

MINISTRY OF PLANNING & INTERNATIONAL COOPERATION,
PUNTLAND STATE OF SOMALIA

TAKING HARMONIZATION PLANNING FORWARD- REPORT

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Acronyms

ALGAPL	Association of Local Government Authorities in Puntland
AWP&B	Annual Work Plans and Budgets
DDF	District Development Framework
DG	Director General
LNGOs	Local Non-Governmental Organizations
ILO	International Labour Organization
IM-CLG, IMC	Inter-Ministerial Committee on Local Governance
OINGOs	International Non-Governmental Organizations
JPLG	Joint Programme on Local Governance and Decentralization of Service Delivery
MOEWT	Ministry of Environment, wildlife and Tourism
MOPIC	Ministry of Planning and International Cooperation
MOI-LG	Ministry of Interior and Local Governments
MOEHE	Ministry of Education and Higher Education
MOH	Ministry of Health
MOF	Ministry of Finance
MOPWT	Ministry of Public Works and Transport
NDP	National Development Plan
PMU	Programme Management Unit (JPLG)
PPPFM	District Participatory Planning and Budget Guideline(DPP&BG)
PSAWEN	Puntland State Authority for Water, Energy and Natural Resources
RPDP	Revised Puntland Development Plan 2017-2019
PFYDP	Puntland Five-Year Development Plan 2014-2019
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNCDF	United Nation's Capital Development Fund
UN-HABITAT	United Nations Human Settlements Programme

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Table 1:	Planning Levels in Puntland Tiers of Government
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1. Introduction

After the collapse of the Somali government in 1991, the state machinery disintegrated resulting in dispersal of the valued human resource capital and the overall governance structure.

When Puntland state was established in 1998, former experienced Somali civil servants were to be found nowhere; thus, Equally, a top-down governance mindset engrained in both the Puntland statesmen and civil servants' intelligentsia, and inherited from the colonial days and post-independence eras, abounded. For example, in the centralized previous governance system, establishing a small two-room health post at a distant rural village required design, approval, and implementation from the highest levels of the central government/health ministry.

In 2003, Puntland State of Somalia passed Local Government Law No7 and in 2014 the state adopted decentralization policy. Moreover, the scheme could not come off-ground for lack of funding. It did not gain momentum until the advent of the UN-sponsored 5-year Joint Program on Local Governance and Decentralized Service Delivery (JPLG), Phase I, which started in 2008. The program aimed to promote decentralization of basic service delivery to districts to contribute to peace, development, and equitable service delivery to grass-roots level communities.

On the other hand, In December 2016, JPLG and Puntland Government recruited a local consultant to further pursue and finalize an already initiated work related to harmonization planning among different tiers of Puntland government at state, regional and district levels as well as the sectors/line ministries for the program¹.

JPLG agencies (UNDP & UNICEF) funded and had the task of oversight and technical support, nevertheless, the objective of the consultancy was geared towards providing technical assistance in formalizing harmonization planning to the Ministry of Planning and International Cooperation (MOPIC).

In the longer run, this will enable MOPIC and other government tiers to coordinate their planning and establish harmonized planning process that minimizes overlap, prolonged paper work and inconsistencies among various actors: District authorities, Regional administrations, and central state government/ministries.

1.1. Objectives

Building on the previous work and reference to 'harmonization planning guidelines' developed by international consultant that outlines the steps to improving the planning cycle in the sector ministries and linking different level of governments. the objective of this consultancy was:

- Facilitate consultations with different stakeholders and examine the plans, policies and strategies towards delivery of basic services of the various development actors in Puntland

¹ Alan J. Taylor an international consultant produced 'Final Draft Harmonization Planning Guidelines, 13 Oct 2013.

- Clarify roles and responsibilities of districts department of planning, sector department of planning as well as MOI and MOPIC planning departments. Reviewing of ToRs will then follow.
- Produce tools, frameworks and implementation strategy that improves horizontal, upward and downward communication, regular consultations and exchange of data and information among stakeholders.

1.2. Methodology/approaches

Extensive desk study was made with numerous reference documents (refer annex V). Field visits followed, in which the consultant met with a wide range of stakeholders consisting of the UN-JPLG team in Garowe, 6 line ministries, PSAWEN, Champion Office, 3 JPLG support districts, and several non-state agencies (see Annex IV).

During these consultations data collection tools- a questionnaire was developed to collect raw data, views and opinions of participants on the multidimensional aspects of harmonization planning.

1.3. Report Structure/layout

This report presents the outcome of a 4-month consultancy work, by an independent consultant carried out between December 2016 and February 2017 in Puntland. Further analyses and input was added by UN JPLG.

Chapter 1 of the report is an introductory section that captures the consultancy background, objectives, methodology and report structure. Chapter 2 highlights different plans and frameworks that exist in Puntland. Chapter 3 gives further details on key strength, challenges and opportunities for improvement in each level of planning. Chapter 4 describes key roles and responsibilities of planning departments at district, sector planning departments (including MOI and MOPIC & proposed calendar for improving the planning process. The concluding chapter 5 provides detailed implementation strategy including tasks, expected outcomes, timeframe, responsible actors etc.

Annexes include: Consultancy TOR, data collection checklists, field work itinerary, list of people consulted, and background reading/references.

2. Planning Context in Puntland-Overview

Despite many progresses made, successive Puntland governments faced numerous challenges including but not limited to: low skilled personnel, and Lack of a guiding state development blueprint. Prevalence of uncoordinated planning among tiers of government as well as between government and other development partners posed a great challenge to establishing solid and systematic national and sub-national development vision, goals and strategic plans. While the JPLG-Phase-I program achieved measurable results in capacitating selected districts and line ministries, yet, the Puntland Government is dealing with pervasive, parallel, and less coordinated planning at district, ministerial and state levels. Vertical and horizontal linkages within government tiers and between government and non-governmental development actors were either minimal or absent.

Notwithstanding, it is important to note that the adopted Puntland Decentralization Policy of 2014 was clear on the issue of planning. While the policy urged acceleration of the decentralization process of devolution of authority of provision of basic services to those districts that prove to possess the requisite institutional capacities, nonetheless, Section 4.6 of the Policy elaborately accorded the central government the ultimate responsibility of guidance and supervision over district development plans. The policy required regional and district sector ministries' representatives' active participation in regional and district planning processes as well as eventual quality control of installed service delivery structures. Section 4.6 of the policy, further suggests that, the Ministry of Planning must ensure that there is proper synchronization of national and district level planning.

Despite the above, development stakeholders in Puntland continued, without regard to each other's plans, to pursue independent courses. Sector ministries (Education, Health, Water supply and environment) developed their individual annual and strategic plans with little or no involvement of districts, 7 JPLG-supported districts formulated their respective five-year District Development Frameworks (DDFs) and annual work plans and budgets, while the government has little control over non-state actors' plans. The following table illustrates different plans and frameworks that exist in Puntland.

Table 1: Planning Levels in different tiers of the government

Planning Level	Description	Key Planning Output/ Products	Key actors Involved	When/timeframe
District	Part of a region with a concentrated population and with a demarcated/specific border. Local Government administration is based on the principle of self-governance of the people as is evident on Article 120 of	District Development Framework (DDF): DDF is 5 years Guiding framework for the districts' development & the main priorities that need to be addressed to achieve the vision and objectives.	DDF: District (Council, LG departments', community, public sector, NGOs. Sector & national actors, Regional representatives such as sector officers working at district level, and regional coordinators.	April-August in Year 1 only (Year 2+ is revising DDF).

	the Constitution of Puntland State of Somalia. DDF & AWPB are the only two planning process that takes place at district level.	Annual Work Plan & Budget(AWP&B): is annual process where Key stakeholders come together review public Expenditure & discuss revenue forecast, project priorities, budget review & approval.	AWP&B: District Council, Mayor, Executive Secretary, Heads of District Departments	Sep-October
Region	As defined by Puntland constitution and local law, 'region' is part of the Puntland State of Somalia composed of one or more districts.	No planning products developed at regional level. However, the Regional Governor and the regional coordinators of all sector ministries constitute the "Regional Development Committee" whose function is to coordinate and oversee the development processes at regional level.	Regional governors, sector coordinators	Not available
Social Sector	Ministries (MOI, MoE, MOH, PSAWEN, MOPW, MOEWT), etc.	Sector Strategic Plans; a three to five year rolling plan which reflects sector specific priorities and strategies/action plans.	Sector department of planning, MOPIC, regional sector representatives at district level, and regional coordinators, development partners etc.	Varied. 3 years, 4 years & 5 years. No specific dates.
		Sector Annual Plans	Sector department of planning	No specific dates. The current Puntland government started the practice of compiling sectorial Annual Plan in Nov-December, each year.
State	MOPIC is the lead government ministry that coordinates & formulates state development plan.	5 years Puntland State Development Plan(PSDP). As of now, there is Puntland 3 years Development plan, aligned with the National	MOPIC Planning Unit, Planning Coordinators, sector ministries	Developed once in every 5 years. (months to be confirmed) Mid-term-review exercise is

		Development Plan & the Sustainable Development Goals(SDGs).		undertaken half-way around-2.5 years. (months to be confirmed)
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3. Planning Context in Puntland- An in-depth analysis

This chapter presents the key findings identified in the study on harmonization planning. The findings are derived from the conducted study and the insight and convictions of the interviewed stakeholders.

3.1. Key Findings

At the district level, JPLG introduced use of the Participatory Planning and Public Finance Management (PPPFM) planning cycle by JPLG-supported districts to formulate 5-year District Development Frameworks (DDFs), which were continuously reviewed every year during the drafting of the districts' annual work plans and budgets (AWP&B) to accommodate emerging new realities.

Given that this study focused on harmonization planning, the study noted that still more is needed to be achieved in harmonization planning. Current development plans in Puntland include: RPDP, DDFs, line ministries' specific plans, and respective international agencies' development plans. The study concluded that most of these were not thoroughly synchronized, which undermined/weakened efficient use of resources.

On the other hand, interviewed key informants objectively pointed out that, to harmonize plans, stakeholders should, at the outset, adhere to the same development policy. Decentralization of delivery of basic services and devolution of power to the local government level constituted a constitutional requirement and a central pillar of Puntland state development policies since 2003. However, the study discovered the operational strategic plans and policies of Puntland Sector Ministries did not manifest decentralization policy. Districts, on their part, complained of international agencies' lack of consultation with district authorities and disregard of their DDFs.

Additionally, study participants identified that compound challenges lie along the path to achievement of harmonization planning and budgeting in Puntland, particularly in effective delivery of basic services. The technical planning capacity of central, regional and district planning units was limited, while their communication was weak or non-existent. This was aggravated by the fact that planning units in districts, and regional and district sector representatives mostly operated without adequate office space, communication equipment, transport and other essential financial resources to cover essential running costs, which undermined their effectiveness in supervision and coordination of planning

Another thorny issue, which undermined harmonization planning, was the frequent staff turnover at both district and central levels. Respondents informed that it happens that, when

these officials hold the post for some time and get onboard, they are transferred to other offices. These include: planning directors, executive secretaries, and other department officers.

MOPIC interviewees also unanimously agreed that the Ministry of Planning and International Cooperation was meeting difficulties in leading Puntland planning. This was because line ministries' collaboration with MOPIC on planning was weak. Interviewed consultants in MOPIC expressed concern over sector ministries' repeated absence from MOPIC organized consultation meetings, delayed responses to MOPIC inquiries, or non-submission of data collection templates.

3.2. Summary of progresses, Challenges & Opportunities in different levels of planning

Table 2: SWOT ANALYSIS

Planning level	Progresses/achievements (approx.. in the last 6 years)	Challenges	Opportunities & Way Forward
District	<ul style="list-style-type: none"> -Participatory district planning and budgeting guideline in place. District are now able to plan, implement investment programing's and monitor district development process. -DDF is an asset/living document for the district that guides for district development process. -JPLG provided capacity development interventions at the districts departments of planning (individual, enhanced institutional capacity with improved assets and attaching to district consultants' who provides day to day technical support. -Efforts were made by JPLG on engaging MOPIC in the design of DDFs. MOPIC's role is to integrate national and sub-national plans right at the draft/development stage. 	<ul style="list-style-type: none"> - The application of the district planning process (DPPFG) is limited only to 7 JPLG-supported districts. -Despite annual reviews/updates, DDF doesn't have systematic and well-defined review process. Weak monitoring and & evaluation system of DDFs. -Institutionalizing DDFs has become greatest burden. Districts' protest Non-state agencies (NGOs, UN) bypassing district development guide. -Neither sector nor state level development plans is available at district administrations. - Local governments' frequent staff turnover challenges sound planning and sustainability - The technical capacity of districts' planning departments is still limited and most of day to day tasks/activities is handled by district consultants' rather than the directors. -Inadequate linkage exists between sector ministries' regional and district representatives, on one hand, and district authorities, on the other hand. 	<ul style="list-style-type: none"> -Presence of both national and international development partners eager to provide necessary support to the local governments. -DDF's monitoring and evaluation framework and practice must be improved. Mid-term DDF review- with specific guidelines to follow, is recommended. This is right moment as JPLG program is revising the Participatory district planning and budgeting guideline. -MOPIC (Aid coordination unit) should ensure Institutionalizing of DDFs by providing proper guidance to both state and non-state actors. Puntland revised 3 years' development plan provides clear strategy for coordinating aid flow and effectiveness -There is ongoing effort for rolling out/scaling up Local governance program. This will be the best opportunities for ensuring that JPLG systems, policies and procedure are expanded to newer districts.

Region	<ul style="list-style-type: none"> - There is clear legal role and responsibilities of regional governors. -Less is known about the achievements made by the regions. However, regional governor heads two committees: Regional development committee and Regional security committee. -The regional office is more involved in district security and politics. 	<ul style="list-style-type: none"> -It is agreed that region is most neglected government tier. -No clear strategy, guideline and plan for the region as entity regarding coordination of regional development efforts. -Regional office is less involved in regional development process & more into security and politics. -The regional and ministerial sector representatives are under-funded and often lack sufficient office space, communication equipment, transport means, running costs, etc. 	<ul style="list-style-type: none"> - Puntland constitution, Local government Law, DDFs, sector strategies and state development plan all acknowledges the importance of ‘region’ as coordinating and intermediate tier for planning. -MOPIC should undertake further assessment/visibility study on the involvement of region in development process.
Social Sector	<ul style="list-style-type: none"> -Each sector has sector strategic plan that clarifies the short and longer time strategic direction of the ministry. -Sector specific policies are also in place i.e. education, health, water etc. -Sectors implement multi-million-dollar projects and programs and very good progress is made on the provision of basic social services. -With the support of JPLG, sector ministries have started piloting Service Delivery Models(SDM) projects aimed at devolving basic services to the district authorities. 	<ul style="list-style-type: none"> -Districts are less or not involved in the formulation of sector strategies. Nor do most ministries consult with the existing DDFs. - Roles and responsibilities of sector planning department vs district planning department are not clearly defined. - Policies, strategies and plans of the ministries of health, education, and PSAWEN do not embrace the adopted decentralization policy of devolution of basic service delivery to districts. -Each sector has its own offices at the districts. Thus, creating gap between social affairs units and Sector representatives. 	<ul style="list-style-type: none"> -All sector strategic plans should be five years(both national development and district development framework are developed once in 5 years) -Presence of committed international support -Most social sector ministries have sector representatives at the district, this can be used in a positive way. It is also recommended that sector representatives work at respective units in social Affairs Department.
State (MOPIC)	<ul style="list-style-type: none"> -MOPIC is committed on coordinating development process across Puntland. - Produces state development plan that guides government development efforts across Puntland. In 2005, MOPIC developed the first 5 years’ development plan (2007-11). Followed by subsequent state plans. -MOPIC consolidates sector workplans in to one document. 	<ul style="list-style-type: none"> -Weak capacity of department of planning at MOPIC. -It was noticed that district and sector plans/strategies/frameworks are not available in MOPIC. -Sector Ministries doesn’t provide timely data to MOPIC. -Absence of decentralized data management where districts can access instead of sending enumerators. 	<ul style="list-style-type: none"> -Create resource center that keeps and consolidates different plans. -Presence of revised state plan & international community read to support this plan. -Puntland Development Forum (PDF), a platform to coordinate, guide and oversee aid [development] assistance was setup. Sectoral working groups, based on the PTYDP and NDP, was establishment. This will be

			an opportunity for coordination and information sharing across different stakeholders.
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4. Stakeholders' Roles and recommended calendar

4.1. Key roles and responsibilities

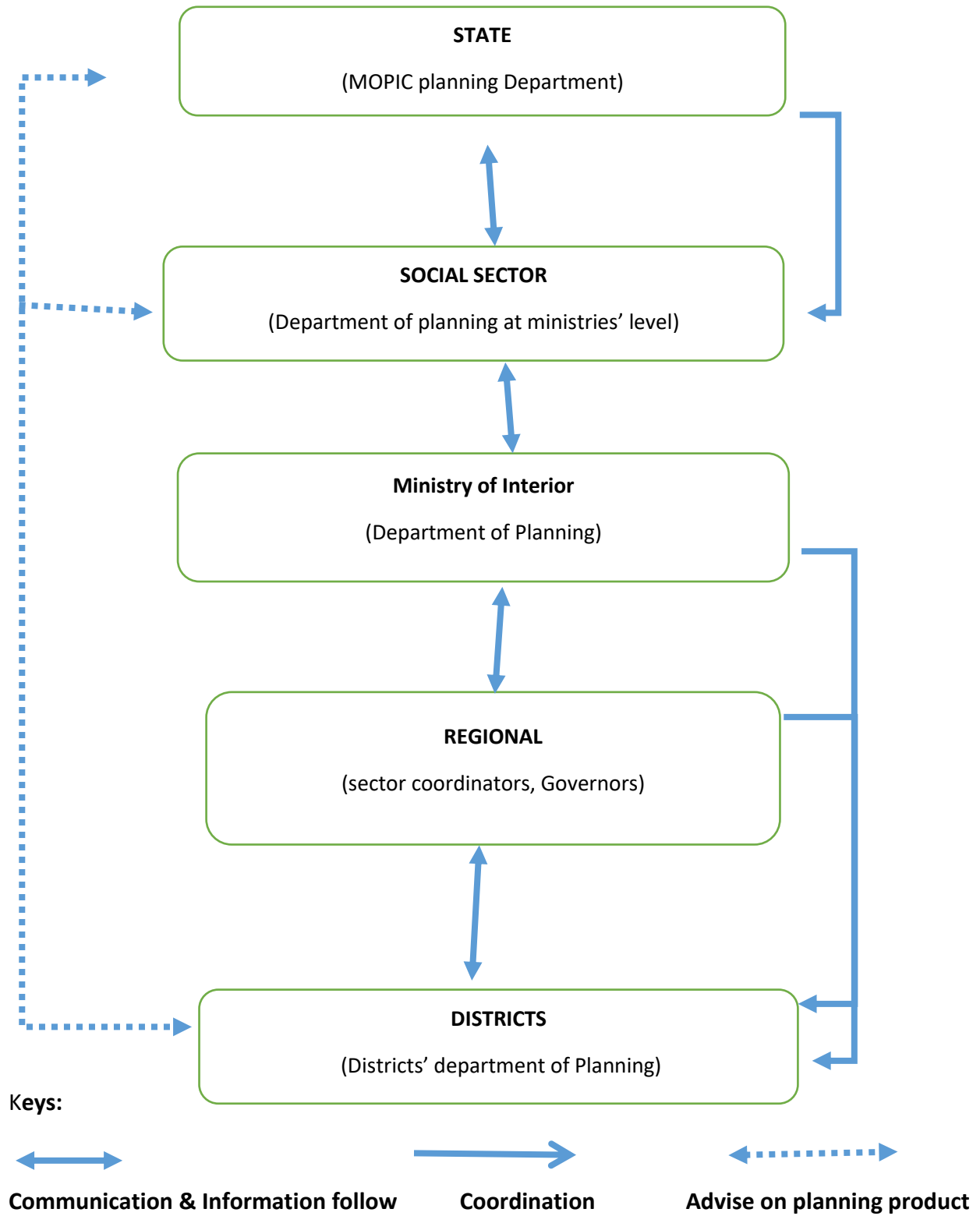
The following table illustrates key roles and responsibilities of stakeholders that are engaged in basic service delivery, including: Social sector ministries, MOI, MOPIC regional administrations and district authorities (detailed ToR should be developed/updated later).

<p>MOPIC (Planning Department)</p>	<ul style="list-style-type: none"> • Act as lead unit for harmonizing and synchronizing different levels of planning • Plans, develops and implements the state level planning and development agenda • Coordinates preparation and implementation of state, sector and district development plans and strategies • In all direct communication with districts, MOPIC department of planning should ensure that department of planning at ministry of interior is in the loop(copy). • Attends and provides input in formulation and review of sector policies and plans • Ensure that sector, state and district plans are well-connected and provide technical backstopping to planning departments at sector and district level. • Compile sector and district Annual Workplans and produce consolidated Workplans and budgets • Organize periodic coordination meetings between sector and districts departments of planning. • In close collaboration with Aid Coordination Unit, strengthen the cooperation between Puntland State of Somalia and the donor countries and the international agencies • Institutionalize the planning products in each level of planning (district, sector and state and ensure that all development partners adhere and support these plans • Develops tools and mechanisms to build the institutional capacities of the ministries and local governments to ensure the consistency and implementation of the national and sub-national plans
<p>MOI (Planning Department)</p>	<ul style="list-style-type: none"> • Co-ordinate and supports DDF formulation (once in 5 years) and preparation of district Annual Work Plan & Budget(AWP&B). And ensure that the cycle is standardized. • Consolidate planning products in all district (DDFs, AWP&B) and share it with MOPIC and sector ministries. • Facilitate the communication between districts planning departments, sectors and MOPIC planning department. • Provides guidance on state level requirements and policies to include in district work plans and budgets.

	<ul style="list-style-type: none"> • Provides technical support and monitors DDFs work plan and budget preparation, including financial management and reporting. • Coordinates and oversees capacity development support for all district planning departments’. • Encourage positive relationship between central and local government
Social Sector Ministries (Health, Education, water, etc.)	<ul style="list-style-type: none"> • Provide guidance on sector priorities for the DDF. • Engage districts when drafting sector strategies. And where necessary, sector to amend their own sector strategic plans where relevant, to capture priorities in the DDF. • Provide input on national level/sector priorities, during development of state development • Attend the DDF formulation and review processes and provide input on current and proposed development activities in the district • Propose indication of resource allocations to districts in sector areas as part of the annual budgeting process. • Ensure that sectoral standards and specifications/quality assurance measures are adopted at district level, primarily during the DDF and annual work planning processes • Facilitate ongoing decentralization of sector functions to district level, in accordance with the Decentralization Policy and Road Map Implementation Plan.
Regional (Governors & sector coordinators)	<ul style="list-style-type: none"> • Through sector coordinators, actively engage in the formulation of DDF and district AWP&B. • Coordinate planning processes between districts in the same region. • Provide the link between district, sector and state level planning. • Ensure that district priorities and views are duly reflected in the regional and district level sectoral plans and processes • Assist with the ongoing decentralisation of functions to districts (e.g. in Education, Health, water, etc.
District (Planning department)	<ul style="list-style-type: none"> • Collect and synthesize data from other departments and institutions for development planning • Spearhead extensive grassroots and community consultations, outreach and engagement to map out local priorities and development entry points • Prepare and maintain the District’s Development Framework (DDF) • Based on the budget forecasted for the following year prepare the District’s Annual Development Plan and Budget • Coordinate with the district’s other Departments on development planning and budgeting • Establish and manage the district’s complaint mechanism • In collaboration with MOPIC, MOI, seek out opportunities for partnerships with the private sector, international and local NGOs, donors and UN agencies.

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| | <ul style="list-style-type: none">• to monitor and report on the implementation of the Annual Development Plan and Budget and overall progress towards District Development Framework priorities• Establish and maintain relevant data collection and management systems• Facilitate the process of quality project implementation by the district through development of relevant procedures, monitoring of compliance with these procedures, and seeking correctional actions where needed• Projects Approval, Implementation and Action Plan procedures developed and adopted. |
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Diagram 1: Understanding relationship between different planning levels



4.2. Proposed calendar for improving harmonizing of Puntland Planning Processes/stage

MONTH	Output	ACTOR	Note
JANUARY- MARCH	Preparation Phase	All Stakeholders	Finalize the work of previous year
		MoPIC	Kick start and circulate this common calendar
		MOI	Communicate, disseminate and follow up information/common calendar provided by MOPIC down to districts and regions
		Sector Ministries, REGION	Sector ministries and regional coordinators advise district authorities and planning departments on formulation or updating of the District Development Framework (DDF). This is done once in 5 years.
APRIL- AUGUST	DDFs-once in 5 years	Districts & Region	District authorities led by the planning departments formulate/update DDFs and District Councils approve (Drafting of DDF starts on April and DDF is approved on August-once in every 5 years as per the PEM guideline) After the District Councils' approval of the DDFs, the districts' directors of planning to share DDFs with region and MOI.
		MOI	MOI to consolidate copies of all DDFs and disseminate copies to the planning directors of ministries & MOPIC planning department.
		MOPIC	Based on sector ministries advice on DDFs, MOPIC planning department notes the implications for the current and next Five Year Development Plan.
SEPTEMBER	Sector Strategic Plan-Once in 5 years	Sector Ministries (Education, Health, Water)	Start & draft the preparation of sector strategic plans. refer DDFs & engage district through and in collaboration with MOPIC (Sector Strategic Plans to be finalized once in every 5 years on September)
		Sector Ministries	All sectoral ministries share their (now finalized) Sector Strategic plans with MOI and their Sector representatives at the district, who pass it over to the district planning departments.
OCTOBER- NOVEMBER	District AWP&B	District Level	The District develops their Annual Workplan & Budget for the coming year. Priorities to be extracted from the DDF with full engagement by the sector representatives at the district & regional level (District AWP&B preparation starts from June and is led planning department at district)
		District Level	District Annual Workplan and Budget is approved by Council and shared with all MOI for onward submission to sector and MOPIC.
	Sector Annual Workplan	Sector Ministries	Sector ministries to prepare their Sector Annual Workplan based on their sector strategic plan & share with MOPIC and district sector representatives.
DECEMBER-	5 years' development plan (once in 5 years).	MOPIC & MOI	MOPIC to consolidate & compile: <ul style="list-style-type: none"> DDFs and Sector strategic plans (once in 5 years) District AWP&B and sector annual workplan(Annually)

MOPIC

based on DDFs and sector strategic plan, start consultation process & develop state development plan. (The preparation and development starts December and could extend into January-Feb next year).

Share consolidated Workplan and strategic plans with all stakeholders

5. Taking the harmonization process forward: An Implementation strategy

Harmonizing planning cycle in different tiers of government is continuous and complex process. While section 4 (key roles and calendar) is start point for harmonizing planning process, nonetheless, it was agreed that an implementation plan is necessary. Key roles, calendar and the implementation plan should be approved by the Inter-Ministerial Committees.

Tasks/Activities	Expected Results	Responsible by	Timeframe
HIGH PRIORITY-WITHIN 6 MONTHS			
Inter-Ministerial Committee for Local Government to approve the key outcome (findings, roles, recommended calendar) and prepare for implementation of the report's recommendations. ²	The report's outcome is endorsed by IMC-LG	MOPIC & MOI Office of Director General	July 2017
Develop Ministerial decree and dissemination of the report (focus on core outcome: findings, roles, recommended calendar)	The outcome of this report is officially translated and circulated across different tiers of the government.	MOPIC- Office of Director General	August 2017
Long time national consultant to be embedded in MOPIC's department of planning. The consultant will provide necessary technical support & ensure systematic coordination, timely advice, and following up the implementation of the outcome of this report.	The capacity of planning department at MOPIC is strengthened. ToR for the consultant is drafted and recruitment is done in merit-basis.	MOPIC Planning department	September-October 2017
Establish/strength Resource Center at MOPIC's department of planning.	Resource Centre will help MOPIC consolidate & disseminate copies of state level development plan, sector plans and DDFs to ministries and districts for reference purposes	MOPIC Planning department	September 2017
Establish harmonization of planning Sub-working group (either use IMC-LG-TWG	Sub-Working Group is formulated/use existing one that will take the	MOPIC Office of Director General	October 2017

² It could have been good that Inter-Ministerial Planning Committee (under Revised Puntland Development Plan 2017-2019) to endorse the outcome but, since the committee is not yet formed, IMC-LG can handle.

or Core technical coordination Committee in the national plan.	harmonization process forward. TOR for the working is agreed.		
Revise/updates ToRs for district department of planning, sector departments of planning & MOPIC department of planning. (refer to the key roles & responsibilities provided in this report)	ToRs for different planning departments is drafted/reviewed/ updated and areas of collaboration are clearly spelt out in the ToRs	MOPIC (& MOI, sector ministries)	November 2017
Organize workshop all actors within the planning departments at state, sector, region and district level.	Participants to discuss & endorse revised/updated TORs, talk on standing issues and to cultivate collaboration and teamwork. Action points to be agreed.	MOPIC Planning department	December 2017
Revised Public Expenditure Management are aligned with the ongoing harmonization planning process.	Different government products are harmonized and aligned.	MOPIC & MOI	December 2017
MEDIUM & LONGER TIME PRIORITY			
Select 2 ministries and districts as entry point/pilot and see how their planning and communication is improved. For example, Ministry of Transport and Work & Ministry of health or education (should be discussed by IMC-TWG sub working Group on planning & harmonization)	Pilot ministries and districts are selected and overall communication and planning process is improved.	MOPIC Planning department	January 2018
Establish decentralized database or other information management arrangement at district, regional and state levels ³	Using district as facilitators and collectors of data that feeds to MOPIC & sector ministries will Improve the quality and accessibility of field level data collected for planning purposes. Synchronizing the data collection templates to make it easier to share data e.g. from district up to state level.	MOPIC & MOI	January-March
Asses/determine the role of region in development process.	Conduct evident-based assessment/ study on the role of region in development process (gap analysis, capacity support plan) etc.	MOPIC & MOI,	January-February 2018
These tools/guidelines will reduce time-consuming paper trails by, for example, allowing districts, MOPIC, and sector ministries to communicate directly with each other, and copying the Ministry of Interior.	Develop Tools/guidelines that improve communication of different planning level.	MOPIC Planning department,	February 2018

³ Decentralizing and harmonizing data collection tools and approaches is discussion by its own. It is recommended that a concept note is developed around these areas. Should be engaged M&E and statistics department at MOPIC.

Better communication and linkage between MOPIC aid coordination unit and planning unit would institutionalize planning products at district, sector and state.	Create strong link between the aid coordination department of MOPIC & Planning department.	MOPIC	Continues
Minimize the risk associated with staff turnover at all levels of government	Refrain, unless it is indispensable, staff turnover, particularly in important departments such as the planning departments at district, sector and state	MOPIC, SECTORS, MOI	Continuous

Annexes

Annex I: Consultancy Terms of Reference (TOR)

Ministry of Planning and International Cooperation (MOPIC)

Terms of Reference

Position Title: Harmonization Planning Expert

Location: Garowe, Puntland

Duration: 4 months

Background

UN Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) Phase II is a 5 year Programme of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. The Programme is aligned to the national development frameworks and UN programming framework UNSAS 2010 – 2015 outcome that local governance contributes to peace and equitable priority service delivery in selected locations.

Overall objective: Local governance contributes to peace, development and equitable service delivery

Outcome 1: Policy and legal frameworks are improved to enable local governments to deliver Equitable services.

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

Outcome 3: Local governments are accountable and responsive to community priorities in providing equitable and sustainable services and promoting local economic development.

Purpose of the Position

At present planning is taking place at many different levels in government. Planning for provision of basic services is the responsibility of different agencies as well as different levels of government. The Five Year State Development Plan provides the development framework under which service development and provision is managed; sectoral plans or strategies – for example in health, education and water supply are also being developed by the respective line ministries. In 2014 Government adopted a decentralization policy and Road map. In seven pilot districts, supported by JPLG, five-year district development frameworks and annual work plans were developed and adopted as part of the decentralization policy implementation.

However, the practice shows that vertical linkages between the central, regional and district level plans are weak or missing. This impacts on the effectiveness and efficiency of the planning process, particularly when strategic priorities identified at local level do not feed-into the State government strategic plans. District level planning rarely reflects the strategic priorities identified by the sectors at State level. To improve social and economic outcomes, harmonized planning of

services management between State and district level would be beneficial for the Government of Puntland.

Section 4.6 of the Decentralization policy states that there must be appropriate coordination between the levels of government and that there must be capacity and structures in place to ensure coordination between districts and sector ministries; at district, regional and State level. It is also stated that sector agencies must have the capacity to review the service delivery of the districts and ensure quality. The Ministry of Planning and International Cooperation is charged with the responsibility of ensuring that there is proper synchronization of State and district level planning.

The United Nations Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) has, for the past six years, been working to introduce and strengthen capacity for planning at district government level. It is clear that this work cannot produce a full harvest of benefits unless there are good working connections with the other centers of planning, namely at the sectoral and state levels. In due time, as the JPLG approach to district level planning is rolled out to other districts it is essential to reinforce the limited capacity presently available at regional level. This should enable the regional government (and extension of State Government) to support the districts in their planning while moderating the burden on the state level authorities of trying to deal with many districts simultaneously.

With technical support from JPLG a 'harmonization planning guidelines' outlining the steps to improving the planning cycle in the social sector ministries and linking different level of governments has been developed.

The objective of this assignment is to support the MOPIC on harmonization planning process between different tiers of governments from local and state levels. The consultancy should facilitate the communication and consultative process in reviewing the existing planning environment in Puntland and developing a harmonized planning framework based on the inputs from the key stakeholders.

Main areas of responsibilities:

- a) Using the UNDP supported Harmonization Planning Guidelines, recommendations and map out processes for improving the linkages between the different levels of governments tasked with the development district/regional/sectoral plans.
- b) Working with MOI, MOPIC, social sector ministries, regional and district administrations, support local government data collection to contribute and feed into the National Development planning process.
- c)
- d) Conduct meetings with district and State government ministries to discuss the proposed approaches and data collection mechanisms and support establishing harmonized planning approach at all levels of government.
- e) Based on consultations and meetings with government partners, outline key recommendations on improving planning process. Propose a framework for respective stakeholder's roles and responsibilities in the planning process.

- f) Propose a set of practical tools, easy to work with, to support the introduction and functioning of the improved harmonized communication and planning process in effective way.
- g) Design and facilitate final consultation workshop for key stakeholders in appropriate locations for targeted government institutions aimed to build consensus among the government ministries (focus on social sector ministries) for common formats of planning exercise.
- h) Conduct high profile validation workshop(s) to recommend the findings from harmonized planning works and proposed formats and new planning tools. Submit recommendations to IMCLG for review and approval.

Expected deliverables

Tasks/Outputs	Finalized Within
1. Produce inception report. Building on the success of the previous consultant, Meeting with sector ministries, districts and study of all existing documents (sector strategy, sector policy, 3YDP, DDF) existing and planning process produce inception report of the assignment; with a detailed implementation plan for the assignment with proposed dates for meetings, workshops and reporting.	15 days after start of assignment Page 2 of 4
2. Outline the key differences, analyze and propose key recommendations in a written report after the coordination meetings with government ministries and district governments for consultation of harmonization planning. Reports shared with IMCLG.	45 days after start of assignment
3. Establish Framework for harmonizing and improving the different planning processes in Puntland with new standards and norms of planning, outlining roles and responsibilities of all levels of governments	60 days after the start of assignment
4. Submission of Draft report	90days after the start of assignment
5. Make a presentation of the draft report to the concerned stakeholders and incorporate comments.	120 days after the start of assignment
6. Submission of Final report including key findings and recommendations from the consultation and validation workshops	End of assignment

Qualification and Competencies:

Required Skills and Experience:

- Advanced university degree with a Master's Degree in Public Sector Management, Public Administration, Political Science, Economics and Law, International Relations or another related field.

- At least 7 years professional work experience in local government, policy, technical assistance, capacity building related to participatory planning/social sector planning;
- Expert knowledge on planning and policy making in Somali context is required;
- Previous experience in social sector planning framework development at national level will be an advantage;
- Previous experience in supporting planning processes in least developed and post-conflict countries
- Previous experience in developing / analyzing / implementing planning strategies/frameworks/ interventions in similar context- preferably in partnership with Governments.
- Excellent networking and interpersonal skills required;
- Excellent written and oral communication skills in both English and Somali

Duration of Assignment, payment and Reporting

The assignment is expected to take a maximum of four (4) months and the consultant will be contracted by MOPIC through a competitive selection process, co-organized with UNICEF and UNDP.

Payment will be made based on above articulated deliverables. The payment modality will be based on deliverables and expected activities in the plan submitted to the MOPIC and agreed by UNICEF and UNDP.

The consultant will report to the Director General of Ministry of Planning and International Cooperation (MOPIC) in close collaboration with UNICEF and UNDP Programme Officers. Consultant's reports and deliverables should be shared and approved/accepted by both UNDP and UNICEF JPLG through MOPIC before payment is made.

Annex II: Interview Checklists on Harmonization Planning

Central Level Ministries/Agencies

1. Do you support the Puntland Decentralization Policy? Explain why?
2. Do you feel harmonization between state, sector ministries' and other agencies' plans, on the one hand, and the DDFs, on the other, feasible or important? Explain why?
3. What will be the role and responsibility of each actor (MOPIC, MOI, MOF, Sector Ministries, international agencies, LNGOs, regions, and districts (DG of MOPIC and Ministries))
4. What is the best way of improving communication and consultation among different stakeholders on harmonizing the planning process in the most effective way?
5. How far are you aware of the development plans of UN agencies, INGOs and LNGOs in basic service delivery? Who is tasked to supervise them? (UNICEF, MOE, MOH, PSAWEN). How can their activities be coordinated with Puntland Government planning?
6. Are you aware of any previous attempts of harmonization of Puntland planning in service delivery? If yes, how far was this successful? What were the challenges, if any?
7. What are your organizations / agency's policies, strategies and plans towards basic service delivery? (ask for copies)
8. How far do the policies, strategies and plans of your organization/agency/ministry conform to or differ from the P3DP, DDFs or plans of similar organizations engaged in basic service delivery? Please explain
9. Which are the challenges currently facing harmonization of planning in Puntland?
10. What is the best approach of harmonizing various state, international agencies' and district plans? How, When and Who?
11. How do we regulate coordinate plans of the international agencies' and local NGOs' and government plans in basic service delivery?
12. How can we ensure that data gathered at local government levels contributes to and feeds into the national planning framework?
13. In your view, to what extent are the local governments capacitated to deliver basic services? What has been achieved so far in this regard? What do you propose?
14. How can we eliminate some government officials' resistance to decentralization of delivery of basic services to local governments?

15. Please describe the planning cycle of your organization during the year?
16. What are the commonalities and differences between MOI Guidelines and DDF Guidelines
17. What was the outcome of MOI and JPLG harmonization mission extended to JPLG districts in December 2016 (MOI)? (Ask for report)

District Level Questionnaire

1. Are you aware of central level development plans? Do you have a copy the RPDP? In your view, what is the role and function of central level plans?
1. Do you feel harmonization between state, sector ministries' and other agencies' plans, on the one hand, and the DDFs, on the other, feasible or important? Explain why?
2. What will be the role and responsibility of each actor (MOPIC, MOI, MOF, Sector Ministries, international agencies, LNGOs, regions, and districts (DG of MOPIC and Ministries)
3. What is the best way of improving communication and consultation among different stakeholders on harmonizing the planning process in the most effective way?
4. In your view, to what extent are the local governments capacitated to deliver basic services? What has been achieved so far in this regard? What do you propose?
5. Please describe the planning cycle of your district during the year?
6. How do you relate state and other development partners' plans in your DDFs? Please explain?
7. What is the role, if any, of sector ministries' representatives in district planning? Do you engage them in your district planning (DDF)? Explain why?
8. What is the role of the regional sector representative?
9. Do you have District Development Committees or Regional Development Committees?
10. Describe the relationship between sector ministries' representatives at district and regional levels (regional coordinators and district officers) and the district authorities? How can we improve such relationship?
11. Do you think that it is useful to establish regional development committees and district development committee in regions and districts respectively? Explain why?
12. As district JPLG and planning officers, what is your role in planning? Do you believe that it is necessary to harmonize DDFs and sector and state plans? Explain why? Do you have copies

of Puntland state, sector ministries' and international agencies' service delivery development plans? If not, why?

13. If a community priority need in DDF does not match state and sector policies or plans or vice versa, what is the solution?

Annex III: Field Work Itinerary

Task	Timeframe (January & February 2017)										Technical support
	15	16-17	18-19	20-21	22-23	24-25	26-27	28-29	30-31	1-9	Responsible by
Consultations with Stakeholders (JPLG agencies and line ministries, Agencies)											
Meet with UN-JPLG Local team											PMU-JPLG
Meet with MOI- DG, Director of Planning, Director of LG and JPLG supported consultants in MOI-LG											MOI DG, director of planning
Meet with MOF- DG, Director of Finance, Accountant General and JPLG supported consultants in MOF											IMC secretariat, office of vice-president, will write official letters to sector ministries and agencies. Secretariat coordinator or sector technical consultant will accompany in each meeting
Meet with MOE- DG, Planning director and JPLG supported education sector consultant											
Meet with MOH- DG, Planning Director and JPLG supported health sector consultant											
Meet with PSAWEN- DG, Director of Planning and JPLG supported water and energy sector consultant											
Meet with Ministry of Public Work: DG, Director of Planning, and JPLG supported consultants											
Meet with ministry of Environment- DG, director of planning and JPLG supported environment sector consultant											
Interview MOPIC-DG, Director of Planning and consultants											MOPIC DG
Field travel to selected JPLG supported districts (Garowe, Gardho and Eil) and meet with districts executive committee, directors of planning and district consultants											1 official from MOI and 1 official from MOPIC will go with the consultant to the targeted districts

Annex IV: List of People Consulted

1. Hussein Abdi, DG of MOPIC
2. Abdisamad Ali Hashi Ghelle, MOPIC strategic Planning Consultant
3. Mohamed Ali Nur, Director of the Planning Department, MOI
4. Osman Ali Abdirahman, Head of Policy Planning and Research Section, Department of Planning Deputy Director of Planning, MOPIC
5. Salah Abdirahman, UNDP-JPLG
6. Mohamed Ali, MOPIC Director of Planning
7. Prof. Mohamed Said Samatar, MOPIC consultant
8. Abdiaziz Nur Elmi- DG MOI
9. Abdulkadir Duale Qambi- IMC-LG Secrétariat
10. Ahmed Mohamed Ali, IMC-LG, Technical Consultant on Social Affairs
11. Abdiwahab Mohamed Ali, UNDP-JPLG Program Specialist
12. Mohamed Ahmed Abase, UNDP-PMU, Program Officer
13. Ahmed Nuh Ali, UNCDF, Program Financial specialist
14. Abdirizak Mohamoud Ali, UN-HABITAT, Programme Assistant
15. Mohamed Abdirizak Mohamed, UNDP-PMU M& E Officer
16. Mukhtar Mohamed Jama, UNDP-JPLG Finance Department
17. Faisa Abdirashid Mohamed, UNICEF, Program Officer
18. Jama Hassan Hussein, Director of Local Governments' Department, MOI
19. Mohamed Yussuf Muse, MOI, JPLG Consultant
20. Abdulkadir Nur Elmi, MOI, Consultant on Local Governments,
21. Jama Abdi Bulshale, MOEHE, Acting Director of Policy and Planning Department
22. Faisal Abdi Mumin, MOEHE, Consultant
23. Abshir Mohamed Abshir, Fiscal Decentralization Consultant
24. Abdifatah Mohamed Muse, Inter-Government's Fiscal Transfers Consultant
25. Abdirizak Hirsi Hassan, DG of MOH
26. Abdinasir Mohamed Elmi, Health Sector Consultant, MOH
27. Abdulkadir Sh. Mohamoud Said, DG of MOPWT
28. Hirsi HassanYussuf, Admin/Finance, PSAWEN
29. Mohamed Abdi Jama, Consultant, PSAWEN
30. Kafi Nidamudin Adan, Consultant, MOEWT
31. Mohamed Isse Mohamed, Acting DG of MOEWT, Director of Climate Change Dept.
32. Hassan Mohamed Isse, Mayor of Garowe District
33. Abdirizak Farah Mohamed, Garowe District JPLG Planning Consultant
34. Muse Osman Yussuf, Eyl Mayor
35. Abdinasir Yassin Ali, Director of Planning Department of Eyl Local Government
36. Sa'ad Abdulkadir Bulshale, district Planning Consultant
37. Dr. Ahmed Dahir Warsame, Deputy Director of Eyl Referral Hospital
38. Abdi Said Osman, Mayor of Gardho District
39. Awil Mohamoud Ali, Gardho District Planning Consultant
40. Wais Aydarus Gure, Procurement Officer, Secretary of Gardho District Council

41. Maryan Abdi Mohamed, Director of Planning Department of Gardho Local Government
42. Said Ali Mohamed, Intern at Gardho Planning Department of Local Government
43. Fadumo Nur Shire, Gardho District Health Officer
44. Mahad Yussuf Gai'te, Deputy Regional Education Officer
45. Said Mohamed Fahiye, District Education Officer

Annex V: Background Reading

1. Harmonization of Local Governments' Structures Workshop Report, 4-5 December 2016, MOI
2. Report on Final Consolidated Consultation Workshops for Harmonization, Dec 2015, MOI
3. Note on Harmonizing District and National Development Planning, 3 pages, JPLG II, undated.
4. PNT Final Draft Harmonization Planning Guidelines, 13 Oct 2013. Author: Consultant - Alan J. Taylor
5. Report on Harmonization Workshop held in Garowe 25 June,2013
6. Puntland Second Five-Year Development Plan 2014-2019
7. Revised Puntland Development Plan (RPDP) (2017-2019)
8. Somalia National Development Plan 2017-2019
9. The Puntland Priorities 2014-2016
10. Puntland Decentralization Policy 2014—2020
11. Concept Note—Formulation of Second Five-Year Development Plan 2014—2019, MOPIC
12. District Public Expenditure Management PEM1, Overview Model
13. Education Sector Strategic Plan—2012—2016 (Revised 25 May 2014)
14. Puntland Health Sector Strategic Plan, January 2013 – December 2017
15. Puntland Health Policy Framework 2012 – 2017
16. Puntland Health Act (Law No6)
17. Puntland Education Policy Paper (PEPP), 2012
18. Puntland Education Act
19. DDFs of the 7 JPLG districts
20. Reviewed Law No7/2003
21. Sector Strategic Planning Guidelines, SIDP, UNDP, April 2013
22. Puntland Water Policy
23. Law No20, PSAWEN