



Empowered lives.
Resilient nations.

Joint Program on Local Governance

PROJECT:
Joint Program on Local Governance

PREPARED BY:
Phillip Cooper
Dorothy Nanzala
Salah Abdirahman
Abdurazak Hassan
Sahal Abdullahi
Mohamoud Hussein
Osman Omar
Abdullahi Ali
Istar Dirie

PROGRAMME:
Governance and Rule of Law

REPORT PERIOD:
Q2 - 1 April to 30 June 2014

DATE SUBMITTED:
7/21/2014 1:44:37 PM

STATUS:
Final

DONORS:
UNDP TRAC
Sweden
European Commission
Norway
DFID

CONTEXTUAL ANALYSIS

FEDERAL LEVEL

Following the cabinet reshuffle in Q1 political disputes continued to create a decision-making vacuum in the FGS including in the MOIF; the projects' key Ministerial partner. Political dispute in Lower Shabelle and Bay (6 vs 3 regions State) dominated the political landscape on Federalism. The military campaign against the AS continued in the regions, with 10 districts recovered. Although this has brought new hope for stability the increased demands by the FGS to support newly recovered areas adds additional complexity to programming. UNDP continues to engage the FGS to develop adaptable programming in this scenario. The security situation remained unpredictable with a number of incidents, including major attacks on the Parliament and killing of MPs and security officials. The Project is aligned and contributes to the New Deal Compact for Somalia (PSG 5 and 'Cross-Cutting: Capacity Development') in helping to ensure local governance contributes to peace and equitable service delivery.

PUNTLAND

Following the 2014 elections in Q1, that brought dramatic change to the Puntland Government, the MOI with its new leadership, continues to be the lead government ministry for JPLG. While these significant changes affected the timely delivery of some activities in Q1 and Q2, particularly the approval of the decentralization policy by the IMCLG and MOI, the project has acquired strong support from the new President and VP to reinstitute the IMCLG toward the adoption of the draft decentralization policy and the importance of decentralization in Puntland. The political stability of the new Administration was strengthened as it received a number of high level delegations from Arab and European nations, held successful dialogue with the FGS and as Puntland reaffirmed its status as a FMS of the FGS. On the other hand disputes with SLD on the outstanding boarder disputes in Soul and Sanaag Regions continued to create unrest in these regions.

SOMALILAND

Related to the 2015 Presidential elections the Somaliland government experienced political discord between the ruling political party and the main opposition. As this setting required weighty attention of the Cabinet, IMCLG members and the MOI, this created a decision-making vacuum that affected the delivery of the project. The Cabinet did not, as foreseen, approve the Decentralization Policy. The MOI failed to take action on a number of lower level initiatives including hiring of consultants and driving the LG capacity development strategy. However, in the spirit the New Compact, MOI took the lead to expand into a new district; namely Zaylac. MOI conducted a capacity assessment of Zaylac district and developed a district action plan ensuring all technical support would be availed to enhance the districts' capacity to meet its' delivery service mandate. This is a substantial stepping stone toward realizing institutional sustainability of LG and service delivery in Somaliland.

RESULTS

SL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	G
	Result	0 - No new accountability mechanisms were realized in this quarter. Drafting of a LG Human Resource manual was commenced with consultation with all relevant actors realized.	
	Comment	In Q1 a LG employment regulation was drafted and endorsed by the MOI. In Q2 the drafting of a LG Human Resource Manual commenced. It is envisaged that by end year the Ministry will issue a directive to enforce the regulation and the HR Manual.	
SL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	G
	Result	1 - While the Decentralization Policy has yet to be approved by the Cabinet, based on the approval of the policy by MOI, District Councils and the IMCLG, implementation of aspects of the policy has commenced; namely SDMs in Education and Health.	
	Comment	Additionally, the Ministry of Health has commenced discussions with MOI on how to design a SDM for Health to devolve authorities to target districts in line with the Decentralization Policy and as per the Roadmap of said Decentralization Policy.	
SL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	Y
	Result	1 - MOI has contracted APD to implement a public awareness campaign on decentralization that will be rolled-out after Ramadan.	
	Comment	MOI is also in consultation with ALGSL to determine how the Association can use their networks to boost the awareness campaign.	
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	161 (F:48/M:113) District staff of Berbera, Borama, Burao, Gabiley, Hargeisa, Sheikh and Odweine have been provided a three day training on office management functions.	
	Comment	From 1st to 15th April 2014, MOI team organized and held three day Office Management trainings for seven of the JPLG target district administrations to improve office management skills for district staff.	
SL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	1 - While no new policies or reforms were designed nor enacted in this quarter the previous reform designed and enacted (namely: PEM) commenced implementation in a new target district; namely Zaylac.	
	Comment	In 2013 the Decentralization Policy was approved by the IMCLG, MOI and District Councils. The Cabinet is currently reviewing the Policy for adoption. The District Human Resource manual is under production and, along with the LG employment regulation, is expected to be approved by end of Q4.	
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 of 8 target Districts are capable of implementing the government public planning and expenditure cycle; yet still struggle to meet timely delivery. Low - The District of Zaylac. Work (baseline assessments and intro-trainings) in Zaylac only commenced in 2014.	
	Comment	Capacity also vary within districts. District departments of planning and district department of admin-finance are target departments for UNDP with the planning departments generally more capable. Recruitment of 25 young graduates for deployment to district admin-finance departments is underway.	
PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	65 (F:6/M:59) district staff from Galkaio and Jariiban were provided LG Induction Training (PEM 1). Participants were comprised of 48 councilors and 17 department and unit heads.	
	Comment	The provision of the Induction Training, on the roles and responsibilities of district councilors and district executive staff / civil service staff, is a customary required training to implement whenever new district councils are established; as is the case in these two districts.	

RESULTS

PL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	Y
	Result	0 - Standing-by their Q1 commitment to obtain IMCLG approval of the Decentralization Policy, in Q2 the IMCLG convened two meetings on the decentralization draft policy that resulted in amendments (including on Gender as recommended by MOWDSFA). The IMCLG is committed to approve the policy in July.	
	Comment	After IMCLG approves the Decentralization Policy and Roadmap in July 2014 the Policy will be submitted to the Cabinet for adoption. Recognizing that this Administration was only elected in Q1 2014 this accomplishment/result is noteworthy.	
PL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	G
	Result	2 - The new district councils of Jariban and Galkaio have adopted the PEM. Accordingly, PEM training by all JPLG agencies have been provided.	
	Comment	The speedy adoption of PEM by the two new district councils and the rapid initiation of training for the two new district councils and district administrative staff is noteworthy.	
PL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	G
	Result	Low – 4 of the 7 target districts where project engagement commenced with 2 district councils in 2013 and 2 districts councils in 2014. Medium – 3 of the 7 target district (Garowe, Gardo, Bossaso) where the project has run for 5 years and the administration has annually implemented the LG PEM cycle.	
	Comment	Five admin-finance consultants in target districts of Bossaso, B.Bayla, Eyl, Gardo & Garowe deployed. Consultants have reconfirmed, via rapid assessment of district admin-finance departments, a gap between the capacities of the 3 "mature districts" and the 4 "newer" districts.	
PL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	G
	Result	2 - The new district councils of Jariban and Galkaio adopted the PLD Governments' LG administrative regulations (i.e. PEM).	
	Comment	The speedy adoption of PEM for Local Government's by the two new district councils should be seen as noteworthy.	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	25 (F:1/M:24) – District Officials benefited from trainings on introduction of functions and responsibilities of LG and Good Governance. District officials of Baidoa also received an introductory training on asset management.	
	Comment	17 Officials (1F/16M) of Marka, Jowhar, Beltweyne and Baidoa participated in a training on the JPLG "light approach".	
FL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	G
	Result	0 – No public awareness raising campaigns were undertaken for this quarter.	
	Comment	Next quarter public awareness raising campaigns are scheduled. In this quarter recruitment of the MOIF national decentralization expert, who will be responsible to implement the awareness campaigns, was undertaken.	
FL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	Y
	Result	1 – MOM/BRA administration adopted the designed MOM/BRA organizational structure, that was prepared in the previous quarters, by a UNDP financed consulting company.	
	Comment	Implementation of the new organization structure has commenced implementation yet was slowed due to the change that occurred in Q1 of almost all BRA/MOM staff.	

RESULTS

FL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is “high”, “medium “, or “low”
	Result	Low – 4 of the 5 target districts where work began in 2014 with initial trainings and where no permanent DCs are in place. Medium – 1 of the 5 target district (Adado) where the project has run for nearly 2 yrs and administrations have been
	Comment	Medium – MOM. The February reshuffle of the institution replaced nearly all staff. Hence an 'introduction' of the project objectives, previous agreements and workplans with the institution was required. This process was undertaken during the last month of Q1 and the first month of Q2.

G



Joint Program on Local Governance

ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

Based on capacity assessment missions to Baidoa and Beletweyne, with MOIF, JPLG implemented the agreed “light approach”; conducting workshops with new districts providing introductory training on functions of LG, good governance and basic administration and finance management. In Baidoa there was also an asset management introductory training session provided. In attendance were the IA/CA District staff, Governors and Ministry staff. Equipment was provided to Beletweyne and Baidoa district administrations. Hiring of national consultants commenced for MOIF and MOM with two consultants deployed with all positions filled in Q3. MOM/BRA adopted their new organizational structure. The MOIF PS and one senior consultant also benefited from international training on LG and decentralization.

PUNTLAND

The ICMLG has reaffirmed its commitment to the decentralization process with the Vice President relentlessly supporting the decentralization process and MOI reiterating its' readiness to do whatever it takes affect reform in the local governance system in Puntland. In line with the agreed annual workplans to enhance LG capacities in the seven partner districts, the recruitment of five technical experts in planning and administration were deployed to the district departments of planning and admin-finance. The speedy adoption of PEM by the two new district councils of Jariban & Galkaio is noteworthy. Further, UNDP's support to the development of a young graduate system with CSC & MOI has generated interest of hundreds of young professionals for the fielding of 25 positions to the districts.

SOMALILAND

The MOI is leading the expansion of LG&D across SLD and beyond non-JPLG target district. In 2014 MOI and JPLG selected Zaylac District as a pilot for their “expansion” process. In April an MOI team, with a Borama District based consultant, conducted a capacity assessment on Zaylac district council and administration. The outcome of the assessment is a baseline to shape the initial intervention and support to Zaylac district. This achievement is substantial progress to realize sustainability of the UN JPLG initiative. The project also deployed a consultant to aid SLD to draft a municipal human resource manual. Consultative meetings with key stakeholders at central and district level (including Hargeisa, Gabiley and Berbera) were held to map current LG HR practices and design the manual.

PARTNERSHIPS

At the Federal Level the project continued to work closely with the MOIF, MOM and the districts of Baidoa, Beletweyne and Jowhar establishing effective relationships with respective new senior and mid-level management. We continue to work closely with the 4 JPLG UN partners including on the implementation of the “light approach” in the liberated districts in South Central Somalia. Through our provision of technical experts to the MOIF the Ministry has been better able to fulfill their mandate in a number of areas; including enhancing coordination among district level civil society and reconciliation practitioners to enhance reconciliation in districts and regions. Also this support aided MOIF to facilitate the training of 165 officials including caretaker administrators and police officials. Additionally, the project collaborated closely with MOIF and UNSOM to develop a new project, for funding from the PBF, to aid in the establishment of administrations in newly recovered areas. In SLD the project improved partnership with the MOP, CSC and the APD for full engagement in implementation of significant initiatives, including the drafting process of municipal human resource manual and the implementation of decentralization public awareness campaign. In PLD the project enhanced relations with the new DCs of Galkaio & Jariban, administration leadership particularly the Office of the Vice President; as it relates to Puntlands' Decentralization Policy, and the MOP, CSC and MOWDSFA.



Joint Program on Local Governance

PEACE AND CONFLICT

By enhancing Government capacity to deliver services and transparency & accountability of public resources, the project continues to strengthen the recognition and legitimacy of elected governments thereby reducing the potential for state-society (vertical) and society-society (horizontal) conflict. The project's provision of technical experts to MOIF has assisted MOIF in providing enhanced coordination on reconciliation initiatives among civil society, MOJ, OPM, CAs and national and international reconciliation practitioners; enhancing peace and reducing potential of conflict in districts and regions. The reshuffle of MOIF & MOM, clan conflict in Marka district and insecurity in Mogadishu has delayed planned work; including implementing the 'light approach' in new districts and initiatives with MOM. We continue to monitor the situation and plan and respond appropriately. In Q2 the project sponsored participation of 4 officials (F:1/M:3) in peace-building and conflict related training.

GENDER

The project continues to promote and ensure equal opportunity for the participation of women in all JPLG sponsored workshops, training and dialogue forms as well as in the hiring of technical experts to be assigned to the government offices. As an example, in Somaliland, MOI conducted a training on Office Management for district staff administrative staff in the 7 target districts. The three day training, in Berbera, Borama, Hargeisa, Gabiley, Burao, Sheikh and Odweine, had a participation of 161 district staff with 48 female and 113 male. To ensure that the municipal human resource manual is gender responsive consultation on the initial draft was held with the SLD Ministry of Labour and Social Affairs. The document will also undergo the same review by UNDP's Gender Unit and Puntlands' MOWDSFA. Additionally, MOWDSFA has been included in the IMCLG meeting on the review of the decentralization policy and have provided invaluable input incorporated into the policy.

UPCOMING QUARTER

FL

- Recruitment of pending technical experts and young graduates for target districts, MOI and MOM.
- Dialogue forums on decentralization
- Public awareness campaign on local governance and decentralization
- Capacity assessment of Jowhar district
- Implementation of agreed "light approach" in target districts
- MOM organizational structure finalized, printed and distributed
- PLD and SLD
- Convene dialogue forums on implementation of the decentralization roadmap among Districts, MOI, Sector Ministries and other actors
- Conduct public awareness campaign on decentralization
- Conduct the integration of local/district planning processes in the elaboration of State/National Planning guidelines
- Recruitment of pending technical experts and young graduates for target districts and MOI
- Technical assessments & appraisals of institutions for LG training
- Production of operating manual for district civil registrar offices



Empowered lives.
Resilient nations.

Joint Program on Local Governance

REFLECTIONS / LESSONS

At the Federal Level strategic alignment of UNDP programming with the Somali Compact has been prioritized. Toward this effort UNDP has taken two approaches: First, UNDP/JPLG has commenced implementation of the agreed “light approach” in target districts; that have no permanent DCs instead a CA and or an IA. Working with the CA/IA has proven to be challenging but essential. Vital to this work is FGS leadership and coordination and UNDP operational related backstopping to the project. Secondly, UNDP has commenced collaboration with UNSOM and MOIF to commence with a reconciliation and local governance initiative to complement the JPLG ‘light approach’. The potential for success relies heavily on enhancing the capacity of MOIF and UNDP (programme and operations). With the deployment of an increasing number of experts, consultants and staff assigned to this cause, effort to address the needed capacities are moving forward. However, in SC, the success of all initiatives depend heavily on external factors to the project; namely security and political will.

In Puntland the project has witnessed considerable commitment and will by Government, witnessed through the efforts of the IMCLG to finalize their decentralization policy, and by through the initial expedient adoption of the LG planning and public expenditure administrative system by the two newly established districts of Galkaio and Jariban. However, the implementation of the decentralization policy roadmap, to realize LG&D reform, will take even more political will and compromise than the approval of the policy. The new Administration has to date shown their will however considerable capacity building efforts internal to the Government and particularly the Ministry of Interior are required to realize this implementation. However, JPLG has in place a formidable strategy and team, as well as a partnership with key countries that recognize that LG&D is a lengthy process that requires steadfast support to realize the shared longer-term programme objectives.

In Somaliland with the approval of the decentralization policy and road map by the IMCLG, MOI and target district councils and the role out of SDMs has shown significant political will. However, the delay in achieving Cabinet approval of the policy apparently due to the political turmoil related to the 2015 elections and security in Khartumo and along the SLD-PLD border underscores how tenuous is advancement in an emerging state. However, as seen with the noteworthy leadership of MOI in expansion to Zaylac district (where MOI has successfully performed the initial functions normally performed by the JPLG agency) when political distractions are overcome the Government is capable. Moreover, while it is still early days, this progress suggests that the JPLG initiative can be nationally owned, institutionalized and sustainable.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	2,273,117
TOTAL (DISBURSEMENTS + COMMITMENTS)	1,045,507
BALANCE OF FUNDS	1,227,610
% DELIVERY (AGAINST APPROVED BUDGET)	46%

Joint Program on Local Governance



Empowered lives.
Resilient nations.

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
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
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
MOM - Municipality of Mogadishu
MOJ - Ministry of Justice
MOWDSFA - Ministry of Women Development and Family Affairs
PEM - Public Planning and Expenditure Management
PLD - Puntland
PSG - Peace and State Building Goals
SDM - Sector Development Models
SLD - Somaliland
UNSOM - UN Assistance Mission in Somalia
UNCC- UN Common Compound
VP - Vice President