

PROJECT SUMMARY

In 2013, in the context of the Somali Compact PSG5, the project has been able to realize several key results that have contributed to the project's overall outcomes. The project outcomes and 2013 results:

Outcome 1: Policy and legal frameworks are improved to enable local governments to effectively deliver equitable services. FGS and South & Central Somalia:- (1)Strategy for JPLG engagement in South & Central Somali completed. (2)Engagement in four priority districts (Beletweyn, Baidoa, Jowhar and Merka) agreed with FGS and donor partners. (3)Draft structure of the MINS Department of LG completed. (4)Options paper on Decentralization completed. (5)FGS MINS programme "Stabilization through establishment of Local Councils and Administrations" completed. (6)Three dialogue workshops on Decentralization with FGS staff convened.

Federal Member State of Puntland:- (1)A State Decentralization policy has been finalized and adopted by the Ministry of Interior. (2)A road map for implementation of the decentralization process has been agreed upon. (3)Public Planning and Expenditure Management operating procedures for Local Governments adopted by Government

Somaliland:- (1)A Somaliland Decentralization policy has been finalized and adopted by the Ministry of Interior. (2)A road map for implementation of the decentralization process has been agreed upon. (3)Public Planning and Expenditure Management operating procedures for Local Governments adopted by Government.

Outcome 2: Local government capacity for equitable service delivery is improved.

FGS and South & Central Somalia:- (1)A Capacity Development Ten point agenda for LG drafted. (2)Equipped MINS Department of LG Office. (3)Deployed two Senior Somali Experts and ten young graduates to MINS. (4)Baseline assessment of Baidoa and Beletweyen Districts completed. (5)Operational support provided to MINS to oversee the districts' performance, including institutionalizing reporting mechanisms.

Municipality of Mogadishu (MoM):- (1)Restructured MoM (and BRA) organizational structure through a change management inclusive process resulting in a reduction from thirty-six departments to thirteen departments; complete with TORs and a redundancy process.

District of Adado:- (1)Trained District Council and Administration staff on Public Planning and Expenditures Management processes. (2)Fielded a local expert to the Adado District Department of Planning. (3)Delivered two projects (rehabilitation of an elementary school and development of a rubbish dump site and provision of a rubbish dump truck). (4)Produced District 2014 AWPB worth more than \$100,000.

Federal Member State of Puntland:- (1)A Capacity Development Ten point agenda for LG drafted. (2)Terms of Reference for all District Departments of Planning agreed and operational. (3)Two national consultants deployed to the Ministry of Interior for capacity development, planning, and improving legal processes. (4)Operational support provided to MOI to oversee the districts' performance, including institutionalizing reporting mechanisms. (5)CD support to MOI department of Regions and Districts; this support has mainly focused on training, coaching and seconding capacity building consultants to districts and to the MOI. (6)UNDP has facilitated three workshops in the regions to improve the planning and coordination between local and central governments in order to harmonize processes. In these workshops, representatives from the sector ministries were invited to participate with the staff of the local authorities and civil societies. (7)A Vice President Chaired Inter-ministerial Committee for Local Governance (IMCLG) and a Secretariat office have been established and supported to facilitate the decentralization process and the implementation of the Road Map.

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PROJECT: Joint Program on Local Governance

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DONORS: UNDP TRAC

Sweden **European Commission UK AID** Denmark

CONTEXTUAL ANALYSIS

FEDERAL LEVEL

Of particular significance in 2013 is the agreement of the Somali Compact which outlines 5 Peace&State Building Goals. The project's work is aligned to PSG5; to 'increase the delivery of equitable, affordable, and sustainable services that promote national peace and reconciliation amongst Somalia's regions and citizens and enhance transparent and accountable revenue generation and equitable distribution and sharing of public resources.' In SC Somalia, the FGS has commenced implementation of a programme to support communities to establish their local governments; they have passed a local government law, and selected 4 new pilot districts where local governments will be established in the next one year. The current development context is progressively aligned to the work of the project that promotes the capabilities of local governments to be responsive to their constituents' needs and ability to provide effective service delivery that contributes to peace and reconciliation.

PUNTI AND

In Puntland the failure to convene local government and presidential elections in July as scheduled has created uncertainty that has affected the development of Puntland and project implementation. A clan based election process has subsequently been agreed and a new Parliament will be formed that will, on 8 Jan 2014, elect the leadership of the next government. The President of Puntland has nominated a sevenmember Vetting and Conflict Resolution Committee and Secretary, ahead of the parliamentary selection process in December and the presidential election scheduled on January 8 2014. The other presidential candidates have rejected the seven member committee. Despite these challenges, the IMCLG convened meetings in Q4 and the Vice President and MOI have shown willingness to seek cabinet approval of the LG decentralization policy. The cyclone that hit Puntland in Q4 also delayed the IMCLG's finalization of the decentralization policy and the preparation of the 2014 AWPB.

SOMALILAND

With the international community's pledge to support Somaliland during the New Deal Conference held in Brussels on 16 Sept 2013, local governments and communities have been given an opportunity to prioritize their needs and demand their rights through a bottom-up approach. The successful local government council elections in Somaliland in late 2012 increased the legitimacy of local governments and the number of women district council members. This peaceful transfer of power to new mayors in all districts was enhanced in 2013 by UNDP's support for local governments in improving their capacities and ability to deliver services to their constituents effectively. Furthermore, ongoing debates undertaken by the Vice President Chaired Inter-Ministerial Committee on Local Governance (IMCLG) that led to the approval of a decentralization policy and roadmap represent a significant commitment by Somaliland's Government in continuing to implement the decentralization process in 2014.

RESU	LTS		
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	
	Result	317 - With UNDP support, MOI has conducted PEM training for 317 staff (M:279/F:38) in 7 local governments and 31 new councilors. UNDP has seconded 7 local government experts (1 for each of the 7 districts) to further enhance these districts' staffs' skills and capacities.	G
	Comment	PEM 1, 2, and 3 modules were conducted and materials distributed during the training. Participants have used the PEM guidelines to revise/prepare DDFs and AWPBs for 2014 and have fully institutionalized the process into their work.	
	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	
SL	Result	1 - UNDP provided technical support in producing a draft decentralization policy and roadmap, which the MOI, IMCLG and Vice President have approved. A capacity development strategy is being finalized for adoption shortly.	G
	Comment	The Vice President will officially endorse the national decentralization policy and roadmap for adoption in early 2014.	
	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	
SL	Result	UNDP continues discussions with MOI to support drafting a national civil servants' regulation for local government.	G
	Comment	The Government has facilitated dialogue amongst ministries and districts on the contents of the regulation. UNDP is taking the technical lead to progress a draft national civil servants' regulation based on consultations with key partners.	
	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	
SL	Result	Medium - A ministerial decree issued for PEM, institutionalizing PEM to all districts. 7 districts have PEM support by 10 seconded experts (3 at MOI). A capacity development 10 point agenda strategy will further develop functions & activities in 2014. Equipment & furniture supplied to all districts.	G
	Comment	The JPLG will expand to two additional districts in 2014, with the MOI taking the lead for PEM training. A capacity development 10 point agenda strategy for local government has been drafted that will further steer activities in 2014.	
	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	
SL	Result	28 (4 x 7 target districts) 1. District level public forums - citizens question mayor/local government authority on development priorities. 2. DDFs informed preparation of districts' AWPBs. 3. Community members participated in preparation of 2014 AWPBs. 4. Community feedback on approved 2014 AWPBs.	G
	Comment	Supported Gov't standardization of district admin structures & reporting mechanisms. In order to build on the accountability mechanisms developed, UNDP will continue to support MOI to standardize districts' administrative structures in the districts JPLG expands to in 2014.	
	Indicator	3.4.2.1 Number of basic services and economic infrastructure rehabilitated, functioning and effectively sustained, disaggregated by type	
SL	Result	7 - UNDP has supported the completion of all 7 projects from the District Basket Fund (DBF) for MOI/districts with payment of contractors fulfilled (1 road project Odweine, 2 drainage systems in Borama, 2 roads in Burao, 1 perimeter wall for the Ministry of Interior, 1 two story-MOI building).	G
	Comment	All District Basket Fund projects have been completed, which finalizes these activities. All future project investments will be supported by the Local Development Fund (LDF) managed by UNCDF.	
SL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	
	Result	1 - A film on decentralization has been created to generate public awareness on the Somaliland administration's efforts to strengthen local government and improve local service delivery. The film was endorsed by the Director General during an Oct 24 press release reported by Somaliland National TV.	G
	Comment	This event represents the inception of a wider campaign to encourage a national dialogue on decentralization during 2014.	

RESU	LTS		
PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	
	Result	196 (M:164/F:32) - Trained 196 district participants (M:164/F:32) in 6 districts on PEM 1, 2 & 3. Participants prepared/reviewed their respective DDFs, and prepared AWPB for 2014.	G
	Comment	PEM 1, 2, and 3 modules were conducted and materials distributed during the training. Participants have used the PEM guidelines to revise/prepare DDFs and AWPBs for 2014 and have fully institutionalized the process into their work.	
	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	
PL	Result	1- UNDP provided technical support in producing a draft decentralization policy and roadmap, which the MOI and IMCLG have endorsed. A capacity development strategy policy is currently being drafted.	G
	Comment	The decentralization policy and roadmap will help steer JPLG's expansion, as well as MOI taking the lead of the PEM process. Supporting this process, a capacity development strategy policy is being drafted, which will be subjected to approval by the cabinet by early 2014.	
	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	
PL	Result	Engaged with MOI & Civil Service Commission in defining specific policy needs on Civil Service Law, and HR management for local governments or districts.	G
	Comment	UNDP will conduct a study to help inform the completion of a civil service law. Supplementing this, UNDP will support the development of a Human Resources Guideline in 2014.	
	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	
PL	Result	Medium – A ministerial decree was issued for PEM that institutionalizes PEM across all districts in Puntland. A capacity development 10 point agenda strategy will help to further develop these functions and activities in 2014. Equipment & furniture have been supplied to 6 districts.	G
	Comment	Districts have displayed technical capacity in preparing DDFs, AWPBs this year and for upcoming 2014 activities, as well as managing the LDF investments. The PEM process will only be mandatory for the six JPLG target districts in Puntland, but will expand to other districts in 2014.	
	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	
PL	Result	24 (4 x 6 target districts) 1. District level public forums - citizens question mayor/local government authority on development priorities. 2. DDFs informed preparation of districts' AWPBs. 3. Community members participated in preparation of 2014 AWPBs. 4. Community feedback on approved 2014 AWPBs.	G
	Comment	To further develop these and future accountability mechanisms, UNDP will continue to support MOI in finalizing the draft report of standardizing districts' administrative structures following clear and well-defined criteria.	
	Indicator	4.1.2.1 Number of targeted advocacy campaigns implemented	
PL	Result	1 - A total of 106 women attended consultation regarding challenges confronting women's active involvement in the local elections. 21 incumbent women council members expressed their intention to stand for re-election.	G
	Comment	MOWSFA facilitated a women's political participation forum. Female Incumbent District Council members were able to share their experiences to encourage other women to get involved and vote for female candidates.	
	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	
FL	Result	1 reform & 1 decentralization policy and options paper completed - restructured MoM and BRA organizational structure through a change management process resulting in a reduction from 36 to 13 depts. 1 draft decentralization policy & options paper completed, & a draft structure of the Dept of LG.	G
	Comment	Extensive consultations to understand the needs of BRA and MoM structural change were undertaken to complete the restructure, including TORs and a redundancy process.	

RESU	LTS		
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	
	Result	55 (M:33/F:22) trained - On 23 July, 15 (M:15/F:0) members of senior management consisting of 8 directors and 7 heads of sections attended a workshop on decentralization and strategy development. 40 LG staff (M:18/F:22) attended a similar workshop from Aug 20-22 2013.	G
	Comment	The workshops enhanced 55 (M:33/F:22) local government staffs' understanding of decentralization, including examining the latest local government legislation and exploring the role of MINS.	
	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	
FL	Result	1 mechanism being formulated - On 10 July, 25 staff (M:14/F:11) from the local government and other departments attended a workshop on strategic planning for MINS. Bolstering this effort, UNDP supported the MINS' programme "Stabilization through establishment of Local Councils and Administrations".	G
	Comment	Further workshops will develop MINS strategic planning in 2014 . These workshops were augmented by the MINS' programme "Stabilization through establishment of Local Councils and Administrations", which UNDP helped provide technical support.	
	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	
FL	Result	Low - MINS capacity is low, but improvement is significant. 3 consultants and 10 (M:4/F:6) Young Graduates seconded to MINS to enhance Ministry capacities. These efforts will be bolstered in 2014 by the capacity development 10 point agenda strategy.	G
	Comment	UNDP is helping to organize capacity building training for participatory planning of communities in 14 Banadir districts under the implementation of CPD & UNICEF.	
	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	
FL	Result	Drafted an options paper on decentralization for the Federal Government, which is currently under review.	G
	Comment	Options paper on decentralization drafted and provided to MINS and the Federal Government. Further discussions on the paper is foreseen in the context of a government dialogue on federalism	
	Indicator	3.4.2.1 Number of basic services and economic infrastructure rehabilitated, functioning and effectively sustained, disaggregated by type	
FL	Result	2 - In Adado district, an elementary school was rehabilitated and a rubbish dump site developed, which included the provision of a truck for rubbish disposal.	G
	Comment	Further infrastructure projects (worth over \$100,000) will be completed in 2014 as a result of UNDP's support to the district of Adado in developing an AWPB.	
	Indicator	5.3 Workshops, review and steering committee meetings	
SL	Result	UN JPLG 3 day review workshops were held in Q2 & Q3 with all key partners. In December, a steering committee meeting was held with donor partners, as well as ILO, UNCDF, UNDP, UN Habitat and UNICEF.	G
	Comment	Planning, M&E and side meetings on 2014 activities conducted during 3 day review with activities for 2014 approved during the steering committee meeting.	
	Indicator	5.3 Workshops, review and steering committee meetings	
PL	Result	A UN JPLG 3 day review workshop was held in Q3 with all key partners. In November, a steering committee meeting was held with donor partners, as well as ILO, UNCDF, UNDP, UN Habitat and UNICEF.	G
	Comment	Planning, M&E and side meetings on 2014 activities conducted during 3 day review with activities for 2014 approved during the steering committee meeting.	

RESULTS

FL	Indicator	5.0 Annual external evaluation	
	Result	Baseline study of 10 regions in South Central. Strategy for JPLG engagement in South Central Somalia completed as a result. Engagement in 4 priority districts (Beletweyn, Baidoa, Jowhar and Merka) agreed with FGS. Established project offices in Mogadishu and Baidoa.	G
	Comment	These efforts were supplemented by UNDP's support to a Coordination Board meeting at the Federal Level between member states. In line with the New Deal, this forum was the first of its kind, representing a space for the FGS to engage with states on cross-cutting issues regarding local governance.	



ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

The Project aided MINS in preparing the FGS "Stabilization through establishment of Local Councils and Administrations" programme and produced an options paper on decentralization for Somalia. The project successfully supported MINS to convene decentralization workshops with over 40 staff, including 16 women, with all directors and LG department staff, the DG and the deputy ministers. The workshop raised awareness and capacities on decentralization and governance among gov't staff. In 2013, JPLG and FGS agreed on the priority districts for JPLG engagement and commenced with district capacity assessment missions in said four districts. JPLG has also successfully supported the Municipality of Mogadishu to develop a revised structure through a change management consultative process.

PUNTLAND

MOI issued a ministerial decree mandating districts to adopt the PEM guidelines. Decentralization dialogue workshops and five IMLCG meetings were conducted and the IMCLG finalized the decentralization policy. The Project trained 196 (M:164/F:32) participants on PEM 1, 2 & 3 in all 6 JPLG districts. Copies of PEM 1, 2 & 3 modules were distributed to participants. Districts prepared/reviewed their respective DDFs, and finalized their AWPBs for 2014. Consultations with the districts, ministries and learning institutions on the creations of a Local Governments Capacity Development Strategy commenced. MOI assessing district structures on A, B and C grades. 7 National consultants were seconded to 6 districts and MOI departments. MOWSFA facilitated a women's political participation forum.

SOMALILAND

UNDP supported the MOI to institutionalize PEM and use the respective manuals as a curriculum for all district operations. A ministerial decree was proclaimed and widespread adoption by all districts accomplished. MOI, with support from UNDP, carried out PEM training for 317 (M:279/F:38) local government staff, conducted induction training for 31 new councilors of the seven target districts, and PEM orientation training for 7 districts' departments of planning. The Vice President and IMCLG have approved the draft decentralization policy and roadmap. In collaboration with the Somaliland administration, a film was produced by UNDP to initiate public awareness on the decentralization process with excerpts aired in November on Somaliland National Television.

PARTNERSHIPS

In 2013 the project established excellent partnerships with the FGS MINS, Municipality of Mogadishu, UNSOM, UN agencies and NGOs engaged. Noteworthy partnerships are with a) CRD, in the joint convening of decentralization workshop with FGS, b) CDI, engagement in newly accessible districts, c) a DfID funded international consultant at MINS, where JPLG & the consultant worked jointly on MINS' capacity building as well as on developing a MINS strategic plan and operations work-plan for MINS departments, d) UNJPLG agencies, e) UNSOM and several LNGOs collaborating on engaging in new districts in South & Central Somalia.

Key partnerships in PLD and SLD have been with MOI, MOP, District Governments, the Office of the Vice President and the IMCLG. With MOI the project has been able to organize decentralization, planning/harmonization workshops, and with MOI and the Secretariat organized IMCLG meetings. Work with MOI and MOP was initiated to raise awareness on district planning processes and establish links between district, regional and sector planning. With UNDP/SIDP the project cooperated on District Development Framework/National Development Planning to begin to define an integrated common planning process. Collaboration with UN Youth 4 Change project has led to probable alignment of support to local governments commencing in 2014. These project partnerships have aided the positive progress in enhancing capacities of local governments to deliver increasingly equitable service



PEACE AND CONFLICT

In the spirit of the Somalia Compact, the project improved the capacities of key districts to deliver services to their constituents; effectively enhancing positive and sustainable state-society interaction and engagement. The project's emphasis on developing quality state-society interaction to jointly planning district development frameworks, annual district work plans and budgets and joint project monitoring, operations and maintenance, endures as a fundamental contribution to reducing state-society negative conflict and sustainable peace. Additionally, the project has aligned its commencement of work in new districts in South & Central Somalia with the peace-dividends programme / on-going reconciliation dialogue processes in South & Central Somalia. This alignment aims to ensure a do-no-harm approach and to ensure the project's timely engagement in new districts to facilitate local councils' ability to provide effective service delivery that contributes to peace and reconciliation.

GENDER

In 2013, a growing number of female officials participated in a series of decentralization workshops and strategic planning training sessions. A gender review of the FGS' LG bill was provided by the project to the parliament. The UNDP Gender unit and the project collaborated to ensure that the decentralization policy and roadmap in SLD and PLD, which was adopted by the governments, met international gender standards and approaches. Key milestones were set early in the year as a result of this process, and have helped establish women's engagement for the development of District Councils. Furthermore, in SLD, UNDP supported MOI to conduct PEM training for 38 women in 7 local government to which 7 local government experts were seconded to further enhance female district staffs' skills and capacities. In PLD, the project supported MOWSFA to conduct women's consultations, TV and radio talk shows with over 100 women participating in the consultation cum dialogue.

UPCOMING QUARTER

-A draft Capacity Development Strategy for LG prepared.

-TOR and structure for MINS's Department of Local Government agreed.

-Implementation of decentralization policy roadmap(s) in SLD and PLD commenced.

-Implementation of the MINS programme "Stabilization through establishment of Local Councils and Administrations" commenced in 2 districts.

-Two (2) additional Workshops on Decentralization with FGS and Parliament staff convened.

-A LG Young Graduates programme designed.

-Commence implementation of the MoM/BRA's change management process/revised structure.

-A draft guideline on syncing planning service delivery amongst district, sector and state will be achieved.

- -A media public awareness campaign on decentralization in SLD and PLD will be produced and implemented.
- -A draft LG civil servant regulation completed.
- -A draft LG HRM Guideline prepared.

Key risks include potential disruption of peaceful elections in PLD and unsuccessful reconciliation efforts in SC Somalia.



REFLECTIONS / LESSONS

While Somalia realized exceedingly positive developments in 2013, as mentioned in the context section of this report, the continued lack of political and security stability limited the projects' ability to engage with government and non-government partners, and limited the ability of the Government and society to fully engage in the decentralization and local governance processes. This instability has consequently not allowed the project to meet all delivery targets in 2013.

However, the local governance and decentralized services programme is, by nature, a lengthy and complex process. A decentralization process is complex in stable environments with unchanging Governments. The complexity is significantly increased in unstable post-conflict and conflict environments such as Somalia. The process requires local political commitment and technical capacities that are limited in unstable environments. It is therefore important to reflect on the need to set realistic expectations and to commit to long-term unwavering engagement both at the political and the technical human capacity level. Government and non-government institutions require hands-on multifaceted capacity development support - that requires access, time and patience - from skilled local and international local government practitioners. In 2013, in spite of instability in South and Central Somalia, project partners requested and required increased hands-on intensive support. Reflectively, in South & Central Somalia, the project, and more broadly JPLG and UNDP, failed to meet the increased requests and momentum of the Somali developments. This was due to limited in-country UNDP and JPLG operational and programmatic capacities, coupled with insecurity realities. UNDP operational in-country capacities are required in 2014.

However, the project managed to deliver on fundamental achievements, most notably, a) enhanced alignment with the New Deal agenda, b) improved partnerships with INGOS, LNGOs, MINS, MOM, BRA, UNSOM, within UNDP, and finally the project was able to obtain an agreement among UNJPLG partners and the FGS on the geographical and thematic areas for engagement in South Central districts in Somalia.

Moreover, in PLD and SLD, the project reported some important gains. Most notably was the establishment of a political body to lead on local governance and decentralization in both SLD and PLD. This came in the form of a President appointed Vice President Chaired Inter-Ministerial Committee on LG that managed the delivery of a decentralization policy in Puntland and Somaliland. This achievement has allowed for real Somali ownership and has opened new avenues for local solutions and sustainability in local governance.

Additionally, continued growth in the capacities of local government department and MOI staff, to lead the local governance planning and service delivery processes, has been witnessed and realized through strategic, persistent and hands-on engagement by project staff.

CUMULATIVE PROJECT FINANCIAL SUMMARYAPPROVED BUDGET3,288,133TOTAL (DISBURSEMENTS + COMMITMENTS)3,239,087BALANCE OF FUNDS49,046% DELIVERY (AGAINST APPROVED BUDGET)98%



Empowered lives. Resilient nations.

LIST OF ACRONYMS USED

AWPB - Annual Workplan and Budget BRA - Banadir Regional Authority CRD - Centre for Research and Dialogue 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 (LG) MOI - Ministry of Interior (MOI) MINS - Ministry of Interior and National Security PEM - Public Planning and Expenditure Management UNSOM - UN Assistance Mission in Somalia UNCC- UN Common Compound