

Joint Program on Local Governance



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PROJECT:
Joint Program on Local Governance

PREPARED BY:
Phillip Cooper
Alexandra Windisch-Graetz

PROGRAMME:
Governance and Rule of Law

REPORT PERIOD:
Q3 - 1 July to 30 September 2012

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Final

DONORS:
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CONTEXTUAL ANALYSIS

FEDERAL LEVEL

The establishment of the Federal Government of Somalia and the August 2012 adopted Provisional Constitution of Somalia are positive developments for decentralization and building sustainable local governance. It is encouraging that the constitution speaks to federalism in the following terms 'power is given to the level of government where it is likely to be most effectively exercised' (Article 50). Within this principle the constitution calls for the passing of a law that shall regulate the establishment of institutions and guidelines that shall facilitate interaction between the various levels of government. The formation of the Federal Cabinet in Q4 will be a crucial benchmark. While there exist many challenges in the nascent government the constitution provides for a positive foundation from which to work. Strategic and rapid expansion of JPLG in districts of South Central region is crucial to promoting sustainable local governance for the Somali population.

PUNTLAND

The Puntland government has set multi-party elections in 2014 - a positive step in further legitimizing local governments and its progress in promoting local governance and decentralization. The recent Presidential appointment of the Vice President as the 'Champion for Local Governance' is also a positive development. However, the current political economy complicated by clan based alliances and divisions, at all levels of government, continue to hinder sustainable progress in governance reform. An ineffective executive for local governance and a weak legislative body further hampers implementation of existing legislation and needed legal reforms crucial to realizing decentralization; including laws specific to local government civil service reform and fiscal decentralization. The establishment of the Federal Government of Somalia and the adopted Provisional Somalia Constitution, while creating additional challenges for the project, are seen as positive developments for decentralization

SOMALILAND

The Somaliland Election Commission has set the date for local elections on 28 Nov 2012. The convening of local district elections is a positive development for Somaliland local governance and decentralization context as it is expected to bring increased legitimacy to local government. The recent Presidential appointment of the Vice President as the 'Champion for Local Governance' is also a positive development. However the elections will hamper the delivery of project implementation as staffing of local councils and administrations is expected to change significantly hence requiring training of new staff. Identification of new champions for decentralization and legal reforms will also be needed. Progress for woman's engagement in the political arena also suffered a set-back when motions for a female quota in parliament was rejected and when the only women led political party was prevented from competing in the elections.

RESULTS

SL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	Draft decentralization policy and road map developed and champion for decentralization appointed	
	Comment	Consultation plan agreed; regional consultations facilitated by Association of Local Government in Somaliland (ALGAS) in Burao/Odweine and Berbera/Sheikh; VP appointed Champion for Decentralization	
SL	Indicator	3.4.2.1 Number of basic services and economic infrastructure rehabilitated, functioning and effectively sustained, disaggregated by type	G
	Result	Deliver District Basket Fund(DBF) payments to districts	
	Comment	3 DBF projects open; projects districts can fund with DBF balances have been or are being contracted in all districts	
PL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	Draft decentralization policy and road map developed and Champion for decentralization appointed	
	Comment	Consultation plan and timeline agreed; consultations facilitated by MOI with Parliament, line ministries & all target districts; VP appointed as Champion for Decentralization	
PL	Indicator	3.4.2.1 Number of basic services and economic infrastructure rehabilitated, functioning and effectively sustained, disaggregated by type	G
	Result	Deliver District Basket Fund payments to districts	
	Comment	3 DBF projects open; projects districts can fund with DBF balances have been or are being contracted in all districts	
SL	Indicator	Existence of MOI approved TOR for Department of Planning(DoP) / Number of DC resolutions adopting new DC structure with DoP / Number of DoP Directors and staff in place	G
	Result	District Departments of Planning established in all 7 JPLG target districts	
	Comment	TOR for DoP approved by MOI. 6 DCs approved new structure with DoP with resolution. 7 districts have DoP Directors appointed and working in line with approved TORs	
SL	Indicator	Number of local PEM training modules available to districts in English and Somali	G
	Result	Local PEM training modules developed, reviewed by govt/JPLG, finalized and translated	
	Comment	PEM guidelines endorsed by MOI; PEM 1-5 training modules developed, peer reviewed by govt/JPLG, finalized in English. Translations for PEM 1-2 finalized, 3-5 ongoing.	
SL	Indicator	Existence of certifying body for local government training modules; Number of local PEM modules certified by government body	G
	Result	Government certifying body established and certifies local PEM training modules	
	Comment	Discussions with MOI, ALGAS and CSI held on roles and responsibilities for managing local government training; all were part of the PEM training modules review process to match PEM to govt processes	

RESULTS

SL	Indicator	Number of technical experts seconded to the Ministry of Interior	G
	Result	1 capacity development consultant in place; 1 legal and 1 planning expert to be recruited	
	Comment	Capacity building of Mol Department of Districts and Planning through seconded technical experts	
SL	Indicator	Number of technical experts seconded to JPLG target districts	G
	Result	Recruitment / induction for new district / Gabiley expert completed; experts in 7 target districts	
	Comment	Capacity building of target districts through seconded technical experts	
SL	Indicator	Number of technical experts seconded to MOLSA	G
	Result	2 experts were in place until August 2012; LOA is now finalized and JPLG awaiting final report	
	Comment	Capacity building of MoLSA through seconded technical experts	
SL	Indicator	Number of districts provided support to complete AWPB	G
	Result	Technical support provided to 7 target district councils and administrations to develop AWPBs	
	Comment	Data collection for DDF revision and AWPB started	
SL	Indicator	Number of districts monitored by MOI Department of Districts	G
	Result	Mol Department of Districts monitored service delivery projects in 7 districts	
	Comment	Ongoing; reporting done on a quarterly basis	
SL	Indicator	Number of training workshops and awareness raising by MOLSA for district councils, women groups and political aspirants	G
	Result	MoLSA promotes womens engagement in district planning, administration and elections	
	Comment	Training on advocacy/lobbying/mgt. for potential women leaders conducted; advocacy with political parties for increase in women membership conducted; refresher training on GEWE for MOLSA conducted	
PL	Indicator	Existence of MOI approved TOR for DoP Number of DC structures with DoP	G
	Result	District Departments of Planning functioning in all 7 JPLG target districts	
	Comment	TOR for DoP approved by MOI. 7 districts have DoP Directors appointed and working in line with approved TORs	

RESULTS

PL	Indicator	Number of local PEM training modules available to districts in English and Somali	G
	Result	PEM 1-5 training modules developed, peer reviewed by Govt / JPLG, finalized in English	
	Comment	PEM guidelines endorsed by MOI	
PL	Indicator	Existence of certifying body for local government training modules Number of local PEM modules certified by government body	G
	Result	Government certifying body established and certifies local PEM training modules	
	Comment	Discussions with MOI held on roles and responsibilities for managing local government training; all were part of the PEM training modules review process to match PEM to govt processes	
PL	Indicator	Number of technical experts seconded to the Ministry of Interior	G
	Result	Capacity building of 2 Mol Departments of Districts and Planning through seconded technical experts	
	Comment	1 capacity development consultant; 1 legal and 1 planning expert to be recruited in Q4	
PL	Indicator	Number of technical experts seconded to JPLG target districts	G
	Result	Capacity building of target districts through seconded technical experts	
	Comment	Recruitment and induction for new districts (Bandarbayle, Eyl and Jariban) experts completed; technical experts in place in all 6 target districts	
PL	Indicator	Number of districts monitored by MOI Department of Districts	G
	Result	Mol Department of Districts conducts oversight of decentralization/service delivery in 6 districts	
	Comment	Ongoing; reporting done on a quarterly basis	
PL	Indicator	Number of new districts trained on DPPBP	G
	Result	Conduct capacity assessments and hold Induction/Administration/Planning trainings for new districts	
	Comment	NA	
FL	Indicator	Availability of DBF	G
	Result	Deliver District Investments (DBF) in Adado	
	Comment	NA	

RESULTS

FL	Indicator	Number of monitoring missions (or number of districts visited by MOI local governance department)	Y
	Result	0	
	Comment	On hold until new cabinet (MOI) appointed. MoI Dep. of LG provides oversight and technical support to districts and decentralization	
FL	Indicator	Number of districts whose capacities assessed	G
	Result	Conduct CAs in 5 target districts (Hodan, Wardhigley, Bondhere, Xamar Weyne and Shingani)	
	Comment	NA	
FL	Indicator	Number of assessments of functions of local administration vis-a-via other relevant bodies (BRA / MoI among others) in the management and coordination of aid flows in Mogadishu conducted	Y
	Result	0	
	Comment	On hold until new cabinet (MOI) appointed. Assess functions of LGs vs. other bodies (BRA/MOI, etc.) for management and coordination of aid flows	
SL	Indicator	Meeting held and 2012 results discussed and priorities for 2013 agreed on	G
	Result	JPLG Review and Planning Workshop held	
	Comment	Held in Hargeisa 24-26 September with incl. VP, Minister of, Vice Minister of, MoPW, Director Generals of Health, Education, Labor, JPLG district Mayors, DoP Directors and district consultants.	
PL	Indicator	Meeting held and 2012 results discussed and priorities for 2013 agreed on	G
	Result	JPLG Reivew and Planning Workshop held	
	Comment	Held in Garowe 29 Sep - 1 Oct with incl. VP, Minister of MoI, MoPIC, Director of Planning MOF, DGs of Health, Education, JPLG district Mayors, DoP Directors and district consultants	
ALL	Indicator	JPLG 2 project document finalized	G
	Result	JPLG 2 project document drafted	
	Comment	JPLG 2 draft project document prepared and presented to govt stakeholders during review workshops, feedback received, and initial discussions on 2013 milestones started.	



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ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

In the absence of a federal government the key activities in Q3 were , a) designing the JPLG II 2013 - 2017 program; including a strategy for JPLG engagement in the districts of the emerging states in Somalia and b) the development of shared understanding with the Bendir Regional Administration as to the support JPLG may provide in Q4 2012 and in 2013- 2017.

PUNTLAND

A key activity in Q3 was consensus building around the need for a decentralization policy and road map. JPLG/UNDP and MOI developed a consultation plan and timeline and held consultations with MOI, line ministries, districts, civil society and the parliament. The Presidential appointment of the VP as the Champion was also critical to the decentralization policy process.

SOMALILAND

A key activity in Q3 was consensus building around the need for a decentralization policy and road map. JPLG/UNDP and MOI developed a consultation plan and timeline, held consultations with MOI staff and engaged ALGAS to facilitate two regional consultations in Burao/Odweine and Berbera/Sheikh creating a forum for discussion with regions, districts and line ministry focal points in those regions.

PARTNERSHIPS

Key partners of JPLG/UNDP are the MOIs in the Federal, PL and SL governments, target districts of (SL) Boroma, Gabiley, Hargeisa, Berbera, Sheikh, Burao, Odweine (PL) Garowe, Gardo, Bossaso, Bandar Bayle, Eyl and Jariban, the Benadir Admin and newly emerging states and districts in Somalia. In Q3 the project commenced new partnerships with districts of Gabiley, B.Bayle, Eyl and Jariban. The project established new partnerships with the Offices of the Vice President in SL and PL, the MOPIC in PL and ALGAS. The VPs were appointed by their respective President as "Champions for Local Governance". The MOPIC in PL actively took on a critical role in promoting local governance planning within the context of the PL Development Plan and ALGAS facilitated consultations on the decentralization policy and road map with districts, regions and line ministries contributing to open and productive discussions and promoting ALGAS' credibility with its constituents. Q3 realized a partnership with USAID/TIS and CDRD developing a shared strategy of work in Somalia's emerging states. JPLG and PREP specifically began partnering in Eyl and B.Bayle building planning, operations and maintenance capacities. While JPLG and SIDP partnered on Government planning, PSR and CD. The increased partnerships are proving to enhance coordination and information sharing among key institutions that positively impact on the realization of common local governance goals and delivery of the project objective

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PEACE AND CONFLICT

In Q3 the project continued to improve the capacities in an increasing number of key districts in Somalia and Somaliland to delivery services to their constituents. The project also continued to increase and enhance positive and sustainable state-society interaction and engagement. The increased capacity of local governments, as well as the state level government ministries, to deliver service continues to enhance the legitimacy of the government and the state that correspondingly contributes increasingly to a reduction in state-society negative conflict. The project's emphasis on growing quality state-society interaction through joint planning of district development frameworks, annual district work plans and budgets, and joint project monitoring, operations and maintenance endures as a fundamental contribution to sustainable peace in Somalia.

GENDER

JPLG/UNDP's support to gender, through MOLSA (SL) and MOWDAFA (PL), expired in Q3 with technical and financial support to activities completed successfully including training for ministry staff and regional focal points on GEWE, leadership, advocacy activities with political parties for an increase in women membership and support to facilitate discussions on how to ensure the decentralization policy and road map are gender sensitive and responsive to women's needs. UNDP/Gender, UN/Women and UNDP/PREP have increased support to MOLSA and MOWDAFA building on capacities built and results achieved with JPLG's support over the past year. In 2013 the project will have a collaborative approach with Gender Unit, providing strategic and targeted support to women engagement in decentralization and local election processes in PL (in 2014), emerging states and Somaliland.

UPCOMING QUARTER

Priorities include a) Finalizing of 2013 District AWPBs, b) Awareness raising on decentralization, through dialogue/consultation forums with government / non-government, c) Awareness raising on aligning DDF/NDP/District planning processes; d) Initial efforts for expansion in Bay Region will be made, executing a baseline assessment of the 5 Bay districts, e) The design and initiation of a study on the political economy of decentralization and local governance in Somalia to better understand political and institutional dynamics and the scope for realizing decentralization reforms aligned with service delivery and governance and f) Preparing the ground work to commence a study with the Federal Government in 2013, on Federal, Region and District functions, roles and responsibilities in decentralized service delivery, the study will provide the Federal Government with the foundation for establishment of a decentralization policy in line with the requirements of the Federal Constitution.



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REFLECTIONS / LESSONS

The design of the JPLG II 2013 – 2017 programme has been a significant component of the work in Q3. This has included extensive engagement with government, non-government, donors and other development partners. A key lesson learned in this process is that the completion of JPLG I and the commencement of JPLG II intersecting at the exact moment of the formation of the Federal Government of Somalia and the Provisional Constitution of Somalia is a critical junction in development of Somalis democracy. There will not likely exist a more acute moment in influencing the direction of governance in Somalia then over the next 2 quarters. A lapse or delay in political, financial and collaborative support to the foundations and gains made over the last 5 years in stimulating local governance that promotes a principle of 'federalism where power is given to the level of government where it is likely to be most effectively exercised' may jeopardize said investments and place at risk democracy for the Somali people. A collaborative programmatic and strategic approach is required. A single UN Joint programme can not be expected to deliver alone. Alignment of efforts to promote local governance for the people by the people is required.

In addition to the above, 4 significant challenges to the sustainability of project inputs are: a) Political commitment from government, b) Establishment of effective civil service reform (that promotes a merit based civil service with livable wages), c) A corresponding long-term capacity development strategy that ensures a 5 – 10 year financial package of support, and d) A national development planning process that seamlessly incorporates and relies on a district development planning process; resulting in national development plans that reflect local aspirations and needs.

Deployment of long term technical experts at the district level, with clear TORs and specifically seconded in the District Departments of Planning has proven to reap concrete results in establishing systems, implementing process and transferring knowledge. Similarly in the case of Somaliland provision of technical experts, with clear TOR and reporting lines, embedded in the Ministry of Interior's department of local governance coupled with the appointment of the MOI Vice Minister as the focal point for LG&D has proven very successful in affecting behavioural change in the Ministry and in promoting a substantive change in the MOI ability to lead the LG&D process.

Unexpected challenges has been the lack of will of the Puntland government to effect structural changes in the Ministry of Interior to appoint senior leadership, such as the Vice Minister, to lead the LG&D process. While an unexpected success has been the willingness of the office of the President in SL and PL to appoint the VP as the Champion of LG&D to lead and champion the political processes required to effect sustainable local governance.

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CUMULATIVE PROJECT FINANCIAL SUMMARY

APPROVED BUDGET	3,893,759
TOTAL (DISBURSEMENTS + COMMITMENTS)	2,907,067
BALANCE OF FUNDS	986,692
% DELIVERY (AGAINST APPROVED BUDGET)	75%