

Joint Program on Local Governance



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PROJECT SUMMARY

POLICY SUPPORTING DECENTRALIZATION IN THE CONTEXT OF THE FEDERAL STATE OF SOMALIA:

2015 has been a year of great achievements for Somalia in terms of advancing decentralization for improved service delivery. Both SLD and PLD have approved Decentralization Policies with detailed roadmaps for rolling out decentralized service delivery for priority sectors (health, education, water). High level government commitment to decentralization has been demonstrated, among other things, by the Vice Presidents of the two states fulfilling the role and responsibility as “Champion for local government and decentralization”. The VPs both chair the IMCLG that meets regularly and is responsible for oversight of the implementation of the Roadmap and aims at improving communication and experience sharing between the different service sectors which are decentralizing. UNDP-JPLG has also strengthened the engagement with the PSG working groups in order to ensure that local government perspectives as well as decentralization is better reflected. Decentralization is critical to the state formation as well as the state and peace building process.

IMPROVING ACCOUNTABILITY MECHANISMS TO REDUCE CONFLICT AND IMPROVE RESPONSIVENESS OF SERVICE DELIVERY:

JPLG supports district governments to conduct bottom up planning by establishing a mechanism ensuring community inputs into the district DDF and AWP and prioritization of activities for the districts. In 2014 UNDP has supported all target districts in SLD and PLD (8 in each) and Adado, Jowhar, Baidoa & Beletwyne in SC. The focus is on improving district capacity to conduct processes that ensure service delivery of community priorities. The LG employment regulation and HRM guidelines have been drafted for both SLD and PLD as have supporting training modules. These regulations and guidelines will reduce the potential for conflict through ensuring uniform and transparent processes of recruitment and managing HR within LG. Important work on improving harmonization of planning processes between state, sector and district has commenced and highlighted gaps in the planning.

SUPPORT TO NEW DISTRICTS FOR LG AND STABILIZATION:

JPLG has commenced project implementation in three out of four planned districts in SC (Beletweyne, Jowhar and Baidoa), while the last district is still not accessible due to security. The initial activities have focused on capacity assessments and initial training for the district councils in administration and LG functions. Rehabilitation of district administration buildings have started and will continue in 2015 along with further capacity development initiatives. Preliminary reconciliation consultative conferences in Beletweyne and Jowhar have been completed toward paving the way for successful district government formation.

STRENGTHENING LG CAPACITY TO DELIVER SERVICES TO COMMUNITIES:

Capacity of districts and ministries in charge of LG has been further strengthened in 2014. JPLG target districts have matured in the management of planning and public expenditure processes while other districts have for the first time engaged in training and learning activities focusing on strengthening local government capacity to deliver services and respond to priorities at district level. In PLD & SLD UNDP supports districts and state ministries in charge of LG, with local experts to enhance the capacity in some key LG functions in particular planning and admin/finance. Further to this local experts have been recruited to support ministries implement a capacity development strategy for districts, and to roll out standardized training modules to all districts through a government led process. In Beletweyne, Jowhar and Baidoa UNDP has conducted trainings on key functions of LG as well as admin/finance. This will continue in 2015, by introducing the first stages of PEM. Involving young graduates in LG is being promoted and has proven successful in SLD. Through this scheme, the capacities of LG is further strengthened and the YGs have the opportunity to learn about LG as well as gaining valuable work experience which can improve their chances for future employment. Capacity development in JPLG in 2014 has also focused on bringing partners from the different states as well as federal level together to share experiences and facilitate shared learning. In a week long training focusing on LG and peacebuilding representatives from districts and ministries from South Central, Federal level, PLD and SLD worked together to share experiences on how local governance can facilitate peace and state building. Following that training the UNDP facilitated a peer-to-peer learning exchange where Baidoa district council members visited the district of Garowe in Puntland to learn how district planning processes are conducted. Bringing representatives from different districts together strengthens linkages that support state building and improves LG capacities to perform LG functions. Building capacity of LG enhances the legitimacy of government and reduces the possibility of



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PROJECT:
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Governance and Rule of Law

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UNDP TRAC
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Norway
Denmark
DFID

CONTEXTUAL ANALYSIS

FEDERAL LEVEL

Political stalemate between the President and the Prime Minister ended with the parliament voting the Prime Minister out of office in a vote of no confidence. SNA and AMISOM offensive operation, "Indian Ocean", has managed to liberate new areas from AS control making them accessible for humanitarian and development programming; including expansion of the JPLG into new districts. Under the state formation process the ISWS was formed and a President was sworn in. In Kismayo, IJA, the long awaited reconciliation conference for the people of the Jubbaland commenced. However, the situation remains volatile in Mogadishu, with an increase in the number of targeted attacks against MPs, Government and international officials. While the project enhanced its' engagement in the PSG 1 & 2 process toward increased support to the new states, attacks on a UN convoy and the MIA UN compound in November/December has led to increased security measures that limit project access to Somali counterparts.

PUNTLAND

An agreement between the Federal Government of Somalia and Puntland State of Somalia to resume relations and commit to peace and state-building goals was signed in Garowe on 14 October. This agreement includes review and implementation of a Federal constitution and holding elections in 2016 and highlights the desire to improve relations and jointly strive towards a peaceful and stable Federal nation. The government continues to show commitment to the Decentralization process with the VP chairing quarterly IMCLG meetings. Progress on LG Human Resource Manuals and LG Employment Regulations are welcomed by the government and is viewed as a significant contribution to the government reform effort in the public sector. 7 JPLG districts underwent a review of their DDFs to examine progress in service delivery, updates in district priorities and districts' visions. Preparation commenced on 2015 AWPBs including selection of projects and all District AWPB were agreed and developed on schedule.

SOMALILAND

The planned 2015 presidential and parliamentary elections have started to absorb time and focus of MOI counterparts both in political and technical issues. The issue of registration of people and voters has led to continued confrontations between government and the opposition. The politicization of the registration process has delayed the commencement of the projects' support to district registrar offices to provide front-line public services for registering births, deaths, marriage and divorce. The bill on national registration and electoral commission was approved in December 2014. In Q4 Awdal region has been involved in controversies following anti-Somaliland sentiments and reportedly a build-up of clan militia along the SLD and Ethiopia boarder. As MOI is the responsible body for national security and have been heavily engaged in managing the situation they have had less time and focus to manage their LG portfolio. Still, SLD continues to show strong commitment to Decentralization.

RESULTS

SL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	G
	Result	11 awareness raising campaigns conducted : 7 district decentralization dialogues, 3 district awareness campaigns by MOI and APD, 1 national launch of the decentralization policy	
	Comment	MOI decentralization dialogue forums in 7 districts where 240 people participated (M: 177/F: 63). MOI & APD public awareness campaign on decentralization took place in Hargeisa, Borama and Burao. Official launch/ public announcement event on Somaliland decentralization policy	
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	At least 486 (M:393/F:93) trained in LG core functions, decentralization and management	
	Comment	Q4: M:63/F:4 participated in a number of trainings conducted by UNDP/JPLG and implementing partners (MOI and ALGASL) M:11/F:1 trained on decentralization&peacebuilding, M: 23/F: 2 LG Young graduates trained by ALGASL, M:10/F:0 took part in HRM TOT, M: 19/F: 1 in Pilot HRM	
SL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	The government of Somaliland approved the national Decentralization Policy and Roadmap on 28 August, 2014	
	Comment	The policy was officially launched by the Vice president during JPLG steering committee meeting in December 2014	
SL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	Y
	Result	LG employment regulation, HRM guidelines for LG, HRM training modules, Harmonization guidelines drafted but not finalized.	
	Comment	The HRM guidelines are in the process of being approved by District Councils and the draft document of harmonization is forming the basis for dialogue with Ministry of Planning	
SL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	G
	Result	Medium – 7 districts have necessary capacity to implement PEM process with the support of seconded 9 capacity development experts (2 at MOI), 7 admin & finance consultants and 25 Young graduate interns (4 at MOI). Low – 1 district Zaylac district which joined in 2014 and is at the initial stage	
	Comment	Medium Capacity Districts: Hargeisa, Gabiley, Borama, Berbera, Sheikh, Burao, Odweine Low Capacity Districts: Zaylac	
SL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	G
	Result	8 target districts have DDFs & AWPBs in place & approved 2015 activities and budgets. LG employment regulation and LG HRM guidelines developed	
	Comment	Progress made and the institutionalization and the official use of the HRM manual will enhance the transparent process and the accountability mechanisms for LG staff recruitment and employee rights	
PL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	G
	Result	2 broad awareness raising campaigns were organized by ALGAPL and MOI	
	Comment	Local Gov Association (ALGAPL) started decentralization media awareness campaigns through TV broadcasts and messages are on bill boards. MOI organized public awareness campaign on decentralization including radio programs conducted	

RESULTS

PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	At least a total of 269 public servants participated in at least one of 8 training sessions conducted (M:235/ F:34)	
	Comment	Q4 trainings: HRM TOT 1, 2, 5 modules 14 TOTs (F: 3: M: 11), 30 public servants completed HRM Piloting (F: 8: M: 22). Consultation workshop on LGER 46 participants (F: 6; M: 40); Peer to Peer training Gaorwe & Baidoa 17 participants (F:8; M:9); Galkayo PEM training 31(F:2;M:29)	
PL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	Y
	Result	Previously approved decentralization policy is being implemented through early stages of the roadmap	
	Comment	IMCLG meet and review progress on decentralization. Progress include further sector piloting MoUs by signed by MoH with Bosaso, Gardo and Garowe. Public awareness campaign on decentralization commenced including radio programs	
PL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	Y
	Result	Local Government Employment Regulation drafted to govern local government employment procedures	
	Comment	Local Government Employment Regulation consultation meetings were held with the relevant government institutions and in accordance with the relevant Puntland employment and Local Government Laws	
PL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	G
	Result	6 Districts have medium capacity (Gardo, Bosaso, Eyl, Jariiban, Benand Garowe), only Galkacayo has low Capacity	
	Comment	7 districts have 2 local experts/Consultants deployed to the departments of planning and administration in which 2 are women. 7 districts implement the Public Expenditure Management process	
PL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	G
	Result	PEM utilized in all JPLG target districts, including AWP conducted for all districts and DDFs updated as applicable. HRM guidelines for LG developed and LG employment regulation drafted	
	Comment	LG employment regulation is still at draft stage, but has engaged a number of government (central and LG) in the drafting. LG- HRM guidelines are being translated to training modules in Somali to ease process of CD and implementation	
FL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	G
	Result	4 awareness raising initiatives were conducted at different levels	
	Comment	2 at district level: Baidoa and Beletweyne. 1 inter-ministerial decentralization workshop including representatives from Parliamentary committees . 1 awareness raising initiatives at DG level within MIFA	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	341 participants from LG and federal government participated in at least one of 11 training sessions organized on LG function, decentralization and management (M:300/F:41)	
	Comment	The topics of the training sessions has built on areas identified in capacity assessments as well as what has been agreed as the first stage of introduction to core LG functions included in the PEM	

RESULTS

FL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	Y
	Result	BRA organizational reform designed and is being implemented.	
	Comment	The BRA org structure was approved by the administration early 2014, following the change of administration it has generally been accepted, but awaiting official communication from the Mayor.	
FL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	Y
	Result	4 out of 5 target districts in SC have "low capacity", where as one of the districts (Adado) has "medium capacity.	
	Comment	JPLG has commenced implementation in Beletweyene, Baidoa, Jowhar in 2014. Merka which is one of the target districts is still pending due to security. JPLG has been active in Adado for 2 years. Capacity level is regarded as "medium" for Municipality of Mogadishu (BRA)	



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ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

Training and support to the districts of Jowhar, Beletwayne and Baidoa has advanced in Q4, as well as the regional preliminary reconciliation conferences of Beletwayne and Jowhar. In Adado the LG was supported to develop the DDF and AWPB for 2015. The first peer to peer exchange was conducted with Baidoa council members visiting the DC of Garowe. At the federal level advances in the establishment of LG training institute has advanced with consultations for feasibility of different models being conducted across the different states, as well as the recruitment of a national consultant to facilitate the establishment of the training institute in Mogadishu. A Decentralization workshop was also conducted in Q4 led by MIFA and with representatives from Parliament and key ministries.

PUNTLAND

PLD cabinet approved the Decentralization Policy including a detailed roadmap for rolling out decentralized service delivery for priority sectors (health, education, water) and pilot SDMs commenced. There is high level government commitment and ownership of the implementation of the roadmap, demonstrated by the commitment of the VP and the IMCLG. Capacity of LG to perform their core functions has been strengthened via a series of trainings (8 in total) as well capacity development through direct support to developing and updating their AWP and DDF, in line with the PEM made possible, in Q4, for all district AWPBs in all target districts to be agreed and approved on time. Support of Garowe LG in hosting Baidoa LG officials in the first peer-to-peer training was a particular success story.

SOMALILAND

MOI conducted decentralization dialogue forums in 7 districts where 240 people participated (M: 177/F: 63). MOI, with APD, conducted a public awareness campaign on decentralization in Hargeisa, Borama and Burao. The launch of the Decentralization Policy (Dec 2014) was also, in of itself, an important awareness raising campaign. Somaliland's accountability framework for LG was further strengthened by the finalization of the LG Employment regulation and LG HRM guidelines. As a first step of rolling out the HRM, MOI conducted HRM TOT for newly recruited district admin & finance consultants and HRM Pilot training for district departmental directors from Hargeisa and Gabiley districts. Additionally, young graduates were deployed to districts. Also in Q4, district AWPBs were approved on time.

PARTNERSHIPS

The main partners of UNDP-JPLG remain the target districts in PLD, SLD and SC as well as Ministries (state and federal) in charge of LG. In addition, important partnerships of 2015 have been the office of the VP (PLD, SLD), ALGAPL and ALGASL. Partnership with APD was continued with APD supporting the Decentralization awareness campaign. At the Federal Level and MoM work has been undertaken to strengthen the partnership and collaboration by clarifying the roles and responsibilities within the institutions as well as vis-à-vis the different activities of the project. Partnerships with new districts in South and Central regions have advanced through engagement in preliminary activities including capacity assessments and trainings; in Beletwyne, Baidoa & Jowhar. Partnerships with the ALGAPL and ALGASL have been strengthened through increased collaboration on awareness raising activities and involvement of representatives in training and learning activities. Relationships with district councils in the target districts remain strong. In the last quarter of 2014 UNDP-JPLG team visited all JPLG target districts in SLD and PLD to support district preparation for 2015 AWPB and update DDFs. The core partnerships with IMC and MOI (SLD and PLD) as well as MIFA (FL and Districts) remain strong and are considered pivotal to the success of the project. Partnership with CRD was also continued with CRD supporting the preliminary reconciliation conferences of Beletwyne and Jowhar.

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PEACE AND CONFLICT

The project contributes directly to ensuring peace and stability through establishing transparent and accountable service delivery mechanisms at the local level and building legitimacy of elected governments thereby reducing the potential for State-society (vertical) and society-society (horizontal) conflict. The agreement reached between the PLD state government and the Federal government is a signal of renewed commitment to peace and stability as well as to the federal state solution. The project is supporting peer to peer learning as demonstrated both by the recent training on decentralization and peace as well as the Badioa delegation learning visit to Garowe. These type of initiatives will be increased in 2015 toward building enhanced Somali linkages and relationships. Security remains a concern and impacts the project implementation especially in Mogadishu and in districts in South and Central Somalia. Military campaign against AS continue as have AS targeted assassinations.

GENDER

Efforts to ensure representation of women in training, workshops and recruitment have been made as well as a consciously mainstreaming gender at the various stages of the programme. Collaboration with the UNDP gender unit has been strengthened to joint reviews of products such as the HRM manual, LG employment regulation PLD. Tracking of gender balance in LG as well as in activities under UNDP-JPLG is undertaken systematically. A challenge remains in that there is a low representation of women in LG overall, which reflects in the gender balanced representation in events. The awareness and acceptance of gender mainstreaming as a programming component is welcomed by government partners, yet it still remains a practical challenge. Activities are planned for 2015 focusing on promoting women's representation in LG election, young female graduates to be recruited through the LG young graduate scheme, and training of UNDP project staff in gender mainstreaming in LG programming.

UPCOMING QUARTER

- FL
- Commence work on establishing LG training institute in Mogadishu
 - Commence targeted support to South West State Administration on forming functioning LG administrations
 - Engage consultants to clarify roles and relations of MIFA vis-a-vis new states and MoM/BRA
 - Advance HRM guidelines and management modules for SWS, MoM and MIFA
 - Complete first round of training for new districts
- PLD and SLD
- Advance implementation of capacity development strategy and establishment of LG training institutes
 - Enhanced support to VP IMCLG & MOI toward ensuring timely and quality implementation of the decentralization policy and roadmap
 - Advance awareness campaigns on decentralization
 - Establishment of uniform guidelines of district registrar service
 - HRM ToT and piloting of modules 3, 4 and 6
 - Advance the LG young graduate scheme
 - Conduct training for LG in practical approaches to monitoring and gender mainstreaming



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REFLECTIONS / LESSONS

The 2015 workplan integrates lessons learnt from implementing activities in 2014, the planning process has been inclusive and involved considerable reflection. The reflection has been undertaken among the participating JPLG UN agencies as well as jointly with Somali and donor partners through review meetings and discussion. One of the key lessons learnt is to increase the opportunities for engagement and dialogue for partners from different states and at all levels of government. This has been experienced both through the peer-to-peer learning, the training on LG and Peace, as well as in dialogue forums and trainings conducted across the country.

Improving the mechanisms for monitoring and appraising the consultants and young graduates have been raised as another area of improvement where work has started on identifying good practices that can be shared throughout the project. This work will continue in 2015 and can potentially identify and resolve bottlenecks in implementation. Capitalising on Somali Experts from the Diaspora as an additional asset in longer-term capacity building has commenced and its' benefits will be measured in 2015.

The project has improved its communication of results, as well as tracking of media coverage of activities implemented with the support of UNDP-JPLG. This is a time consuming activity which requires focus in particular from national staff due to language and understanding of the political nuances, however, it will improve the communication of results to government, stakeholders, donors and the UN family.

Enhanced coordination among the JPLG agencies has proven to be essential to successful programme delivery. Efforts to ensure increased and enhanced collaboration and coordination must be made; including increased engagement by the JPLG PMG.

Increased engagement in the New Deal, PSG and MDTF must be a priority for the JPLG. JPLGs' active engagement in leading on local governance issues in support of federalism and the state formation process is essential. Closer collaboration between the State building processes, supported by UNDP and UNSOM, and the JPLG will be helpful in achieving this objective.

UNDP operations and political leadership to create access and operational capacities must be considered as a prerequisite for effective project delivery. Increased efforts in this area is seen as vital.

Security and political conflicts will continue to impact the project. Sustained support from all concerned actors (UN, Government and donors) is essential to remaining on-course and to secure gains achieved. The highest level of adaptability and creativity on behalf of the entire JPLG team, including Somali counterparts, must continue to be utilized.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	4,068,759
TOTAL (DISBURSEMENTS + COMMITMENTS)	3,484,627
BALANCE OF FUNDS	584,132
% DELIVERY (AGAINST APPROVED BUDGET)	86%

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LIST OF ACRONYMS USED

ALGSL - Association for Local Governance in Somaliland
ALGAPL - Association for Local Government in Puntland
AMISOM - African Union Mission in Somalia
APD - Academy for Peace and Development
AWPB - Annual Workplan and Budget
BRA - Banadir Regional Authority
CA - Caretaker Administrations
CRD - Centre for Research and Dialogue
CSC - Civil Service Commission
CSR - Civil Service Reform
CDI - Conflict Dynamics International
DDFs - District Development Framework
FGS - Federal Government of Somalia
FMS - Federal Member State
FYDP - Five Year Development Plan
IA - Interim Administration
ISWA - Interim South Western Administration
IJA - Interim Jubbaland Administration
IMCLG - Inter-Ministerial Committee on Local Government
LDF - Local Development Fund
LG - Local Government / Local Governance
LG&D - Local Governance and Decentralization
MOI - Ministry of Interior
MOIF - Ministry of Interior and Federalism
MIFA - Ministry of Interior and Federal Affairs
MOILGRD - Ministry of Interior Local Government, Regions and Districts
MOM - Municipality of Mogadishu
MOJ - Ministry of Justice
MOWDSFA - Ministry of Women Development and Family Affairs
PBF - Peace Building Fund
PEM - Public Planning and Expenditure Management
PLD - Puntland
PMG - JPLG Programme Management Group (Heads of Agencies)
PSG - Peace and State Building Goals
SDM - Sector Development Models
SLD - Somaliland
SNA - Somalia National Army
UNSOM - UN Assistance Mission in Somalia
UNCC - UN Common Compound
VP - Vice President

Financial Report 2014 – Joint Programme on Local Governance

Donor	European Commission
2014 Allocation from donor	893,123
2014 Allocation as % of AWP	22%
2014 Expenditure to date	893,123
Delivery %	100%

Donor	SDC
2014 Allocation from donor	741,435
2014 Allocation as % of AWP	18%
2014 Expenditure to date	731,725
Delivery %	99%

Donor	TRAC
2014 Allocation from donor	272,000
2014 Allocation as % of AWP	7%
2014 Expenditure to date	257,705
Delivery %	95%

Donor	DFID
2014 Allocation from donor	229,030
2014 Allocation as % of AWP	6%
2014 Expenditure to date	182,456
Delivery %	80%

Donor	NORWAY
2014 Allocation from donor	593,981
2014 Allocation as % of AWP	15%
2014 Expenditure to date	467,901
Delivery %	79%

Donor	SIDA
2014 Allocation from donor	1,932,778
2014 Allocation as % of AWP	48%
2014 Expenditure to date	759,494
Delivery %	39%

Donor	DANISH
2014 Allocation from donor	192,223
2014 Allocation as % of AWP	5%
2014 Expenditure to date	192,223
Delivery %	100%