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Joint Program on Local Governance

PROJECT:
Joint Program on Local Governance

PREPARED BY:
Phillip Cooper
Toril Iren Pedersen
Abdurazak Mohamed Hassan
Salah Haji Abdirahman
Sahal Abdullahi
Mohamoud Hussein
Marcus Tan De Bibiana
Osman Omar
Abdullahi Ali
Dorothy Nanzala

PROGRAMME:
Governance and Rule of Law

REPORT PERIOD:
Q3 - 1 July to 30 September 2014

DATE SUBMITTED:
10/9/2014 5:54:58 PM

STATUS:
Final

DONORS:
UNDP TRAC
Sweden
European Commission
Norway
Denmark
DFID

CONTEXTUAL ANALYSIS

FEDERAL LEVEL

The latest SNA and AMISOM offensive continues with operation “Indian Ocean” to liberate the remaining regions in South and Central Somalia; also to remove the AS blockade from districts so that humanitarian assistance can be delivered and development programming can commence. In this quarter further progress has been made in the state formation process. The Kismayo, IJA, the long awaited reconciliation conference for the people of the Jubbaland commenced. In the ISWA the reconciliation conference in Baidoa commenced toward putting an end to prevailing differences among the inhabitants of South-Western regions. JPLG closely monitors the state formation processes with an eye on how it may impact on district government formation and decentralized service delivery. UNDP-JPLG has been asked to represent JPLG in PSG1 with the purpose of gaining more insight on how state-formation may impact on LG&D and to aid the PSG1 with an increased LG&D perspective.

PUNTLAND

Puntland’s landscape could change with the proposed creation of an interim Central State administration paving the way for a future FMS to be formed potentially from the regions of Mudug and Galgaduud. No agreements were reached between affected parties to allocate political power and divide boundaries however any changes in Puntland’s state boundaries could result in instability. During the Holy Month of Ramadan there were security threats against international organizations resulting in restrictions of movement for international consultants who were unable to visit districts outside Garowe and joint UN monitoring missions were cancelled. Nevertheless, Puntland’s government succeeded in moving forward their decentralization process and approved their decentralization policy despite being relatively new administration. The Office of the Vice-President and MOILGRD underscored their support in pushing forward for the implementation approved decentralization policy road-map.

SOMALILAND

In Q3 there has been continued political tension between political parties over the issue of voter registration for the upcoming 2015 elections; specifically related to the issuance of national IDs. The opposition party raised concerns that the process proposed by the government would inevitably lead to delay that would cause the elections to be postponed. This tension was significant and subsequently occupied a substantial amount of MOI’s attention. Consequently, this impacted on the establishment of a key front-line service; namely the harmonized registrar service for LGs, supported by UNDP-JPLG. However, by the end of the quarter an agreement has been established between the parties, and MOI has refocused on moving forward the harmonization of LG front-line registrar services.

RESULTS

SL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	G
	Result	2: MOI conducted decentralization dialogue forums in 7 districts where 240 people participated (M:177/F:63). MOI through APD conducted public awareness campaign on decentralization.	
	Comment	In SLD, MOI conducted decentralization dialogue forums in 7 JPLG target districts. MOI through APD conducted public awareness campaign on decentralization in Borama and Burao.	
SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	12 (M:11/F:1) people included MOI Vice minister, director of district departments, MoNPD DG and district planning directors trained on decentralization and peace-building.	
	Comment	The four-day training took place in Entebbe Uganda on 8 - 11 September 2014 and was conducted by UN staff training college with a training module specifically developed for Somalia on local governance.	
SL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	1: Somaliland government cabinet approved national decentralization Policy and roadmap (August 2014).	
	Comment	The decentralization policy was approved by Cabinet on 5th September 2014. The policy roadmap for implementation is being discussed in the IMC under the Vice presidents oversight.	
SL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	Y
	Result	Human Resource management manual drafted and agreed upon by MOI.	
	Comment	MOI intends to issue a directive for use of the HRM manual by all Local Governments.	
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 out of the 8 target districts are capable of implementing the government public planning and expenditure cycle yet still struggle to meet timely delivery Low: District of Zaylac, work initiated in 2014	
	Comment	7 District administration and finance consultants hired (M: 7/ F: 0) for mature districts, 2 capacity development consultants for Zaylac and Hargeisa districts recruited (M: 2/ F: 0). 25 Young graduate interns for districts and MOI recruited (M: 22/ F:3)	
SL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	G
	Result	LG human resource guideline drafted and translated in Somali. Drafting process of harmonization guidelines for national & district planning processes commenced.	
	Comment	International consultant for drafting human resource guideline conducted validation workshop for the final draft with key stakeholders from MOI, district administrations and CSC. three consultation workshops on drafting harmonization guideline conducted for districts, regions and central governments	
PL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	G
	Result	1 - Decentralization Policy approved by Puntland Cabinet Ministers chaired by the President (July 2014). Implementation has started under the oversight of the Inter Ministerial Committee for Local Government (IMCLG)	
	Comment	The Office of the Vice-President and MOILGRD are leading on the oversight of the implementation of the approved decentralization policy. The administrator hired for the IMCLG secretariat is female. Decentralized functions from the health and water sectors piloting to "A" districts started.	

RESULTS

PL	Indicator	2.5.1.1 Existence and implementation of policies, laws, by laws, and administrative regulations	Y
	Result	Human Resource Management manual drafted and agreed upon by MOI, ALGAPL and Ministry of Labour.	
	Comment	A directive from MOI is expected before the end of 2014 to enforce regulation of the HRM manual in all District Governments.	
PL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium", or "low"	Y
	Result	Three out of seven districts have medium level capacity: (Garowe, Bossaso and Gardo), whereas 4 districts still have low capacity (Eyl, Jairiiban, Benderbeyla and Galkacayo)	
	Comment	All districts have two local experts/consultants one deployed to their departments of Planning and one to the department of Admin/Finance. All have benefited from public planning & expenditure management training. All districts have been provided with office equipment.	
PL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	11 Public servants (F:0, M:11) trained on Decentralization and Peace building. Two dialogue forums on decentralization held – one for public servants, one for civil society. 55 public servants (M:54: F:1) attended	
	Comment	The Decentralization and Peacebuilding training took place in Uganda and included theoretical, comparative analysis, and collaborative practical work on the subject matter. The dialogue forums discussed decentralization, the policy and roadmap as well as planned how decentralization can work.	
PL	Indicator	2.5.1.4 Number of accountability mechanisms put in place at the local level	Y
	Result	1 - A LG Human Resource manual draft was completed, translated to Somali and agreed upon by ALGAPL, MOI and Ministry of Labour.	
	Comment	A MOI directive is expected before the end of 2014 to enforce regulation of the HRM manual in all LG district governments.	
PL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	R
	Result	0 - one is planned for the final quarter. Awareness on decentralization was raised through government and civil society dialogue forums	
	Comment	Participant feedback from decentralization dialogue forums to inform media awareness campaign in Q4.	
FL	Indicator	1.3.1.1 Number of federalism, decentralization, and devolution of authority awareness raising campaigns implemented	Y
	Result	1 session Internal awareness raising session at the Ministry with the new DG and consultants, 10 officials (M:6/ F: 4)	
	Comment	Dialogue and awareness raising as well as inter-ministerial workshop planned for Q4	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	In total 51 public servants (M:44/ F:7) participated in trainings related local governance and decentralization	
	Comment	24 (M:22/ F:2) from 3 districts participated in training on LG. 12 (M:9/ F:3) participated in induction training for the districts at MoF, 10 (M:8/F:2) participated in training on administration of partnership agreements; 5 (M:5/F:0) took part in local governance and peace building training	

RESULTS

FL	Indicator	2.2.1.2 Number of policies / reforms designed, enacted, and implemented	Y
	Result	1 - BRA organizational reform designed and being implemented	
	Comment	Other planned policies development processes will start in Q4	
FL	Indicator	2.5.1.2 Level of local government capacity in administrative and technical management is "high", "medium ", or "low"	G
	Result	The 4 out of 5 target districts in SC have "low capacity" whereas 1 out of 5 (Adado) has medium capacity where the project has run for nearly 2 years	
	Comment	The capacity of the Municipality of Mogadishu is – Medium.	



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ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

MIFA and JPLG conducted a joint capacity assessment mission to Jowhar resulting in a joint action plan defining support to the district. The first monthly coordination meeting between MIFA and all JPLG agencies took place in September. The deployment of national professionals was achieved; including deployment of a UNDP National Staff to Baidoa, district consultants to Jowhar, Beletwyne, Baidoa and Merka and the MOM Reform and HR consultants were hired and commenced services. District consultants were provided an induction training and training for the IA staff of Baidoa and Beletwyne districts was delivered. A UN Staff College training course on LG&D was also provided to more than 40 local and state government representatives from PLD, SLD and five districts in South Central Somalia.

PUNTLAND

In Q3 the Puntland decentralization policy and implementation roadmap was approved by the cabinet chaired by the President. This represents a significant achievement for advancing service delivery through decentralized functions. The human resource manual for local government was finalized and work commenced on translating the manual into a training manual which targets strengthening the capacity of districts in managing LG human resources uniformly across the state. MOI also successfully conducted two dialogue forums on decentralization bringing together stakeholders from government, CSOs, NGOs as well as other actors.

SOMALILAND

The Decentralization Policy for Somaliland was adopted by the cabinet in August 2014. This represents an important achievement for advancing service delivery through decentralized functions. The policy includes a detailed roadmap for the process going forward. In terms of capacity and ownership of the JPLG programme process and outputs, the districts and state government showed a strong commitment to further champion the decentralization process at the JPLG Review and Planning meeting. Further to this, the Vice President who is the champion for decentralization expressed a clear vision for the Inter-ministerial committee on local government (IMC) to provide oversight and coordination to ensure implementation and sustainability.

PARTNERSHIPS

At the federal level the project continued to work closely with the MIFA, MOM and the districts of SC; Baidoa, Beletwyne, Jowhar, Merka and Adado and strengthening the relationships through joint trainings and recruitment of consultants who will be central in both project delivery as well as partnership building. Partnerships and working relations have been strengthened at the federal level with the support of technical experts provided to MIFA. The commencement of government-led monthly coordination meetings is one indicator to this effect. Similarly in PLD and SLD there are well functioning coordination and partnership mechanisms. Relationships with the "Champion's office" (Office of the Vice President) in both SLD and PLD and have been strengthened as a direct relation to the Inter-ministerial committee on local governance. Additionally, the project is working more closely with the Association Local Government Authorities in both PLD and SLD. Relationships with district councils in the target districts remain strong and have been strengthened through emphasising ownership of project implementation and coordination. Other partners include APD, MOF, MONPD in SLD and PDRC and the Civil Service Commission in PLD. The project has also continued to work closely with UMSOM and MIFA on the finalization and submission of the PBF proposal on reconciliation and the establishment of local elected district councils in newly recovered areas.



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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. In Q3 the project has supported government officials and elected leaders to attend training on decentralization and peacebuilding which emphasised how decentralization can be a positive driver for peacebuilding in Somalia. The project has engaged closely with the statebuilding processes, and recent conflict in Marka, which forms part of the five target districts in SC, has been delayed due to conflict and insecurity. The conflict has been attributed both to clan disputes as well as to representation in the state formation outcomes. The project is also closely aligned to the PBF project that supports establishment of district councils through a bottom-up reconciliation process.

GENDER

Gender is mainstreamed in the project and specific effort has been made to bring gender balance to recruitment processes as well as strengthening the gender equality dimension in district through the development of the Human Resources manual for local governments in PLD and SLD. The approved Decentralization Policies in Somaliland and Puntland were vetted by the Government Ministry of Women and by the UNDP Gender unit. Of recruitments completed this quarter 25 young graduates were recruited in SLD of which 3 were female, of 4 district consultants hired in SC 1 is female, of 3 newly hired district consultants in PLD 1 is female, and of the 40 young graduates hired 5 have been women.

UPCOMING QUARTER

FL

- MOM and MOIF revision and adoption of PEM and HRM guidelines.
- Decentralization dialogue forum convened.
- Agreement on public awareness campaign on decentralization reached.
- Training and provision of equipment to Jowhar.
- Initiation of first activities of the LOA for Beledweyne.
- Capacity assessment of Marka (if security situation permits).

PLD

- Support target districts on review of DDFs and preparation of 2015 AWPBs.
- Rapid assessment and PEM training for Galkayo.
- Refresher training on PEM 3 and initiation of AWPB.
- Pilot testing of HRM training module.
- Young graduates to be recruited for districts.

SLD

- Support target districts on review of DDFs and preparation of 2015 AWPBs.



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REFLECTIONS / LESSONS

Somalia remains a complex environment in which to work and support to LG&D is no exception. MIFA, UNDP and UNSOM have developed a PBF funded project with the objective of establishing elected district councils through a reconciliation bottom-up process. Parallel to the process is the state-formation process taking place in the ISWA, IJA and Central Region of Somalia. It is essential that these two processes be effectively coordinated by and between the FGS, IAs as well with Puntland State. Vital to this work is FGS leadership and coordination. Without effective coordination and dialogue there is a risk that the processes may result in conflict. The potential for success relies heavily on enhancing the capacity of MIFA 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. With the aim of heightening linkages between the two processes the UNDP project manager has recently been appointed by the JPLG to serve as the JPLG PSG1 focal point. While, the success of all initiatives depend heavily on external factors to the project, namely political will and security, the continued lack of presence in Somalia of senior staff from sister JPLG agencies inhibits effective expansion of JPLG in the emerging new districts and states.

Feedback on dialogue forum on decentralization have suggested that while some participants had increased awareness on decentralization others need messages to be communicated more effectively. Hence improvements in planning, facilitation and responsiveness are being designed and will be trailed in future forums. It is also observed that additional support is required after workshops and dialogue forums so to enhance understanding and building moment for the government to drive the decentralization policy implementation. Decentralization is a complex topic and appropriate sensitization is needed as well as open forums for dialogue. Public awareness campaigns are seen as a useful step and accordingly the project is supporting an awareness campaign on decentralization so to reach a high number of people with appropriate messaging. Following the establishment of a new secretariat under the Office of the Vice President/IMCLG, the decentralization process will rely on carefully coordinated roles going forward. It has been explained and understood that the IMCLG will provide oversight of the policy and MOI will be responsible for implementation. Monthly Government and JPLG technical coordination meetings aim to enhance coordination of the decentralization implementation process. While it is still early days the progress that is being witnessed with the PLD and SLD Governments approving their respective decentralization policies and the commencement of implementation suggests that the JPLG initiative can be nationally owned, institutionalized and sustainable.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	4,068,759
TOTAL (DISBURSEMENTS + COMMITMENTS)	2,330,597
BALANCE OF FUNDS	1,738,162
% DELIVERY (AGAINST APPROVED BUDGET)	57%

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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
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