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Joint Program on Local Governance

PROJECT:
Joint Program on Local Governance

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Governance and Rule of Law

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CONTEXTUAL ANALYSIS

FEDERAL LEVEL

The new Prime Minister, Abdiweli Sheikh Ahmed, has increased his cabinet from 10 to 25 ministries. However, the political disputes and reshuffle created decision-making vacuums that affected the implementation of JPLG activities. This has been compounded by the government's focus on implementing a military campaign through AMISOM and the Somali national army in south central. Although this has brought new hope for stability, the increased demands by the Federal Government to support newly recovered areas adds another layer of complexity to programming that will take time to navigate. JPLG continues to engage the FGS to develop alternative applications of programming in this scenario (ie training of trainer modules etc). The Project is aligned and contributes to the New Deal Compact for Somalia (Peace and State Building Goal 5 and 'Cross-Cutting: Capacity Development') in helping to ensure local governance contributes to peace and equitable service delivery in selected locations.

PUNTLAND

The 2014 elections brought dramatic change to the composition of the Puntland government. Approved by parliament, a handover to the new ministries took place in first week of February. The MOI, with its new minister, vice minister and state minister, continues to be the lead government ministry for JPLG. The elections and the appointment of the new cabinet affected the timing of delivering some Q1 activities, particularly the districts' AWPB and approval of the decentralization policy. However, UNDP-JPLG has quickly acquired strong support from the new President - Dr Abdiweli Mohamed Ali - VP and MOI in promoting the adoption of the draft decentralization policy, with continued buy-in from the Inter-Ministerial Committee. The Puntland cabinet ministers agreed to increase the education budget from 3% to 7% by annual increases of 1% starting in 2015. The new government showed confidence in JPLG by increasing investment in the LDF annual contribution by \$81,000 to \$294,000 (2015 onwards)

SOMALILAND

The Minister of Interior organized a meeting to discuss the registration and issuance of national identity and voter identification cards. Regional governors, mayors of the district administrations, parliamentarians and other officials attended this meeting. As a result of these preliminary discussions, on 3rd March 2014, the President of Somaliland issued a presidential decree to appoint a steering committee and task force that would be responsible for developing a formal registration process, issuance of national identity and voter identification cards. The Ministry of Interior is the chair of this steering committee and task force. The project plans to support MOI and target districts to establish a district civic registration department. This will help ensure that district administrations are able to administer civil registration, which will establish a clear process of issuing national identification and contribute to societal norms that foster stability and peace dividends.

RESULTS

SL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	G
	Result	1 - After the dissemination of the translated decentralization policy and roadmap to all members of government, momentum towards building full consensus has transpired with adoption and implementation of this policy expected shortly.	
	Comment	The Cabinet has been requested to approve the decentralization policy and roadmap.	
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	245 (M:205/F:40) - District councils' staff of Berbera, Borama, Burao, Gabiley, Hargeisa, Odweine and Sheikh and their administrations have a strong understanding of the decentralization policy and roadmap after Mol presentations. Districts have reached agreement to move forward on these efforts.	
	Comment	From the 8th to 27th February 2014, MOI organized & held a series of district council meetings at the 7 JPLG target districts to present the proposed decentralization policy & roadmap under consideration by government. This has allowed district councils to gain understanding of policy implications.	
SL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	G
	Result	2 - A local government employment regulation has been drafted and endorsed by the Mol. Also, UNDP supported the development of an office management manual, with which MOI begun management training with 49 staff (F:17/M:32) in JPLG target districts trained so far.	
	Comment	UNDP-JPLG provided technical support to the MOI to develop a local government employment regulation. The regulation has been endorsed by district councils through a consultative process. MOI will issue a directive to enforce the implementation of the regulation in April.	
SL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	1 - The decentralization policy was distributed to the IMCLG and the President and VP have shown their commitment to the decentralization process.	
	Comment	The IMCLG is seeking cabinet's adoption of the decentralization policy.	
SL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	G
	Result	1 - The necessary ground work for a public awareness campaign on decentralization, which will include 4 key decentralization messages through different media, has been initiated.	
	Comment	The Academy for Peace and Development (APD) are finalizing budgets and a technical proposal for this work. UNDP have supported this process in collaboration with MOI and ALGSL (who will also be involved in boosting APD's messaging through its networks).	
SL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium", or "low"	G
	Result	Medium - MOI currently developing a capacity development implementation plan for 7 target districts, including agreement over key results and how it will be measured against outcomes. Berbera and Burao are working with LG consultants to improve organizational structure to enhance service delivery.	
	Comment	It is expected that this planning will come to fruition early in the next quarter. Berbera and Burao are implementing organization restructure processes. This will reduce bottlenecks and free resources that can be redistributed towards increasing the capacity of service delivery.	
PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	R
	Result	0 - Due to re-establishing ties with the newly elected government, convening dialogue forums on implementation of the decentralization roadmap among districts, MOI, sector ministries and other actors have been delayed.	
	Comment	This delay will be short-lived as the new government in Puntland are fully supportive of the JPLG's activities. Logistics and timings are currently under discussion with MOI and will play a factor in the start date of this activity.	

RESULTS

PL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	Y
	Result	1 - The decentralization policy was distributed to the IMCLG. The new President and VP have shown their commitment to the decentralization process by (in coordination with MoI) approving ToRs of technical consultants, decentralization coordinators & administrators, while also initiating recruitment.	
	Comment	The new President affirmed his commitment to decentralization with the IMCLG scheduling their first meeting on 1st April 2014. The Ministers and the President are visiting Puntland districts, upon which the Government will seek cabinet's adoption of the decentralization policy.	
PL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	G
	Result	6 - UNDP and the Ministry of Interior completed and handed over 2014 district priority projects for 6 districts in Puntland. This work has been handed over to ILO for further action (such as conducting feasibility studies etc.) in preparation for project implementation.	
	Comment	The AWPBs of the districts consists of a number of service delivery projects prioritized through the DDF process. This mechanism ensures that the projects go through a thorough appraisal process for investments below \$30,000, and a feasibility study for \$30,000 investments and above.	
PL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium", or "low"	G
	Result	Medium - With 8 seconded experts (M:7/F:1), MOI developed a capacity development implementation plan for 6 target districts, including agreement over key results & how it will be measured against outcomes. ToRs of 10 new consultants & 30 young graduates for MOI, 7 districts & VP's office approved.	
	Comment	The admin and finance positions were advertised with shortlisting to commence soon. Two consultants to support the VP's office are being advertised. Discussions with the Civil Service Commission and MOI over the young graduates' scheme and how the recruitment process will take place are ongoing.	
PL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	Y
	Result	0 - Ahead of schedule, UNDP has supported consultations between MOI and the Civil Service Commission to agree on the development of a Puntland State local government employment regulation.	
	Comment	The ToR is drafted and the work is scheduled to start in April 2014 with ongoing discussions with CSC and MOI.	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	Y
	Result	3 (F:0/M:3) - UNDP supported training of local contractors on JPLG procurement processes for a planned Adado maternity ward. Convening dialogue forums on implementation of the decentralization roadmap among districts, MOI, sector ministries and other actors have yet to be implemented.	
	Comment	The government is navigating a particularly challenging period during concurrent AMISOM military operations. Timing of the project's implementation of this activity will need to be conflict sensitive and aware of the dynamics of the political dispensation.	
FL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	Y
	Result	2 - Due to the change in government, political will is needed for activities focused on community sensitization/awareness raising on the establishment of local administrations. JPLG's presence in Baidoa & Beletweyne in assessing core LG functions etc. has inspired government buy-in.	
	Comment	Upon further engagement with Baidoa and Beletweyne over the coming months, the JPLG will begin the process of sensitizing the community to the establishment of local administrations. Similar efforts will be implemented in the districts of Jowhar and Merka.	
FL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	1 - After leadership changes in Mogadishu, UNDP engaged with Banadir Regional Administration & the new leadership to build understanding of the change management. Also, preliminary discussions with MoIF regarding the facilitation of dialogue on decentralization policy are ongoing	
	Comment	Technical support to reform BRA will be provided shortly. Concurrently, the government may be ready for provision of an international expert seconded to MoIF for facilitation of dialogue on decentralization policy in Q2. The political reshuffle's legacy will dictate the timeline of this activity.	

RESULTS

FL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is “high”, “medium “, or “low”
	Result	Medium - providing support for restructuring the Municipality of Mogadishu and outlining department responsibilities. Baseline capacity assessments of Baidoa and Beletweyne have taken place and will help define the Project's implementation in these districts.
	Comment	Continued collaboration with the Municipality of Mogadishu in the change management process will contribute to a more stabilized political and administrative structure. Jowhar and Merka will be assessed shortly to inform the Project's capacity development activities in these districts.

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ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

UNDP's focal ministry, the Ministry of Interior and National Security, was disbanded and our activities now go through the Ministry of Interior and Federalism (MoIF). JPLG quickly built a rapport with the new ministry based on our strong support and renowned reputation in previous years. Extensive consultations took place with the Ministry on all the LOA activities and resources UNDP will provide in 2014. UNDP collaborated with ILO to support the Ministry in undertaking a capacity assessment of Baidoa and Beledweyne district administrations to understand how the Project will calibrate its implementation in these areas. The new MoM has fully embraced UNDP's change management work. UNDP supported training of local contractors on JPLG procurement processes for a planned Adado maternity ward.

PUNTLAND

MOI and UNDP agreed on the 2014 LOA and work plan, signed by both parties. ToRs of district admin consultants, capacity development and local government planning consultants, and VP decentralization consultants were finalized by the government. The new VP and the MOI were briefed on the decentralization policy and then distributed it to the IMCLG, with revisions and preparation for the upcoming IMCLG discussions taking place before approval. UNDP and the MOI handed over 2014 district priority projects to ILO for further action (such as feasibility studies). JPLG supported donor missions in Garowe and Gardo. B and C graded district structures (which determines level of capacity) were assessed by MOI. Further, UNDP is supporting the development of a young graduate system with the CSC & MOI.

SOMALILAND

MOI and the Secretariat office completed a translation of the decentralization policy and road map and held information workshops for district councils of JPLG target districts on 8th - 27th February 2014. Also, to support district staff retention and standards of employment, a local government regulation was drafted. All relevant stakeholders were included during the process of writing this draft. Berbera, Borama and Gabiley district councils were presented the draft regulation and provided their recommendations and endorsements. The regulation has been sent to Cabinet for approval. Furthermore, to support local government UNDP facilitated MOI's development of an office management manual and delivered management training to JPLG target districts of Odwiene, Burao, and Sheikh (M:32/F:17).

PARTNERSHIPS

In Puntland and Somaliland, collaboration with key partners, districts (Bosaso, Garowe, Gardo, Eyl, Jariban, and Benderbeyla) and (Berbera, Borama, Burao, Hargeisa, Gabiley, Odweine and Sheikh) respectively, their MOIs, VP offices, respective Inter-ministerial Committee for Local Governance (IMCLG) and Secretariats continue to develop with increasing political dividends. UNDP's strong partnership with MOI in Somaliland and Puntland has led to the Ministries taking the lead in revisions of the DDFs, preparations of AWPBs and the prioritization of service delivery projects for all 7 and 6 JPLG districts, respectively. UNDP's effective partnership with the Offices of the VPs and IMCLGs in SLD and PLD laid the groundwork for the facilitation of meetings with donors in discussing the decentralization policy and its implementation. Partnerships with the Ministries of Planning in PLD and SLD helped coordinate and enhance discussions with donors on ways forward for harmonizing local government and state-level planning. In PLD and SLD, their respective Civil Service Commissions (CSC) have increased their work with the JPLG through planned activities to improve CSCs' ability to hire new graduates through a streamlined young graduates system. FL partnerships with MoIF and MoM have strengthened considerably. Continued engagement with districts of Adado, Beledweyne and Baidoa in AWPB training and recent capacity assessments laid the foundation for effective collaboration.



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PEACE AND CONFLICT

Political tensions between SLD and PLD have increased as a result of the President of Somaliland visiting the neighboring town of Laaqoray (situated in the contentious region of Sanaag) in March. The Somaliland Administration stated that the visit was to support development projects (seaport and hospital). Both PLD and SLD stated that they support development in the area, with each claiming Laaqoray as its territory. The PLD Admin has condemned the visit by the SLD President. These political tensions resulted in the SLD Admin tightening security of the eastern border. The PLD Admin has asked to add Badhan to the list of new districts for 2014 JPLG expansion. Conflict between local communities in lower Shabelle and villages outside Beledweyne in Hiiraan region have ignited clan tensions, but have subsided as of late. The Project is affected by unresolved political and territorial issues, which will stall potential expansion of the JPLG into these areas for the foreseeable future.

GENDER

In Puntland and Somaliland, MOI and UNDP agreed that the activities in the 2014 work plan be gender sensitive and responsive. In Puntland, the MOI recommended that it would ensure that at least one third of recruitment consist of women's roles in district administration and finance, young graduates and the consultants in the VP office. In Somaliland, UNDP supported MOI in conducting two training activities; MOI held decentralization policy and roadmap information sharing workshops, which were held in all 7 JPLG district council halls. At these workshops, 245 civil servants attended, including a significant proportion of women (M:205/F:40). Furthermore, MOI is conducting office management training for district staff of all 7 JPLG target districts. So far, MOI completed and conducted office management training for Sheikh, Odwiene and Burao with a total participation of 49 district staff, a third of which were women (F:17/M:32).

UPCOMING QUARTER

In SLD and PLD, their respective decentralization policies and road maps will be approved by the Cabinet. Dialogue forums will be held on the implementation of the policies and road maps for all sections of government. Supporting this process, a public awareness campaign on decentralization will be initiated. SLD and PLD MOIs will be provided technical support to develop harmonization guidelines for national and local planning processes and human resource guidelines for local governments. At Federal Level, the young graduates scheme will be initiated in SLD and PLD (25 & 30 seconded graduates resp.) to their MOI and target districts. UNDP will continue to support the FGS inter-ministerial dialogue on decentralization with Mol & Parliament Committee. The Municipality of Mogadishu will be supported to implement change management. Also, PEM training for MOI and district staff will be conducted, as well as baseline assessments of Jowhar and Marka completed.



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REFLECTIONS / LESSONS

With 2014 bringing in a new political dispensation in Puntland, tensions were high regarding the trajectory the new President (Dr Abdiweli Mohamed Ali) would choose for development of central and local government. This unknown trajectory was dispelled by the President and VP affirming their commitment to the decentralization process and commended the JPLG’s effort towards capacity building and service delivery in PLD. Consensus among ministers was quickly developed on the need to coordinate activities related to local governments and their relation with central government. So far, the new ministers of education and health have officially indicated their willingness to decentralize services. This continued trend illustrates increased acquiescence towards the decentralization process from previous years where newly appointed ministries often displayed reluctance. The PLD administration faces issues regarding law No 7 in terms of inconsistencies between various articles & related sector laws and policies. However, JPLG will strive to resolve these issues through a harmonization process in the coming months.

In Somaliland, the continued success of the national decentralization policy and road map as a vehicle to build political will and consensus has moved the process towards implementing the early stages of a newly formed capacity development strategy for 2014 to 2017. The JPLG has recognized the prerogative to transition from pilot programming and capacity substitution, to institutionalization through a government-led decentralization process and expansion to new districts. To augment these efforts, a local government employment regulation has been drafted. The ramifications of this particular piece of legislation are far reaching, potentially setting the tone for increased accountability by government for their staff’s rights. With the potential reduction in turnover along with a strong foundation built from a more reliable and dependable civil service, the decentralization process may further take hold. Political will is strong as the IMCLG continues to commit to implementing the decentralization policy & roadmap, taking measures for leading the process and assuming greater JPLG responsibilities.

At the Federal Level, strategic realignment of UNDP programming with the Somali Compact has been suggested by the new MOI as a priority. Towards this effort, JPLG’s engagement with the MoM will help fortify governance in the capital through continued support for the change management process (initiated with the last administration). UNDP will supplement Federal Level support by increasing MoI capacity through PEM, as well as conducting baseline assessments (distinct from those by CSP/OCVP) of districts outside of the BRA to inform project implementation. The Project endeavors to build upon UNSOM’s efforts in new districts on a case-by-case basis, once permanent administrations are established and meet basic JPLG requirements for engagement.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	978183.00
TOTAL (DISBURSEMENTS + COMMITMENTS)	359925.00
BALANCE OF FUNDS	618258.00
% DELIVERY (AGAINST APPROVED BUDGET)	37%

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LIST OF ACRONYMS USED

- ALGSL - Association for Local Governance (Somaliland)
- APD - Academy for Peace and Development
- AWPB - Annual Workplan and Budget
- BRA - Banadir Regional Authority
- CRD - Centre for Research and Dialogue
- CSC - Civil Service Commission
- CSR - Civil Service Reform
- CDI - Conflict Dynamics International
- DDFs - District Development Framework
- FYDP - Five Year Development Plan
- FGS - Federal Government of Somalia
- IMCLG - Inter-Ministerial Committee on Local Government
- LDF - Local Development Fund
- LG- Local Government
- MOI - Ministry of Interior
- MOIF - Ministry of Interior and Federalism
- MOM - Municipality of Mogadishu
- PEM - Public Planning and Expenditure Management
- UNSOM - UN Assistance Mission in Somalia
- UNCC- UN Common Compound
- VP - Vice President