	13,250	17,000
Health Post – Uun	780	15,345
<b>TOTALS:</b>	<b>58,679</b>	<b>95,000</b>

**Result 1.6 - 75 communities and 25 private sector service providers awarded contracts to delivery priority services and works**

The guidelines on procurement based on an assessment of existing national and local government procurement processes; and on contract management were developed for out-sourcing of works and services by the districts with the aim of widening opportunities for private sector participation in service delivery.

During 2009, an assessment of public private partnerships (PPP) in local service delivery was undertaken and a draft policy framework to guide the initiation and management of private sector partnerships in service delivery was developed and shared with the MOI in both Somaliland and Puntland

**Specific objective 2: Local governments are accountable and transparent****Result 2.1 Target communities in up to 24 districts have basic understanding of their rights and responsibilities vis-a-vie district councils**

In 2009 greater efforts were made on generating the demand side of governance through civic education and increasing downwards accountabilities. Therefore, service providers were identified in Somaliland and Puntland to support in the delivery of civic education that aims to encourage citizens to participate in decision making processes at the district level, improve



relationships and trust between the district and communities/citizens and make the district more accountable to its citizens.

### **Result 2.2 Annual district plans and budgets in up to 24 councils reflect community priorities**

Work on the harmonization of the two programs (CDRD and JPLG) where they co-exist in the same districts in order to improve service delivery has progressed in 2009. The JPLG and CDRD partners embarked on a process of harmonization of district level planning and project identification approaches for implementation - and the outcomes were used to feed into the preparation of the DDF.

A toolkit for undertaking economic assessments was developed and integrated in the district planning guidelines. Further detailed local economy assessments were carried out for each of the initial four target districts (using the short-term implementation process) in Somaliland and Puntland.

### **Result 2.3 Basic mechanism for community monitoring of all projects funded by the development fund**

The community monitoring groups formed from Village Committees were trained in Participatory Impact Monitoring (PIM) to build the community capacity in monitoring projects implemented under the JPLG.

- UNICEF and ILO are currently reviewing the existing community monitoring tools for revisions as well as inclusions of elements relevant for the JPLG.
- Community monitoring training for the four districts in Somaliland and Puntland (Berbera, Boroma and Bossaso and Garowe) were undertaken as part of the short term output process. This equipped the communities with basic skills to undertake monitoring of projects identified and funded under the districts basket funds and to be equipped with skills to be one of the certifying agents for payments (along with district technical staff).

The Village Committees developed under the DDF process will be trained in PIM in January 2010.

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

Activities to reach this output will be implemented early 2010 and are as follows:

Facilitate annual District Plan implementation review meetings: The public review meetings facilitate the platform or forum for districts to engage in dialogue with its villages/communities to participate in decision making processes as well as facilitate transparency and accountability to the DC. In 2010 the targeted districts will be supported through a facilitated process to undertake two public reporting meetings for the reviews of the DDF and District Annual work plan and budgets before being approved by the councils and the reporting meetings to update the communities via their village representatives on the progress/achievements undertaken in the implementation of the district's annual work plan.



## Annex 7

### **JPLG Approach for south central**

The Djibouti Peace Agreement between the TFG and the Alliance for Re-Liberation of Somalia (ARS) offered some fresh hope for reduction of hostilities at the beginning of 2009. Both sides recognized the merit and the need for the continuation of peace supporting initiatives and development at the local level, and were particularly paying tribute to the achievements under the District Based Peace Building and Reconciliation project (DBPB). However, insurgent groups did not support the peace process and instability and violence re-emerged and escalated throughout south central Somalia during the first six months of 2009. During this time the attention of the new TFG continued to focus on security due to the escalation of fighting in Mogadishu and the former ARS stronghold Middle Shabelle, as well as across most south Somalia regions. The DBPB activities were reactivated in April 2009 at a time when Middle Shabelle seemed secure, however, following the take-over of Middle Shabelle by opposition forces and a further decline in security, in dialogue with the Italian Cooperation, the DBPB project was closed in June, and JPLG established a strategic direction for how to re-engage in south central Somalia, where one important pre-condition was some level of stability to allow for investment in local leadership structures<sup>11</sup>.

It became clear in 2009 that the JPLG would need to rethink with the TFG its activities and approach for south central Somalia. Consequently the JPLG Approach for south central Somalia was developed and approved by the JPLG Programme Management Group (PMG) in September 2009. Briefly, given the closure of the DBPB project and the instability in south central Somalia, it was important for the JPLG to agree on entry points and how it would work in these areas. The JPLG Approach became a merge of an earlier paper approved by the JPLG Steering Committee in October 2008 titled “Overall Criteria for Engagement in south central Somalia<sup>12</sup>” and some recommendations from the JPLG study titled “Final Roadmap for Harmonisation, April 2009” as well as drawing from the collective experience of the JPLG team and based on the current situation in south central Somalia.

The purpose of this document is to describe the approach for JPLG implementation in south central Somalia. This document is the merging of an earlier paper produced by the JPLG in October 2008 titled “Overall Criteria for Engagement in South Central Somalia<sup>13</sup>” and some recommendations from the JPLG study titled “Final Roadmap for Harmonisation, April 2009” as well as drawing from the collective experience and based on the current situation in south central Somalia.

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

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<sup>11</sup> JPLG Approach for South Central Somalia (October 2009)

<sup>12</sup> Note the criteria has been updated and adjusted slightly from the original text.

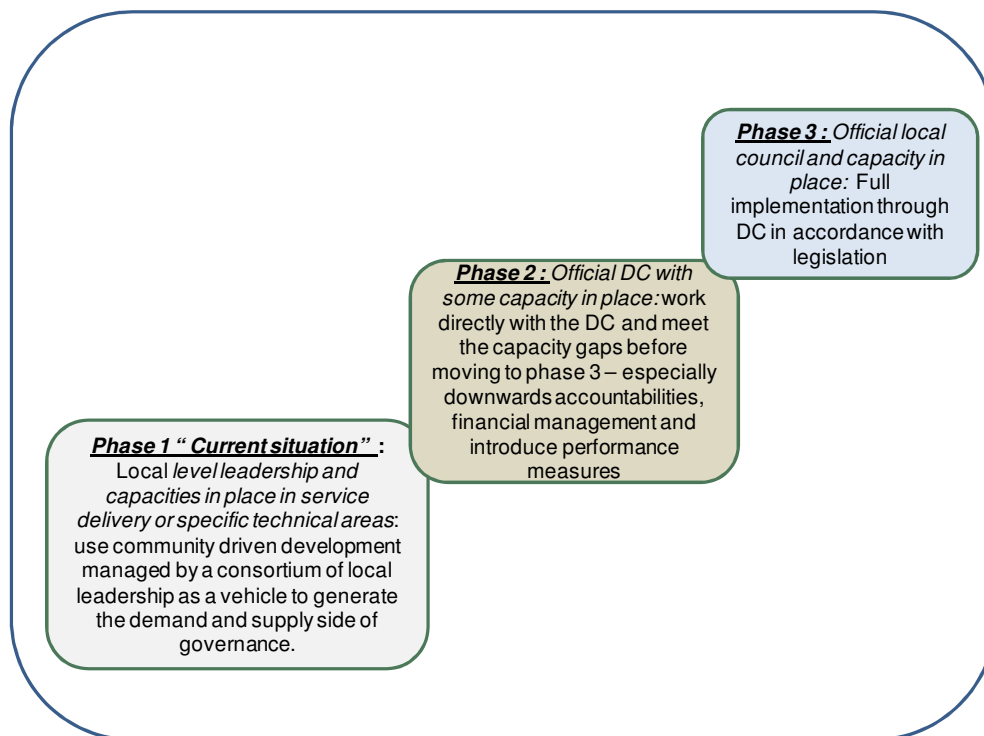
<sup>13</sup> Note the criteria has been updated and adjusted slightly from the original text.



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

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

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



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

In the first JPLG work plan session with the TFG in 2009 held on 1 October, it was agreed that priority should be given to initiate project implementation, review capacity of the Ministry of Interior and other key institutions, and review the legal framework. These activities were initiated from the last quarter of 2009. Again in dialogue with the Italian Cooperation and other partners, it was agreed that the funds remaining from the closure of the DBPB project would be reassigned two ways; i) a portion to UNDP’s Recovery and Sustainable Livelihoods programme (RSL), to deliver some quick projects with employment generation on the ground and ii) to UN-Habitat to continue work with the local level leadership structures to implement projects in each district of Mogadishu (under phase 1



above). This activity builds on the work done under a previous UN-Habitat district-based service delivery support project in Mogadishu. The reassignment of the funds was agreed to in early January 2010 and these activities have been included in the JPLG 2010 work plan for south central Somalia.

## Annex 8

### Update on risks and assumptions

AREA	RISK	Area	I*	P**	Programme reaction
<b>Programme risks (Capital "R" risks)</b>					
<b>Degradation of security situation</b>	A serious degradation of the security situation prevents effective implementation of the Joint Programme (note October 2008 incidences realised this risk in SL and PL).	SC	6	6	Consider delivery through local NGOs, IOs where relevant, Somali contractors or national staff, some activities cannot be implemented as scheduled, and where possible, rearrangement of activities to safer areas. Stronger engagement with elders and community leaders. Stronger emphasis on capacity building of government counterparts. Delivery approach to follow JPLG articulated approach. JPLG seeks advice from UNPOS.
		SL	6	5	Somaliland continues to remain as phase 4 (following downgrade in November 2008). Delivery modality through national staff; working through and building the capacity of local public institutions for delivery; identifying, partnering and strengthening competent service providers, non-governmental organisations, academic institutions and the private sector. Delays in implementation anticipated and work plan adjustments made as appropriate. JPLG seeking advice from UNPOS.
		PL	6	5	More delivery through local government institutions, NGOs, Somali contractors or national staff, all activities have been located in areas where access is possible. Stronger engagement with elders and community leaders. Stronger emphasis on capacity building of government staff. JPLG seeking advice from UNPOS.





<b>Political conflicts / instability</b>	Government instability and/or internal political conflicts prevent meaningful programme progress. (Note election period effectively realised this risk).	SC	6	6	Reconciliation efforts stopped as the current security threat require other means than can be provided by JPLG. Service delivery through community groups and JPLG approach. JPLG seeking advice from UNPOS.
		SL	6	3	Broad political engagement required, to minimize impact of potential political instability during or after the upcoming Somaliland elections. JPLG seeking advice from UNPOS.
		PL	6	4	Active engagement with elders and community leaders and regular briefing on program progress, actions and planning to ensure safety of staff.
<b>Political support</b>	General lack of support from government counterparts for the overall programme objectives	SC	6	4	Strong accountability and control mechanisms for UN programs, for programmatic and financial accountability.
		SL	6	2	Regular consultations with counterparts through sub office and regular (quarterly) review sessions. Strong accountability and control mechanisms for programmes, programmatic and financial accountability
		PL	6	2	Regular consultations with counterparts through sub-offices. Strong accountability and control mechanisms for programmes, programmatic and financial accountability
	Perception – UN JP is only supporting Government and	SC	6	5	Stronger outreach to and involvement of local leadership bodies and communities. Communication through civic education and local media stressing support to communities, efforts to support democratization and respect for human rights. More programmatic resources for service delivery. Quick employment schemes emphasised.



<b>Political support</b>	not communities	SL	4	2	Stronger outreach to and involvement of District Councils and communities and MoI at large, as well as gradual information sharing with/involvement of relevant Line Ministries. Increased communication required including through civic education programme and local media, stressing support to communities, efforts to support democratization and respect for human rights. UN JP might be seen as only supporting current Government. More community engagement to be promoted and more involvement at the Local Government / District Council Level.
		PL	4	2	Stronger outreach to and involvement of District Councils and communities and MoI at large, as well as gradual information sharing with/involvement of relevant Line Ministries. Stronger outreach to communities and communication through civic education programme and local media, stressing support to communities, efforts to support democratization and respect for human rights. More programmatic resources for service delivery. More emphasis in Governance on working with Civil Society, Media and Reconciliation

I \* Impact (6 highest, 1 lowest)

P \*\* Probability (6 highest, 1 lowest)



**OPERATIONAL RISKS (Cross-cutting Themes Across All Regions) Updated for annual report 2009**

Area	Risk	I*	P**	Mitigation Measures	Programme Response
<b>Operational risks</b>					
<b>Financial management</b>	Government counterparts do not manage financial support in a satisfactory and transparent manner	4	6	<p>Ongoing monitoring of capacity of government counterparts to manage funds openly and determine whether financial flows can be channeled through government or not.</p> <p>Where applicable, payments are made directly to end-users through partners.</p> <p>Include direct support to accounting procedures and systems and ensure clear deliverables in agreements.</p> <p>Increase implementation through other modalities.</p> <p>Undertake institutional assessments and strengthen weakness in institutions.</p>	<p>Withhold further disbursements until satisfactory financial and narrative reports are provided.</p> <p>JPLG strengthening financial management through systems development.</p> <p>Discontinue support in the absence of sustained improvements to accounting performance.</p> <p>Payments made either directly to end-users or through field based staff directly to vendors.</p> <p>Support through sub-office oversight and training govt. staff on financial management.</p>
<b>Stipend payments</b>	Stipends are paid to individuals that are not entitled	1	1	JPLG does not pay stipends.	JPLG does not pay stipends to government staff.
<b>Equipment &amp; Assets</b>	Security situation prevents access and endangers successful delivery of goods and materials	5	5	Enhance flexibility and investigate alternative supply channels.	<p>Request government to improve protection</p> <p>Suspend the delivery of goods if/when successful delivery is unlikely.</p> <p>Strengthen institutions to provide services and manage assets.</p>



Area	Risk	I*	P**	Mitigation Measures	Programme Response
	Procured equipment is not properly maintained / managed	4	4	Asset managers recruited and trained.	Responsible minister informed about the situation and requested to ensure proper management; UN JP may suspend/diminish support to involved / responsible ministry.
	Procurement provided by JPLG delays and create dissatisfaction	6	3	Procurement increasingly to be done by partners with close follow up and quality control by UN procurement staff	
	Procured equipment disappears	4	4	Regular asset verification visits staff and contractors	
Area	Risk	I*	P**	Mitigation Measures	Programme Response
<b>Rehabilitation of Buildings</b>	General insecurity prevents proper monitoring of rehabilitation and construction work	4	4	Specific arrangements with community committees for protection of assets	Suspend construction works if it is unlikely that expected outputs can be delivered or sustained, or in the event of intentional destruction of assets  Strengthening local technical capacity and Ministries of Public Works.
	Fighting/bombings destroy newly rehabilitated buildings or infrastructure assets	6	4	Robust monitoring and reporting tools; with stringent triggers for payments and requirements put in place & partners trained in use	
<b>Increased costs</b>	Insecurity, difficult and unpredictable access induce a general increase in the cost of delivery	4	6	Increase delivery through national partners  Training of national staff and counterpart in safe locations  Scale interventions in area and/or review target locations for interventions	
<b>Inadequate monitoring</b>	Insecurity, instability, restricted access (particularly for international staff) renders monitoring more difficult	5	6	Increase delegation of functions to local partners  Increase monitoring through third party local partners  Robust monitoring and reporting tools and requirements put in place & partners trained in use	



Area	Risk	I*	P**	Mitigation Measures	Programme Response
<b>Enabling Environment</b>	Lack of access and insecurity hamper dialogue	5	4	Conduct key consultations with targeted groups including Civil Society and Diaspora.	The UN JP will actively involve and build the capacity of Somali stakeholders such as those in civil society and the Diaspora and ensure programmatic measures to work outside of Somalia (where necessary).
	<b>South Central</b> TFG unable to promote broad based dialogue	5	4	Benchmarks for support to policy process established, including unpacking what it means for the environment to be conducive to freedom of expression. Authorities supported to delivering against these benchmarks	Continue regional dialogue process, civic education and capacity building and work with as many Somali national NGOs/CSOs as the security situation allows.  JP Partners will regularly review and agree on corrective measures.
<b>Local Governance and District Council</b>	<b>South Central</b> Security problems delay the establishment of DCs and RCs	5	5	Refer to JPLG criteria for engagement  Phased approach. Focus on areas that are more secure and where local power brokers (e.g. clan leaders, elders, etc.) can ensure stability	Refer to JPLG criteria for engagement.  The JP will engage with local leadership and community driven local consortia with capabilities to deliver services.
	Local councils are not viewed as legitimate by local population	4	3	Assessments conducted at local levels to ensure that council members are selected according to accepted principles and enjoy community support	In order to enhance credibility, councils are supported with limited funds for service delivery through participatory processes and capacity building.
	Local councils lose credibility after being established due to inability to meet expectations	4	4	“Quick win” investment activities to be implemented as soon as districts are established.  Engage & maintain dialogue & participation of sub-local administration leadership and community structures.	It is critical that the JP adopt a ‘learning-by-doing’ approach, hence capacity will be developed during implementation.  Strong focus on dialogue and reconciliation as this is a pre-condition for engagement to form legitimate



Area	Risk	I*	P**	Mitigation Measures	Programme Response
	Local councils are targeted/attacked by opposition groups	4	4	<p>Support to local authorities to begin in areas that are most secure, least likely to be targeted by external groups.</p> <p>Provision of support is done in a 'low key', technical fashion and expectations are kept low and well managed and communicated to wider public.</p>	<p>councils.</p> <p>Developing a legal framework to spell out clearly roles and responsibilities is one of the priorities for 2009/10.</p>
	National & Regional tiers interfere with district tiers (e.g. in taxation, registration, customs duties and delivery of services)	5	4	Assess, support understanding and clarity regarding roles and responsibilities between tiers of central government, regional administrations and local authorities – recommending revision at all levels.	<b>South Central:</b> JPLG to follow its south central approach. The priority will be to support the Benadir to support local level reconciliation, and to assist with service delivery through district councils in target districts which meet criteria set in approach.
<b>Institution building</b>	<p><b>South Central</b></p> <p>Changes within TFG disrupt ongoing activities</p>	5	5	<p>Interventions targeted at DGs and Department Heads to enable continuity</p> <p>Constitutional commissions largely involved in ongoing activities</p> <p>Engage in dialogue and maintain participation of sub-local administration community leadership structures</p>	<p>Provide TA targeted to support milestone delivery.</p> <p>Develop required basic management capacities to improve implementation capacities; Support Authorities to engage with communities to improve perception and legitimacy basis.</p>
	Public administration institutions are discredited due to political actions	4	4	Increase public accountability structures of the Ministries.	



Area	Risk	I*	P**	Mitigation Measures	Programme Response
Institutional (reputational) risks					
<b>Engagement of Communities &amp; Local Partners</b>	National partners become targets because of collaboration with UN JP / international partners.	5	4	<p>Develop and effect a clear, open and continuous communication strategy, manage expectations</p> <p>Adhere to transparent partner selection process, pre-empt potential dispute through open communication with key stakeholders and the wider public.</p>	<p>Suspending of support review options for public-private partnerships and expanded work with civil society. Evacuate if necessary.</p> <p>Request protection from governmental counterparts.</p>



## Annex 9

### Progress against OVIs

#### Reporting framework for the JPLG - Year 2009 - Somaliland

Ref.	JPLG Results	Benchmark	Indicators	Targets 2009	Means of Verification	Progress till date: Quarter 1 2009	Progress till date: Quarter Two	Progress till date: Quarter Three	Progress Till date: Quarter Four
				Target: SL: Sheik, Odweine, Berbera, Bormara, Hargeisa, Burao		As of 31 March 2009	As of 30 June 2009	As of 30 September 2009	As of 31 December 2009
1	Expected results under specific Objective 1 by 2012								
1.1	Local government policy, legal and regulatory framework in the 3 regions of Somalia initiated	Local Government/Councils rules and regulations drafted	Revision in (1) Somaliland, (2) Puntland and (3) with the TFG	Revision of Somaliland and Puntland LG laws initiated	Consultants reports and Government Revised Laws Passed	Discussions commenced with SL during Feb workshop with Mol and policy priorities identified. Habitat commenced work on land law in SL.	International Consultants are in the process of reviewing Somaliland laws	law no 23 reviewed and report submitted	law no 23 reviewed and report submitted
		Drafted policies implemented	Local governments implement new policies	n/a		Nil	Nil	Nil	Nil
		Drafted regulations implemented	Local governments implement new regulations	n/a		Nil	Nil	Nil	Nil





# UN Joint Programme on Local Governance and Decentralized Service Delivery 2009 Annual Report

1.2	Up to 98 districts have legitimate councils established and operational in selected locations	LC establishment per council grade	No. of LC members per council grade	SL 2, PL 2, SC 0	The R&D Law LC election results	Using the DCs already established in 2 X SL, 2 X PL and ? 5 SC for the short term output process in 2009.	Hargeisa 25, Borama 21, Berbera 21, Burao 21, Sheikh 17, Odweine 17	Hargeisa 25, Borama 21, Berbera 21, Burao 21, Sheikh 17, Odweine 17	Hargeisa 25, Borama 21, Berbera 21, Burao 21, Sheikh 17, Odweine 17
		12 LC annual meetings held	No. of meetings	6 meetings in each functioning LCs in SL and PL	Minutes of Meetings of DCs and Register Book	SL 1 meeting X 2 DCs; PL 1 meeting X 2 DCs.	Berbera 1, Borama 1	Berbera 1, Borama 1, Burao 3, Hargiesia 2, Odweine 0, Sheikh 0	Berbera 1, Borama 1, Burao 1, Hargiesia 2, Odweine 0, Sheikh 0
		At least 90% of LC resolutions implemented	% of local council resolutions implemented	50% of resolutions implemented in SL; and 30% in PL by functioning LCs	Minutes of Meetings of DCs and Register Book	BER: 30% implemented, BOR: 30% implemented, SHE: No data, ODW: No data	Berbera 60%, Borama 60%, Sheikh 70%, Odweine 70%	Berbera 60%, Borama 60%, Sheikh 70%, Odweine 60%, Burao 80%, Hargeisa 75%	Could not be verified
		100% of new by laws passed are implemented	No. of by-laws passed and implemented	70% of new by laws passed are implemented	Minutes of Meetings of DCs and Register Book	BER: 5, BOR: 2, SHE: 1, ODW: 2	None	None	None
		12 Council executive committee meetings held	No. of meetings	6 EC meetings held in each functioning LCs in SL and PL	Record of Executive Committee Meetings	BER: 1, BOR: 2, SHE: 1, ODW: 2	BER: 2, BOR: 2, SHE: 1, ODW: 1		BER: 2, BOR: 1, SHE: 1, ODW: 1 HAR: 3 BUR: 6 (not verified)
		90% of council executive committee decisions implemented	% of council executive committee decisions implemented	70% of resolutions implemented in SL; and 50% in PL by functioning LCs	Record of Executive Committee Meetings	BER: 60%, BOR: 50%, SHE: No data, ODW: No data	Ber: 75%, Bor: 70%, Odweine 80%, Sheikh, 80%	Ber: 75%, Bor: 70%, Odweine 80%, Sheikh 80%, Burao 80% Hargeisa 75%	Could not be verified
		60 Sub-committee meetings held annually	No. of meetings	20 SC meetings in each functioning LCs in SL and PL	Record of Sub-committee meetings.	Sub-committee meeting is hardly held in all districts in SL	Berbera 4, Borama 4, Odweine: No Data, Sheikh: No Data	Berbera 4, Borama 4, Odweine: 0, Sheikh 0, Burao 12, Hargeisa 12	Berbera 1, Borama 1, Odweine: 1, Sheikh 1, Burao 1, Hargeisa 1
		Establishment of village committees (VCs) as per LG law	No. of village committees in place	80% of VCs established SL and 70% in PL in each functioning LCs	District Record	BER: 60%, BOR: 60%, SHE: 50%, ODW: 50%	Ber: 100%, Bor: 100%, Sheikh: 80% Odweine 80%	Ber: 100%, Bor: 100%, Sheikh: 80%, Odweine 80%, Burao 90%, Hargeisa 85%	Ber: 100%, Bor: 100%, Sheikh: 100%, Odweine 100%, Burao 100%, Hargeisa 100%
		At least 90% of Village Committees are functional	% of functional Village Committees	70% of VCs in SL are functional; 50% in PL function according to	District Record	BER: 15%, BOR: 15%, SHE: No data, ODW: No data	Ber: 20% Bor: 20%, Sheikh 10%, Odweine 10%	Ber: 20% Bor: 20%, Sheikh 10%, Odweine 10%, Burao 10%, Hargeisa 10%	Ber: 90% Bor: 85%, Sheikh 80%, Odweine 85%, Burao 90%, Hargeisa 95%
		5 departments in place	No. of departments in place	50% of LCs have departments in place in SL; 40% in PL function	Capacity Assessment/periodic visits		50% of LCs have departments	50% of LCs have departments	83% of target LCs have departments



# UN Joint Programme on Local Governance and Decentralized Service Delivery 2009 Annual Report

1.3	Up to 98 rural and urban councils' capacity to govern and manage service delivery enhanced	1 approved annual LC plan	Approved annual plan	100% of target districts LCs in SL, PL and SC have approved plans	Annual Plan from DC	Not properly documented annual workplans is in place in all districts in SL	Not properly documented annual workplans are in place in all districts	Not properly documented annual workplans are in place in all districts	Not properly documented annual workplans are in place in all districts
		100% LCs mainstream HIV/AIDS and gender in plans	No. of LCs mainstreaming HIV and AIDS and Gender	50% of target LCs	Annual Plan from DC	No data is available - but it seems none of them	No data is available- and it seems none of them	No data is available- and it seems none of them	No data is available
		5 department workplans	Approved departmental plan	n/a	Department Plan		No data is available- and it seems none of them	No data is available- and it seems none of them	No data is available
		1 approved annual budget	Approved budget	100% of target LCs in SL and PL have an approved budget	Annual Budget from DC	100%, they all have an approved budget	100% - all have an approved budget	100% - all have an approved budget	No data is available
		At least 80% of planned results achieved in SL and PL. 70% in SC	% of results achieved	60% of target LC in SL; 50% in PL achieve 70% of planned targets	Annual Reports		No data is available - and it seems none of them	No data is available - and it seems none of them	No data is available
		At least 90% of budget utilisation	Budget utilisation rate	80% budget utilisation achieved by target LCs	Financial Report from DC		100% of budget utilized	100% of budget utilized	No data is available
		Quarterly financial statements approved by LC Executive Committee	Approved financial statements	n/a	Financial Statements Signed monthly		Berbera 1, Borama 1, Sheikh 1, Odweine none	Berbera 3, Borama 3, Sheikh 3, Odweine none, Burao 3, Hargeisa 3	Berbera 1, Borama 1, Sheikh 1, Odweine none, Burao 1, Hargeisa 0
		4 internal audit reports approved by LCs	No. of internal audit reports approved by LC	n/a	Quarterly internal Audit reports Verified by Site visit		Ber: 1, Bor: 1, Sheikh: 0, Odweine 0	Ber: 1, Bor: 1, Sheikh: 0, Odweine 0, Burao 1, Hargeisa 1	Ber: 0, Bor: 0, Sheikh: 0, Odweine 0, Burao 0, Hargeisa 0
		1 external audit report approved by LC	Approved audit reports	1 annual audit conducted in each target LC in SL, PL, SC	Audit Report		Ber: 1, Bor: 1, Sheikh: 1, Odweine: 1	Ber: 1, Bor: 1, Sheikh: 1, Odweine 0, Burao 1, Hargeisa 1	None
		50% of Central Government financing utilised for development in LC Grade A-C and 10% in Grade D LCs	No. of councils	n/a	Financial Report from DC		Berbera 50%, Bor: 50%, Odweine: 20%, Sheikh: 10%	Berbera 50%, Bor: 50%, Odweine: 0%, Sheikh: 0%, Burao 50%, Hargeisa 50%	All districts except Hargeisa submit reports on Development Projects but cannot be verified whether it is from fiscal transfer or own source
		Procurement committee in place and operational	Committee in place and 4 annual meetings held	100% of target LCs have an operational Procurement Committee	Site Visit	Procurement committee does not exist in all the districts	33% of target districts have operational procurement committee	67.7% of target districts have operational procurement committee	Procurement Committee does not exist



		At least 85% of planned procurement implemented	No. of contracts awarded against target	85% of planned procurement implemented in target districts	Contract Monitoring MIS		There should be some data in the new quarter as projects get implemented	Borama 5 contracts, Berbera 3 contracts, Sheikh 0, Odweine 0, Burao 0, Hargeisa 0.	Borama 0 contracts, Berbera 1 contracts, Sheikh 0, Odweine 0, Burao 0, Hargeisa 0.
		Staff establishment per LC grade (A-B/D)	No. and type of staff (A-B/D)	n/a	Capacity Assessment report + ? Staff establishment profiles		Will report on data once all capacity assessment reports are in	Borama 160, Berbera 149, Sheikh 29, Odweine 12, Burao 297, Hargeisa 397	Borama 160, Berbera 149, Sheikh 29, Odweine 12, Burao 297, Hargeisa 397
		LCs implementing the LG Human Resources Management guidelines	No. of LCs implementing the HR management guidelines	50% of target LCs implement HR guidelines	Site Visit	HR guidelines are not in place in all the target districts	HR guidelines are not in place in all the target districts	HR guidelines are not in place in all the target districts	HR guidelines are not in place in all the target districts
		Functional data management system for LC services - Births, deaths, voter registration, application for registration of persons, land registration, education, health services, district maps, district profile - 80% in SL and PL, 70% in SC	Up to date data management system	n/a	Site Visit		No data is available	No data is available	No data is available
		Implementation of CDD/DevInfo/Project management M&E/MIS - 80% in SL and PL, 70% in SC	No. of LCs with up to date data on projects implemented and basis development statistics	100% of target districts	MIS Reports		No data is available	No data is available	No data is available
		Reconciliation mechanism in place at local council level - 90% in SL and PL and 75% in SC	Reconciliation structure in place	n/a	Site Visit	Conflict resolution structure is in place in the social affairs department and is effective	Conflict resolution structure exists within the social affairs department and is effective in all districts	Conflict resolution structure exists within the social affairs department and is effective in all districts	Traditional Conflict resolution structure exists within the social affairs department and is effective in all districts
		At least 80% of reported disputes resolved in SL and PL, 60% in SC	% of disputes resolved	n/a		They resolve 60% of the disputes and conflicts	Berbera 80%, Borama 85%, Sheikh no data, Odweine no data	Berbera 80%, Borama 85%, Sheikh 80%, Odweine 80%, Hargeisa 70%, Burao 70%	Berbera 80%, Borama 85%, Sheikh 80%, Odweine 80%, Hargeisa 70%, Burao 70%



1.5	All eligible district councils have at least 1 priority service delivery project funded annually	At least 80% of councils have one project funded in SL and PL and 70% in SC	% of councils with projects funded	100% of target districts implement at least one project	MIS Reports		To be reported on next quarter	To be reported on next quarter	33.3% of target district implemented Projects (Borama 5, Berbera 4)
		150 projects implemented across the region	No. of projects	20 projects in progress	MIS Reports		To be reported on next quarter	To be reported on next quarter	9 Projects in progress (5 in Borama 4 in Berbera)
		LCs have and implement an asset management system - 90% in SL and PL and 80% in SC	No. of LCs with up to date asset register	n/a	Site Visit	Asset Register is not there in the districts, but they have an inventory of the items in a list, which is exchanged during hand over periods	Asset Register is not there in the districts, but they have an inventory of the items in a list, which is exchanged during hand over periods	Asset Register is not there in the districts, but they have an inventory of the items in a list, which is exchanged during the handover periods.	Asset Register is not there in the districts, but there is an inventory list of the items owned by the municipalities, which is exchanged during the handover periods.
1.6	300 communities and 100 private sector service providers awarded contracts to delivery priority services and works	Private sector contractors delivering services on behalf/in partnership with district councils - 90% of LCs award 2 contracts to the private sector in SL and PL	No. of contracts with private sector firms	All target districts have 1 contracts awarded to private sector	MIS Reports		Will report on this indicator next quarter (ILO)	Borama 5, Berbera 3,	Berbera 1
		Community groups engaged to deliver services on behalf/in partnership with district councils - 95% of LCs award at least 3 contracts to community groups in SL and PL	No of projects awarded to community groups	n/a	CDRD PMS	BER: 10 CDD projects, BOR: 10 CDD projects (there are around 6 other projects, but not community driven) , SHE: No data, ODW: No data	BER: 10 CDD projects, BOR: 10 CDD projects (there are around 6 other projects, but not community driven) , SHE: No data, ODW: No data	Nil	Nil



2	Expected results under specific Objective 2 by 2012								
2.1	Target communities in up to 98 districts have basic understanding of their rights and responsibilities vis-a-vis district councils	Coverage by district/ number of people - 98 districts covered	No. of districts	SL 6, PL 2, SC 2	?		There is no administrative data available in the Districts	There is no administrative data available in the Districts	There is no administrative data available in the Districts
		Planning meetings between LCs/ Village Committees and other existing community groups held - 100%	No. of meetings held	SL 6, PL 2, SC 2	Site Visit / CAP Forms	None	Berbera 1, Borama 1, Sheikh nil, Odweine nil	Nil	No such meetings were held but all the villages under the six target districts were consulted on their priorities (C
2.3	Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational	Communities approve and sign off follow-up approvals leading to follow-up installments - 100%	No. of sign offs	50% of projects in target LCs in SL and PL have community monitoring component	User-group Monitoring Forms		15% of Projects in target LCs have community monitoring component	15% of Projects in target LCs have community monitoring component	No community sign off
2.4	Public reporting meetings in 98 districts held annually	LC quarterly activity/project, plans, financial and procurement reports displayed on noticeboard - 100%	No. of reports displayed	SL 6, PL 2, SC 2	DC reports		Borama 1, Berbera 1, Sheikh nil, Odweine nil	Borama 1, Berbera 1, Sheikh 1, Odweine 1, Burao 3, Hargeisa 3	Nil
		LC meetings with communities held every six months - 100%	No. of meetings held	SL 6, PL 2, SC 2	Site Visits		Borama 1, Berbera 1, Sheikh nil, Odweine nil	Borama 1, Berbera 0, Sheikh 0, Odweine nil, Burao 0, Hargeisa 0	Nil
		Annual LC reports published - 100%	No. of LCs publishing annual reports	50% of target LCs	DC annual Report		None as yet	None as yet	None as yet



## Reporting framework for the JPLG Year 2009 Puntland

Ref.	JPLG Results	Benchmark	Indicators	Targets 2009	Means of Verification	Progress till date Quarter One	Progress till date Quarter Two	Progress till date Quarter Three	Progress till date Quarter Four
				Target: PL - Garowe, Bossaso, Gardo, Galkayo		As of 31 March 2009	As of 30 June 2009	As of 30 September 2009	As of 31 December 2009
1	Expected results under specific Objective 1 by 2012								
1	Local government policy, legal and regulatory framework in the 3 regions of Somalia initiated	Local Government/Councils rules and regulations drafted	Revision in (1) Somaliland, (2) Puntland and (3) with the TFG	Revision of Somaliland and Puntland LG laws initiated	Consultants reports and Government Revised Laws Passed		Not yet officially initiated /reviewed the legal frame work for LG in PL; although there is an Article # 7 which sets up ground of the PL-LGs frame work. UNCDF starting this work in July/August.	Not yet officially initiated /reviewed the legal frame work for LG in PL; although there is an Article # 7 which sets up ground of the PL-LGs frame work. Second LFG meeting held 21-22 July in Garowe. LP & LL secretariat established in Garowe	Not yet officially initiated /reviewed the legal frame work for LG in PL; although there is an Article # 7 which sets up ground of the PL-LGs frame work.
		Drafted policies implemented	Local governments implement new policies	n/a		Nil	Nil	Nil	Nil
		Drafted regulations implemented	Local governments implement new regulations	n/a		Nil	Nil	Nil	Nil
1	Up to 98 districts have legitimate councils established and operational in selected locations	LC establishment per council grade	No. of LC members per council grade	SL 4, PL 2, SC 0	The PL Local Govt Law LC and LG election/selection results	2 X PL and ? 5 SC for the short term output process in 2009.	Bosaso & Garowe establishment based on grade and both are in Grade A with 27 councilors	Bosaso & Gardo have 27 councilors, Galkacyo has 31 councilors, while garowe has only 9 permanent councilors. The 4 districts are in Grade A. Drawings prepared for Bosaso MOI Sub-Office and Municipal Office rehabilitation. Terre Solidali contracted for Municipal Finance component, works	Bosaso: 27 Gardo: 27 Galka'yo: 31 Garowe: 27 but now only 8 permanent councilors in place
		12 LC annual meetings held	No. of meetings	6 meetings in each functioning LCs in SL and PL	Minutes of Meetings of DCs and Register Book	PL 1 meeting X 2 DCs.	2 annual meetings X 2 DCs and regularly take place	2 annual meetings X 4 DCs and regularly take place	2 annual meetings X 4 DCs and regularly take place



		At least 90% of LC resolutions implemented	% of local council resolutions implemented	50% of resolutions implemented in SL; and 30% in PL by functioning LCs	Minutes of Meetings of DCs and Register Book		Garowe: 20% implemented, Bosaso: 20% implemented	Garowe: 5 resolutions passed and 100% implemented. Gardo: 3 passed and 100% implemented, Bossaso: 6 passed and 100% implemented	Garowe: 1 resolution passed and 100% implemented. Gardo: 4 passed and 100% implemented, Bossaso: 5 passed and 100% implemented. Galka'yo: 3 passed and 100% implemented
		100% of new by laws passed are implemented	No. of by-laws passed and implemented	70% of new by laws passed are implemented	Minutes of Meetings of DCs and Register Book	GAR: 5, BOA: 2	Garowe: 3 or 66% implemented] Bosaso: 5 or 60% implemented	NIL	NIL
		12 Council executive committee meetings held	No. of EC meetings	6 EC meetings held in each functioning LCs in SL and PL	Record of Executive Committee Meetings	GAR: 2, BOA: 2	Garowe and Bosaso 2 each	Garowe: 6 meetings (1x2weeks), Bossaso & Gardo: 12 meetings (1x2weeks)	Garowe: 6 meetings (1x2weeks), Bossaso, Galka'yo & Gardo: 12 meetings (1x2weeks)
		90% of council executive committee decisions implemented	% of council executive committee decisions implemented	70% of resolutions implemented in SL; and 50% in PL by functioning LCs	Record of Executive Committee Meetings		Garowe: 40%, Bosaso: 40%	Garowe: 5 resolutions passed and 100% implemented. Gardo: 3 passed and 100% implemented, Bossaso: 6 passed and 100% implemented.	Garowe: 1 resolution passed and 100% implemented. Gardo: 4 passed and 100% implemented, Bossaso: 5 passed and 100% implemented. Galka'yo: 3 passed and
		60 Sub-committee meetings held annually	No. of sub committee meetings	20 SC meetings in each functioning LCs in SL and PL	Record of Sub-committee meetings.		Sub-committees meetings are hold on ad hoc basis	Sub-committees meetings are hold on ad hoc basis	Sub-committees meetings are hold on ad hoc basis
		Establishment of village committees (VCs) as per LG law	No. of village committees in place	80% of VCs established SL and 70% in PL in each functioning LCs	District Record		GAR: 50%, BOS: 50%	Garowe: 24 VDCs. Bossaso: 25 VDCs. Gardo: 10 VDCs	Garowe: 24 VDCs. Bossaso: 25 VDCs. Gardo: 17 VDCs. Galka'yo: 20 VDCs
		At least 90% of Village Committees are functional	% of functional Village Committees	70% of VCs in SL; 50% in PL function according to law	District Record		Garowe: 10%, Bosaso: 25%	Garowe : 16 functional VDCs (67%), Bossaso: 20 functional VDCs (80%), Gardo: 7 functional VDCs (70%)	Garowe : 16 functional VDCs (67%), Bossaso: 20 functional VDCs (80%), Gardo: 13 functional VDCs (76%)
		5 departments in place	No. of departments in place	50% of LCs have departments in place in SL; 40% in PL function according to law	Capacity Assessment/periodic visits		No data yet	Garowe: 6 departments, Bossaso: 9 departments while Gardo: 5 departments	Garowe: 6 departments, Bossaso: 9 departments, Gardo: 5 departments and Galka'yo: 5 departments



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1	Up to 98 rural and urban councils' capacity to govern and manage service delivery	1 approved annual LC plan	Approved annual plan	100% of target districts LCs in SL, PL and SC have approved plans	Annual Plan from DC	Although plans are not well developed, Garowe has six months workplan while Bossaso has an	Garowe & Gardo: six months work plan, Bossaso: annual plan.	Garowe, Galka'yo & Gardo: six months work plan, Bossaso: annual plan
		100% LCs mainstream HIV/AIDS and gender in plans	No. of LCs mainstreaming HIV and AIDS and Gender	50% of target LCs	Annual Plan from DC	No data available	No data available	No data available
		5 department workplans	Approved departmental plan	n/a	Department Plan	No data available	No data available	No data available
		1 approved annual budget	Approved budget	100% of target LCs in SL and PL have an approved budget	Annual Budget from DC	100% approved annual budget in place in both districts	100% approved annual budget in place in Bossaso, Gardo & Garowe	100% approved annual budget in place in the 4 districts.
		At least 80% of planned results achieved in SL and PL. 70% in SC	% of results achieved	60% of target LC in SL; 50% in PL achieve 70% of planned targets	Annual Reports	No data available	No accurate data available	No data available
		At least 90% of budget utilisation	Budget utilisation rate	80% budget utilisation achieved by target LCs	Financial Report from DC	100% of budget utilised	100% of budget utilised for the 3 districts	100% of budget utilized for the 4 district
		Quarterly financial statements approved by LC Executive Committee	Approved financial statements	n/a	Financial Statements Signed monthly	No data	No data	Garowe: 3 Bossaso: 3 Gardo: 3 Galka'yo: 3
		4 internal audit reports approved by LCs	No. of internal audit reports approved by LC	n/a	Quarterly internal Audit reports Verified by Site visit	No data	None	Garowe:3 Bossaso:4 Gardo:7 Galka'yo:3
		1 external audit report approved by LC	Approved audit reports	1 annual audit conducted in each target LC in SL, PL, SC.	Audit Report	No data	None	None
		50% of Central Government financing utilised for development in LC Grade A-C and 10%	No. of councils	n/a	Financial Report from DC	No data	No data	No data





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		Procurement committee in place and operational	Committee in place and 4 annual meetings held	100% of target LCs have an operational Procurement Committee	Site Visit		Procurement committees do not exist, instead, executive committee serve as procurement committee	Procurement committees do not exist, instead, executive committee serve as procurement committee	Procurement committees do not exist, instead executive committee serves as procurement committee
		At least 85% of planned procurement implemented	No. of contracts awarded against target	85% of planned procurement implemented in target	Contract Monitoring MIS		There should be some data in the new quarter as projects get	there are no projects started in this quarter	No projects are running in this quarter, they are in the procurement stage.
		Staff establishment per LC grade (A-B/D)	No. and type of staff (A-B/D)	n/a	Capacity Assessment report + establishment profiles from CSC		Will report on data once all capacity assessment reports are in	the staff in the target districts are not established per Grade	Garowe:32 Bossaso:207 Gardo:46 Galka'yo:184
		LCs implementing the LG Human Resources Management guidelines	No. of LCs implementing the HR management guidelines	50% of target LCs implement HR guidelines	Site Visit		HR guidelines are not well developed even those existing are not documented	HR management guidelines are not well developed and documented.	HR management guidelines are not well developed and documented
		Functional data management system for LC services - Births, deaths, voter registration, application for registration of persons, land registration; education, health services, district maps, district profile - 80% in SL and PL, 70% in SC	Up to date data management system	n/a	Site Visit		No data is available	there are no functional data management system for LC services	No data is available
		Implementation of CDD/Devinfo/Project management M&E/MIS - 80% in SL and PL, 70% in SC	No. of LCs with up to date data on projects implemented and basis development statistics	100% of target districts	MIS Reports		Not applicable	No projects started in this quarter	No projects are running in this quarter, they are in the procurement stage.
		Reconciliation mechanism in place at local council level - 90% in SL and PL and 75% in SC	Reconciliation structure in place	n/a	Site Visit		Reconciliation mechanisms are in place and effective	Reconciliation mechanisms are in place and effective	Reconciliation mechanisms are in place and effective
		At least 80% of reported disputes resolved in SL and PL, 60% in SC	% of disputes resolved	n/a			65% of the reported disputes are resolved	Garowe: 75% reported disputes are resolved, Gardo: 80% & Bossaso 70%	Garowe: 80% of reported disputes are resolved, Gardo: 90% Bossaso 75%. Galka'yo: 60%



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	150 projects implemented across the region	No. of projects	20 projects in progress	MIS Reports		To be reported on next quarter	there are no projects started in this quarter	No projects are running in this quarter, they are in the procurement stage.
	LCs have and implement an asset management system - 90% in SL and PL and 80% in SC					Asset registers so not exist	there are no asset management system in place	Asset Register is not there in all the districts, but they have an inventory of the items in a list.
2	300 communities and 100 private sector service providers awarded contracts to delivery priority services and works	Private sector contractors delivering services on behalf/in partnership with district councils - 90% of LCs award 2 contracts to the	No. of contracts with private sector firms	All target districts have 1 contracts awarded to private sector	MIS Reports		Will report on this indicator next quarter (ILO)	No projects are running in this quarter, they are in the procurement stage.
	Community groups engaged to deliver services on behalf/in partnership with district councils - 95% of LCs award at least 3	No. of projects awarded to community groups	n/a	CDRD PMS		Garowe: no CDD projects, Bosasso: 10 CDD projects.	Garowe: 15 CDD projects, Bossaso: 20 CDD projects, Gardo: 7 CDD projects.	Garowe: 15 CDD projects, Bossaso: 20 CDD projects, Gardo: 13 CDD projects, Galka'yo: 16 CDD projects
2	Expected results under specific Objective 2 by 2012							
2	Target communities in up to 98 districts have basic understanding of their rights and responsibilities vis-a-vis district councils	Coverage by district/ number of people - 98 districts covered	No. of districts	SL 4, PL 2, SC 2	?		There is no administrative data available in the Districts	There is no administrative data available in the Districts
2	Annual district plans and budgets in 98 councils reflect community priorities	Planning meetings between LCs/ Village Committees and other existing community groups held - 100%				No data	these meetings usually take place on adhoc basis	These meetings usually take place on adhoc basis
2	Basic mechanism for community monitoring of all projects funded by the development fund strengthened and operational	Communities approve and sign off follow-up approvals leading to follow-up installments - 100%	No. of sign offs	50% of projects in target LCs in SL and PL have community monitoring component	User-group Monitoring Forms	Still to be established	there are no projects started in this quarter	No projects are running in this quarter, they are in the procurement stage.
2	Public reporting meetings in 98 districts held annually	LC quarterly activity/project, plans, financial and	No. of reports displayed	SL 4, PL 2, SC 2	DC reports	No data	No accurate data available	None
	LC meetings with communities held every six months - 100%	No. of meetings held	SL 4, PL 2, SC 2	Site Visits		No data	these meetings usually take place on adhoc basis	These meetings usually take place on adhoc basis
	Annual LC reports published - 100%	No. of LCs publishing annual reports	50% of target LCs	DC annual Report		None as yet	None	None



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



	<p>what, what services are currently being provided and by whom and how. The result will be an up to date district profile.</p> <p>Then undertake an audit or baseline of existing technical skills in these local level consortia and determine what can be done to improve local level accountabilities and service delivery.</p> <p>Build on respected local level coalitions to plan and program services and encourage public private partnerships.</p> <p>Provide local level leadership training and capacity development in accountable planning and delivery of services.</p> <p>In summary - use community driven development as a vehicle to generate the demand and supply side of governance.</p>	<p>introduce performance measures.</p>	
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## Annex 10

### A Pictorial Account



Construction of gravel road - Sh.Alijawhar (Borama District)<sup>14</sup>

**Khadija Elmi Gehdi – Member of User Monitoring Group, Fish Market Rehabilitation Project,  
Burao Sheikh, Berbera District, Somaliland:**

*“We are so grateful for this project which is fulfilling a great need for our community; in the past we had no market to bring our fish; and had to travel ten kilometers in the harsh weather to the nearest market to sell our fish. We are so happy especially we women. We are also so happy that we have been part of the project process.”*



Construction of Berked (water storage) – Gurayacawl (Borama District): Construction of side walls and roof fixing.

<sup>1</sup> Photos of all projects courtesy of Roble Mohamed Hussein, ILO Nairobi



## JOINT UN PROGRAMME ON LOCAL GOVERNANCE AND DECENTRALIZED SERVICE DELIVERY IN SOMALIA

### FINANCIAL REPORT OF THE ADMINISTRATIVE AGENT FOR THE PERIOD 1 JANUARY TO 31 DECEMBER 2009

The UN Joint Programme on Local Governance and Decentralized Services (JPLG) in Somalia is a 5-year country office level joint programme. The JPLG consists of 5 partners: HABITAT, UNDP, UNICEF, ILO and UNCDF, with UNDP Somalia country office acting as the AA with delegated authority from the Multi-Donor Trust Fund (MDTF) office. It is noted that in 2009, UNCDF was not apportioned any contributions received through the pass-through mechanism.

The joint project document describes the funding mechanism for this joint programme as pass-through, however, in reality it is a hybrid using both pass-through and bilateral funding mechanisms. Work planning however, is fully jointly undertaken. This Financial Report reflects only the pass-through portion of the Joint Programme.

#### 1. Source and Use of Fund

During 2009 the total amount of funding received from donors by JPLG through the pass-through fund mechanism amounted to US\$2.5 million. In addition, the fund earned an interest income of US\$6,000. In December 2008 a total of US\$1.26 million was received. This amount was carried forward and disbursed in January 2009.

This information is summarized below.

**Table 1. Sources, Uses, and Balance of Fund, as of 31 December 2009, in US\$ Thousands**

	Prior Years	2009	Total as of 31 December 2009
<b>Source of Funds</b>			
Gross Contributions	1,256	2,501	3,757
Fund Earned Interest Income	10	6	16
Participating Organization Earned Interest Income	0	0	0
<b>Total - Source of Funds</b>	<b>1,266</b>	<b>2,506</b>	<b>3,772</b>
<b>Use of Funds</b>			
Transfers to Participating Organizations	0	3,719	3,719
From Donor Contributions	0	3,719	3,719
From Earned Interest	0	0	0
Refund of Unutilized Balances on Closed Projects by Participating Organizations	0	0	0
Administrative Agent Fees	5	33	38
Direct Costs: (Steering Committee, Secretariat ... etc.)	0	0	0
Other Expenditures from Earned Interest	0	0	0
Bank Charges	0	0	0
<b>Total - Use of Funds</b>	<b>5</b>	<b>3,752</b>	<b>3,757</b>
<b>Balance of Funds Available</b>	<b>1,261</b>	<b>(1,245)</b>	<b>15</b>



Out of the total amount of US\$3.77 million available in 2009, US\$3.72 million was transferred to the partner organizations, and US\$33,000 (being 1 percent of the donor contribution received) was apportioned to the AA.

By 31 December 2009 100 percent of the donor contribution received during the reporting period was transferred to JPLG partner organizations, leaving only the interest income amounting to US\$15,000 as the balance of funds available.

## 2. Donor Deposits

In 2009, there were two main contributors to the JPLG through the pass-through mechanism, giving a total of US\$2.5 million, with Sweden contributing US\$1.3million and DFID contributing close to US\$1.2 million. Table 2 provides a summary of this information.

**Table 2. Total Donor Deposits, cumulative as of December 2009, in US\$ Thousands**

### 5.3.1 Total Donor Deposits

Donor Name	Gross Donor Deposits		
	2008	2009	Grand Total
DEPARTMENT FOR INT'L DEVELOPMENT (DFID)	0	1,196	1,196
SWEDISH INT'L DEVELOPMENT COOPERATION	1,256	1,304	2,560
<b>Grand Total</b>	<b>1,256</b>	<b>2,501</b>	<b>3,757</b>

## 3. Transfer of Funds

All contributions received through the pass-through mechanism are apportioned to the JPLG partner organizations in the allocation approved by the JPLG steering committee, based on each partner organisation's budget as drawn from the approved annual joint work plan.

In 2009, HABITAT received the largest share of pass-through funding, taking 33.4% of total contributions received. UNDP received 30.2 percent, ILO received 18.4 percent and UNICEF received 18 percent. Details of the total amounts received by each partner organization are provided in Table 3 below.

**Table 3. Transfer of Funds by Participating Organization, as of 31 December 2009, in US\$ Thousands**

Participating Organization	Funds Transferred		
	Prior Years	2009	Cumulative as of 31 Dec 2009
ILO	0	684	684
UNDP	0	1,123	1,123
UNHABITAT	0	1,242	1,242
UNICEF	0	669	669
<b>Total</b>	<b>0</b>	<b>3,719</b>	<b>3,719</b>





## 4. Delivery

Of the total amount of US\$3.7 million transferred to partner organizations, 51 percent (US\$1.9 million) had been spent as at 31 December 2009. About one-third of the total about contributed in 2009 was ear-marked for activities in South Central Somalia, but was largely unspent due to the deteriorating security conditions experienced in the course of the year, the activities were delayed and rephrased into the 2010 work-plan.

**Table 4. Financial Delivery Rates, for 2009 and cumulative as of 31 December 2009, in US\$ Thousands**

	Cumulative			2009	
	Total Transfers	Expenditures	Delivery in %	Transfer	Expenditures
JP – Somalia Loc Gov & Decentr	3,719	1,880	50.54	3,719	1,880
<b>Total</b>	<b>3,719</b>	<b>1,880</b>	<b>50.54</b>	<b>3,719</b>	<b>1,880</b>

## 5. Expenditure

All expenditure reported for the year 2009 was submitted by the headquarters of the participating UN organizations through the MDTF office reporting portal. They were then extracted, analyzed and summarized by the MDTF office and verified by the country office AA with delegated authority. A summary of the reported expenditure is given in Table 5.2.

Table 5.1 reflects expenditure as categorized in the UNDG approved 6-category expenditure format. The highest percentage of expenditure was on personnel (41.5 percent). Second highest expenditure was on contracts (36 percent), and third, training of counterparts (11 percent). Other direct costs and supplies and equipment made up 8 percent and 3 percent respectively, of total expenditure. At 6.8 percent of total expenditure, indirect costs we well within the 5-9 percent range specified in the JPLG MoU.

**Table 5.1. Total Expenditure by Category and Reporting Period, in US\$ Thousands**

Category	Total Expenditures		% of Total Programme Costs
	2009	cumulative	
Supplies, equipment	57	57	3.26
Personnel	731	731	41.49
Training of counterpart	196	196	11.12
Contracts	639	639	36.24
Other direct costs	139	139	7.89
<b>Programme Costs Total</b>	<b>1,763</b>	<b>1,763</b>	<b>100.00</b>
Indirect costs	117	117	6.63
<b>Total Expenditure</b>	<b>1,880</b>	<b>1,880</b>	





**Table 5.2. Expenditures reported by Participating organizations, cumulative as of 31 December 2009, in US\$ Thousands**

Participating Organization	Transfers		Expenditures		
	Budget Amount	Funds Transferred	2008	2009	Cumulative
ILO	684	684	0	281	281
UNDP	1,123	1,123	0	410	410
UNHABITAT	1,242	1,242	0	644	644
UNICEF	669	669	0	545	545
<b>Total</b>	<b>3,719</b>	<b>3,719</b>	<b>0</b>	<b>1,880</b>	<b>1,880</b>

An analysis of expenditure by participating UN organization, as detailed in Table 5.3, shows that of the total 2009 expenditure of US\$ 1.88 million against the total contributions of US\$ 3.8 million disbursed to the participating UN organisations, HABITAT had the highest share of the total expenditure at 34 percent. UNICEF was second with 29 percent, UNDP had 22 percent, while ILO's expenditure constituted 15 percent of the total.

**Table 5.3. Total Expenditure by Participating UN Organization with breakdown by Category, 1 January - 31 December 2009, in US\$ Thousands**

Participating Organization	Funds Transferred	Total Expenditure	Expenditure by Category						Total	
			Supplies, equipment	Personnel	Training	Contracts	Other direct costs	Programme Cost	Indirect costs	
ILO	684	281	18	131	91	22	0	262	18	
UNDP	1,123	410	26	150	0	159	50	385	25	
UNHABITAT	1,242	644	0	344	105	81	77	607	37	
UNICEF	669	545	13	107	0	376	13	509	36	
<b>Grand Total</b>	<b>3,719</b>	<b>1,880</b>	<b>57</b>	<b>731</b>	<b>196</b>	<b>639</b>	<b>139</b>	<b>1,763</b>	<b>117</b>	

An analysis of each participating UN organisation's expenditure against the individual amounts allocated to each of the participating organization (as summarized in Table 3) through the pass-through mechanism shows that UNICEF had the highest delivery of 81.5 percent against the amount of US\$669,000 which it received in 2009. HABITAT spent 51.9 percent of the amount of US\$1.4 million, ILO spent 41 percent of the funds which it received (US\$684,000), while UNDP spent 36.5 percent of its allocation of US\$1.12 million.